

# A review of the displaced population in eight cities of Colombia: local institutional response, living conditions and recommendations for their assistance

**Summary of results, general reflections and recommendations**



Bogota D.C., november of 2007

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International Committee of the Red Cross (ICRC)  
World Food Program (WFP)

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# Presentation

Since 2004, the International Committee of the Red Cross (ICRC) and the World Food Program (WFP) have been working, jointly, in a process to establish the living conditions of the displaced population in the country.

This process, motivated by the two institutions' concern for the Colombian civilian population affected by the conflict, has materialized in two studies that provide an overview of the displacement phenomena, its causes and consequences. Today, after two years of work, we are pleased to submit for your consideration the executive summary of the joint study, whose purpose is to further the identification of the displaced population's needs, as well as the current institutional response in view of improving the care provided to this population group.

The study was carried out between November 2006 and June 2007, in eight (8) of the most important host cities for displaced population in the country, i.e.: Barranquilla, Bogota, Cartagena, Florencia, Medellín, Santa Marta, Sincelejo and Villavicencio. Data gathering was performed by "Unión Temporal Econometría - Sistemas Especializados de Información S.E.I. S.A."; the firm hired to carry out the study.

The ICRC and WFP hope that the results presented here, in a summarized manner, enable the different actors associated with the provision of assistance to the displaced population in the country, to become even more sensitive to the situation and the needs of this population. This is how we hope that the National, Provincial and Municipal governments, the national non governmental organizations, the international organizations, the private sector, civil society and the organizations of the displaced population, all of which constitute the active parties in the national reflection on this issue, join efforts and resources in order to improve and provide more services for this population. In this sense, this document aims to support constructive dialogue and a better coordination of such initiatives.

Finally, we wish to extend our deepest gratitude to the displaced and resident population, to the national and municipal institutions, to the regional teams of both our institutions, to the head offices of the ICRC and WFP in Geneva and Rome, and to the "Unión Temporal Econometría- S.E.I. S.A." for their decisive and valuable support in this process.



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## Note on the translation

The following document has been translated from Spanish to English which has presented challenges with respect to the translation of context specific terms. The most noteworthy case being the term “atencion” which is used in the title and throughout the Spanish version but which encompasses the English notion of “attention” as well as that of general care, provision of assistance and services. In that sense these terms have been alternately used in the English version to try to best represent the broader concept of “Atencion”.

In addition to some of the technical terms that are context specific, another difficulty has been translating the name of the wide range of institutional bodies and programs that are referred to in the document. Because most of these are known by their acronym rather than their full name in Colombia, for the sake of clarity, a literal translation will be given when they are first mentioned in the text but further references will be made using their Spanish acronyms.

The list of these organizations and programs, as well as their corresponding Spanish names and acronyms, is presented below:

Spanish name	Acronym	English name used in this document
Indice de Condiciones de Vida	ICV	Living Conditions Index
Departamento Nacional de Planeación	DNP	National Planning Department
Programa Nacional de Desarrollo Humano	PNDH	National Human Development Program
Agencia Colombiana de Cooperación Internacional	ACCI	Colombian International Cooperation Agency
Registro Único de Población Desplazada	RUPD	Central Registry for Displaced Population
Asistencia Humanitaria de Emergencia	AHE	Emergency Humanitarian Assistance
Unidades de Atención y Orientación a Población Desplazada	UAO	Assistance and Orientation Units for the Displaced Population
Sistema Nacional de Atención Integral a la población desplazada	SNAIPD	National Comprehensive Assistance System for the Displaced Population
Instituto Colombiano de Desarrollo Rural	INCODER	Colombian Institute for Rural Development
Servicio Nacional de Aprendizaje	SENA	National Learning Service

Spanish name	Acronym	English name used in this document
Instituto Colombiano de Bienestar Familiar	ICBF	Colombian Institute of Family Welfare
Sistema General de Participaciones	SGP	General System of Participation
Departamento Administrativo Nacional de Estadísticas	DANE	National Statistics Department
Comité Local de Atención a Población Desplazada	CLAIPD	Local Committees for Comprehensive Assistance to the Displaced Population
Comité Municipal de Atención a Población Desplazada	CMAIPD	Municipal Committees for Comprehensive Assistance to the Displaced Population
Comité Departamental de Atención a Población	CDAIPD	Departmental Committees for Comprehensive Assistance to the Displaced Population
Operación Prolongada de Socorro y Recuperación	OPSR	Extended Aid and Recuperation Operation
	PAHU	Humanitarian Assistance Program
Salarios Mínimos Legales Mensuales Vigentes	SMLMV	Legal minimum monthly wage
Programa Red de Seguridad Alimentaria	RESA	Food Security Program
Sistema General de Seguridad Social en Salud	SGSSS	Healthcare System
Administradora del Régimen Subsidiado	ARS	Subsidized Healthcare Operator
Plan Obligatorio de Salud	POS	Mandatory Health Plan
Caja de Compensación Familiar	CAFAM	Family Benefit Fund
Organización Nacional Indígena de Colombia	ONIC	Colombian National Indigenous Organisation
Programa de Asistencia Económica	PAE	Economic Aid Program
Sistema de Selección de Beneficiarios	SISBEN	Beneficiary Selection System
Plan Integral Único	PIU	Unified Comprehensive Plan
Necesidades Básicas Insatisfechas	NBI	Unsatisfied Basic Needs



**Photograph**

**Source:** Archives ICRC-WFP

## Introduction

The International Committee of the Red Cross (ICRC) and the World Food Program (WFP) carried out an analysis of the local institutional response, living conditions and recommendations for the care of the population displaced as a result of violence in the cities of Barranquilla, Bogota, Cartagena, Florencia, Medellín, Santa Marta, Sincelejo and Villavicencio. This document presents a summary of the results for the eight cities covered by the study. The study was completed in all cities by June 30th of 2007, with the exception of Medellín, whose closing date was March 31st of 2007.

In each of these cities the work consisted in planning and designing the methodology, gathering and analyzing the secondary information, gathering, processing and analyzing the primary information obtained via the use of sampling surveys and interviews with institutions. On the basis of the primary and secondary information, interviews were performed with the institutions in charge of assistance for the displaced population and focus groups were held with the community. Finally, a consolidated and city specific analysis was performed for the eight cities.

This study looks at themes such as the status of the displaced, emergency humanitarian assistance, housing, perception of food security, health, education, income generation and the protection of patrimonial assets (land) of the displaced population. This is accomplished on the basis of an analysis of the institutional response according to criteria of coverage, access, timeliness, appropriateness, quality, sustainability and coordination, taking into consideration specificities related to gender and ethnic background.

The results only apply to the cities and the population covered by the study, that are defined hereunder as the displaced population, including registered and non registered households. As a matter of principle, the study seeks to be positive and to contribute to reflections on public policy with a focus on the offer and demand for State services. The findings have enabled the formulation of some general reflections and recommendations.

The results of this study could be used as a base line to follow up on future assistance programs for the displaced population.

It is important to mention that because this is an executive summary it does not contain detailed results. A more thorough analysis of some of the issues can be found in the documents written for each one of the cities.



**Photograph**

**Source:** Archives ICRC-WFP

## 1. Conceptual framework

The analysis of the institutional response to the needs of displaced households, in this study, is based on a concept known in human development literature as livelihoods<sup>1</sup>. This concept has been developed during the last fifteen years and it is defined as the *"mechanisms of control that an individual, a family or another social group has to generate income and for a series of resources that may be used or traded to satisfy needs. This may encompass information, cultural know how, social networks, legal rights, as well as physical resources, like land and tools"*<sup>2</sup>.

The livelihood of a family is characterized by three components<sup>3</sup>: 1) Sensitivity that refers to the capability to respond quickly to changes, 2) Flexibility that implies the capacity to bounce back after having faced a crisis, adapting to the new circumstances and, 3) Sustainability that refers to the result of the interaction between sensitivity and flexibility and entails the capability to meet ones essential needs with ones livelihood. That is to say, that a sustainable livelihood is one where a family may face and recover from internal and external shocks and continue to meet essential needs. When these elements are not present, the family faces uncertainty with regards to their livelihood.

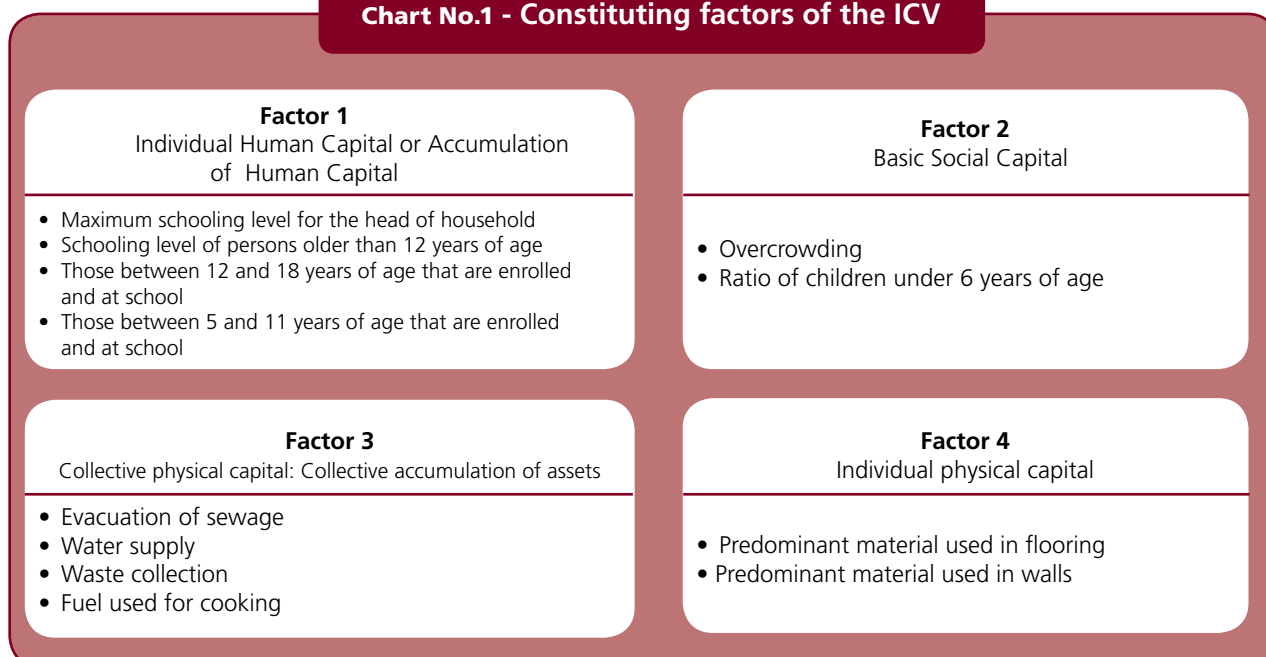
The Living Conditions' Index (ICV -as per its initials in Spanish)) is used in this study as a quantitative estimate of livelihood and qualitative aspects are further incorporated in the interpretation of the results. The ICV was designed by the National Planning Department (DNP) of Colombia, as part of the National Human Development Program

<sup>1</sup> PEREZ DE ARMIÑO, Karlos. Acción Humanitaria y Cooperación para el Desarrollo, 1999

<sup>2</sup> BLAIKIE, P., T. CANNON, I. Davis and WISNER, B. (1994), At Risk. Natural Hazards, People's Vulnerability and Disasters, Routledge, Londres and Nueva York. Pag. 9.

<sup>3</sup> Op. Cit. Perez de Armiño, 1999



**Chart No.1 - Constituting factors of the ICV**

Source: DNP, Misión Social, 2006

(PNDH)<sup>4</sup>. This index includes the factors presented in Chart No. 1 and Attachment No. 1.

The ICV is an index that assigns a score that ranges from 0 to 100 for each household, where 100 is the maximum score. In addition, it enables the score of the household to determine if they have or not the minimum living conditions. The PNDH project has established that if a household has 67 points or more, it has surpassed the extreme poverty line and it has a minimum living standard<sup>5</sup>. In this study this minimum living standard is assumed to be one where the household has advanced to a minimum acceptable level of livelihood.

The initial hypothesis is that a displaced household may surpass the minimum livelihood standard with support from the 'institutional

response' and the development of their capacity to cope with their situation. In this study the 'institutional response' is understood to be the recognition of the household's Displaced Status<sup>6</sup> (Filing the Declaration and Registering), emergency humanitarian assistance, education, health services, housing, food security, income generation and protection of the abandoned family assets (land). This assistance implies not only coverage and access, but also timeliness, appropriateness, quality and sustainability, which all require a coordinated inter-institutional effort for their implementation.

<sup>4</sup> The "Programa Nacional de Desarrollo Humano" (PNDH) is a joint Project of the National Planning Department (DNP – Departamento Nacional de Planeación) and the Colombian International Cooperation Agency (ACCI – Agencia Colombiana de Cooperación Internacional) and the United Nations Development Program (UNDP). 1993-2005.

<sup>5</sup> The National Human Development Program (PNDH). "The Colombian municipalities that pursue the Millennium Development Goals" 2006. The minimum living standard is stipulated constitutionally, based on the rights of families as stated in the Colombian Constitution of 1991 (Chapter 1, Section 1 to 3. "Articles 1 thru 82").

<sup>6</sup> According to the Law 387 of 1997, "A person is deemed displaced when he or she has been forced to migrate within the national territory, abandoning his or her normal residence or regular economic activity because his or her life or physical integrity, security or personal liberty are at stake or are threatened, due to any of the following conditions: Internal armed conflict, civil unrest and internal tension, generalized violence, gross violations of human rights, violations of International Humanitarian Law or other circumstances that arise due to the aforementioned conditions that may alter or alter drastically public order". The displaced individual due to the aforementioned circumstances has the right to be included in the List of the Central Registry for Displaced Population (RUPD – Registro Único de Población Desplazada) which is under the responsibility of "Acción Social". Furthermore the displaced individual has the right to receive aid as stipulated in the Law until his or her rights are reinstated. The registry is made once the person has filed a declaration with the Public Ministry and once Acción Social has performed the evaluation of the sworn testimony.



**Photograph**  
Source: Archives ICRC-WFP

## 2. Methodology

The target population in this study is the displaced population that, whether registered or not, lives in neighborhoods of social strata one (residents of the lowest of the six economic strata). It should be stressed that the unit of observation throughout the study is the household. In view of having parameters of comparison for the socio-economic situation of households and of their access to services, data for the resident population has also been collected in the same neighborhoods studied.

In this study, a household is considered to be displaced when the head of the household or any member of the household was displaced as of Jan 1<sup>st</sup> of 2001<sup>7</sup> for the following reasons:

- Although they were not directly threatened, they were frightened by the situation of their surroundings.
- An armed group drafted a household member.
- They were victims of direct threats.
- A family member was assassinated, kidnapped or has disappeared.
- Another relationship with the conflict (for example, anti-personal mines).

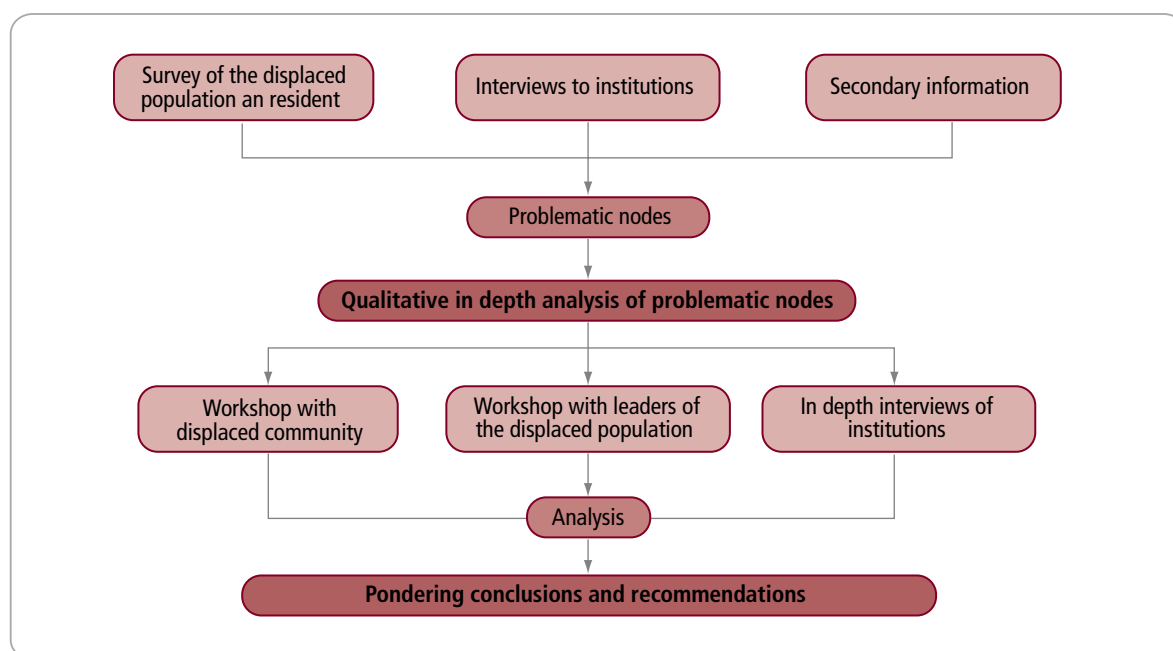
A household is considered to be a resident household when its members live in the same areas as the displaced population in a social and economic strata of level one, that have not moved to the area for any of the aforementioned reasons or that have been displaced before January 1<sup>st</sup> of 1995, due to violence.

When analyzing the development of the livelihood of the displaced population, it is important to consider that some families are more affected by and are more sensitive to the displacement than others. For this reason, emphasis on variables such as ethnic background and gender have been included in the analysis. Additionally, in accordance to their mandate, the ICRC<sup>8</sup> and the WFP<sup>9</sup> have a special interest in identifying

<sup>7</sup> In this study that cut off date was chosen, which does not imply negating the situation of displacement of households before that date.

<sup>8</sup> The ICRC pursues "protecting and assisting all the all victims of the conflict with impartiality, according to the level of vulnerability and needs" and recognizes that the conflict affects women in a specific manner, and thus that they require differentiated assistance. ICRC, "Women in face of war, 2006". Page. 8.

<sup>9</sup> The WFP advocates for equality and equity among the genders, and additionally has incorporated a gender perspective in the vulnerability analysis and has integrated it in evaluation guidelines of the needs of food security. WFP. Informative note regarding the status of enforcing the gender policy (2003-2007) of WFP. June of 2005.

**Diagram 1 - Methodology of the study**

the differentiating characteristics of the displaced population groups, as well as their needs and the institutional assistance received.

The gender focus of the analysis is transversal and is therefore included in all issues associated with assistance for the displaced population. From the household point of view, the differences of households headed by women<sup>10</sup> are analyzed in comparison with those headed by men, without taking into consideration whether they have a spouses<sup>11</sup> or not. From the point of view of the services or the assistance offered to the households, the assistance that is differentiated to each group is considered.

As for the ethnic background, a household is considered to belong to a certain ethnic group (indigenous, afro Colombians and 'mestizos' or white) as long as it is recognized as such by the head of the household. In each city the percent-

age of households interviewed belonging to a specific ethnic group is considered in order to decide whether or not to perform analysis differentiated along ethnic lines<sup>12</sup>. In the specific case of Sincelejo and Cartagena, an analysis with an ethnic background perspective was performed since in the survey some 30% of the displaced households were afro Colombians or indigenous people. Furthermore, in Bogota workshops with leaders of indigenous people and afro Colombians were carried out.

In all the cities included in the study, the first step was the design and data gathering via a survey of households (displaced and resident population in social and economic strata of level one) and the gathering of secondary information associated with the institutional response to the needs of the displaced population. As shown in diagram No.1, once that data was analyzed, the problematic nodes were identified and further analyzed through workshops with the displaced community (community members and leaders) and in-depth interviews with various institutions. The joint analysis of all this data with the use of statistical and econometric tools enabled the elabo-

<sup>10</sup> One should clarify that, in this study, the person who assumes the role of head of the household is recognized as such by the members of the household. Households headed by women are considered to be those who have a woman as a decision maker with or without a spouse and households headed by men are those who have a man as a decision maker with or without a spouse.

<sup>11</sup> One should note that a single head of the household (i.e. female or male without a spouse) has been viewed only in specific issues such as income.

<sup>12</sup> In the case of a frequency below 15%, the sample was not subdivided along ethnic backgrounds.

**Table No. 1 - Number of households interviewed and modules filled out**

City	Module 1		Module 2	
	Displaced	Residents	Displaced	Residents
Barranquilla	598	601	2.055	1.732
Bogota	598	601	1.884	1.540
Cartagena	600	601	2.007	1.695
Florencia	605	604	1.883	1.572
Medellín	599	601	1.752	1.490
Santa Marta	598	601	1.916	1.667
Sincelejo	604	601	1.999	1.685
Villavicencio	599	601	1.955	1.687
<b>Total</b>	<b>4.801</b>	<b>4.811</b>	<b>15.451</b>	<b>13.068</b>

ration of conclusions and recommendations. The final result is a set of detailed reports for each city, executive summaries per city, and this consolidated report on the eight cities.

The fieldwork in the eight cities was carried out during the months of April and May of 2007, except for the City of Medellín, where it was carried out between November and December of 2006.

The questionnaires used for the survey consisted of two modules. The first module was geared to the household and included questions pertaining to the demographic and socio-economic situation of the household, the declaration and registration of displacement, protection of abandoned patrimonial assets (land), emergency humanitarian assistance (AHE), housing, issues associated with the SISBEN Survey, perception of food security, economic activity and income generating programs. The second module focused on individual conditions such as health, education as well as psychological and social assistance. This module was used with all children younger than six years of age, all nursing or pregnant women, all adults older than 61 years of age, and applied to one member of the household between 7 and 17 years of age and to one between 18 and 60 years of age.

Table No. 1 presents the total number of households interviewed and the modules filled out. The

size of the entire sample was 4,801 displaced households and 4,811 resident households<sup>13</sup>, with the sampling per city for each group being around 600 households. It is important to clarify that the sample of the resident population is not representative of the total population of economic and social strata one of the respective cities; it is used for comparison with the displaced population. In order to have sufficient data on the registered population in the RUPD a minimum requirement of 400 registered displaced households per city was set.

In each city, at random, concentration points of displaced population were selected, which are presented in Chart No. 2. The source was the Assistance and Orientation Units for the Displaced Population (UAO)<sup>14</sup>, the Territorial Units of Acción Social, the leaders of the displaced population,

<sup>13</sup> It constitutes a rigorously selected sample through the determination of 10 concentration points (more than 60 displaced households) in a probabilistic manner, through the sequencing of each point with a random start, identifying the displaced and resident population to be surveyed. In the event that 10 or less concentration points are identified, then all are taken. Additionally, a random sub sampling was carried out in each household of a person between 7 and 17 years of age and another of one between 18 and 60 years, and the module for individual surveys is used with those sub sampling subjects and the rest of the members of the household (0 to 6 and 61 and older). The results of this research are approximations of the real figures of the universe studied which has been set at 95% confidence level.

<sup>14</sup> The "Unidad de Atención y Orientación" (UAO) is a physical site where the different institutions that make up the National Comprehensive Assistance System for the Displaced Population or "Sistema Nacional de Atención Integral a la población desplazada" (SNAIPD) are gathered

**Chart No. 2 - Concentration Points of displaced population where household surveys were carried out**

City	Concentration Points
<b>Barranquilla</b>	La Luz-La Chinita, Santa María, Las Malvinas, Siete de Agosto, Evaristo Sourdis, Me Quejo, Cangrejera, Los Ángeles-Pueblito y Pinar del Río
<b>Bogota</b>	El Paraíso, Jerusalén Potosí, Caracolí, Bella Flor, Sierra Morena I, El Divino Niño, Santa Fe, San Bernardino Potreritos, Los Laureles y Santa Viviana
<b>Cartagena</b>	Sector 11 de Noviembre en el Barrio Olaya Herrera, Sector Central 2 Barrio Olaya Herrera, Pozón Sector La Estrella, Pozón Sector 19 de Febrero, Los Ángeles Nuevo Horizonte, Enequén, Villa Hermosa 24 de junio, Nelson Mandela Sector 2 Las Vegas, Nelson Mandela Sector 3 Francisco de Paula 2 y Membrillal
<b>Florencia</b>	Idema, Esmeralda, Palmeras, Piedrahita, San Judas, Bello Horizonte, Brisas del Hacha y Nueva Colombia
<b>Medellín</b>	Santo Domingo Savio No. 1, Popular, Manrique Central No. 2, La Cruz, Moravia, Villa Hermosa, Enciso, Caicedo, 8 de Marzo y 20 de Julio
<b>Santa Marta</b>	Fundadores (Esmeralda y Oasis, Luis R. Calvo y Divino Niño), Timayui 1 y 2, Villabetel y La Paz.
<b>Sincelejo</b>	Villa Mady II Etapa, Uribe Uribe, Ciudadela la Paz, Divino Salvador, Villa Orienta, Invasión 20 de junio, Cielo Azul, Incora Puerta Roja, Altos del Rosario y 17 de Septiembre
<b>Villavicencio</b>	Villa Suárez, La Nohora (sector 1, 2 y 3), Nueva Colombia 1 y 2, La Reliquia (sectores 1, 2, 3 y 4), Villa Juliana y Ciudad Porfia.

and the committees for community action (i.e. the “Juntas de Acción Comunal”) among others.

Additionally, there were 100 institutional visits and interviews where the primary and secondary infor-

mation regarding the institutional response to the needs of the displaced population was gathered. The institutions are listed in Chart No. 3.

**Chart No. 3 - Organisations interviewed**

Municipal Institutions	National Institutions
Fondo de Vivienda de Interés Social y Reforma Urbana (FOVIS) (Sincelejo)	Agencia Presidencial para la Acción Social y la Cooperación Internacional (Acción Social) (Bogota, Medellín, Santa Marta, Barranquilla, Sincelejo, Florencia, Cartagena, Villavicencio)
Instituto de Deportes y Recreación de Medellín (INDER) (Medellín)	Bancoldex (Medellín)
Metrovivienda y Fonvivienda (Bogota)	Defensoría del Pueblo (Cartagena, Villavicencio)
Personería Municipal (Sincelejo, Cartagena, Villavicencio)	Fondo Colombiano de Modernización y Desarrollo Tecnológico de las micro, pequeñas y medianas empresas (FOMIPYME) Medellín
Policía Metropolitana (Medellín)	Instituto Colombiano de Bienestar Familiar (ICBF) (Bogota, Medellín, Santa Marta, Barranquilla, Sincelejo, Florencia, Cartagena, Villavicencio)
Secretaría de Agricultura (Sincelejo)	Instituto Colombiano de Desarrollo Rural (INCODER) (Bogota, Medellín, Santa Marta, Cartagena, Villavicencio)
Secretaría de Educación (Bogota, Medellín, Barranquilla, Florencia, Santa Marta, Sincelejo, Cartagena, Villavicencio)	
Secretaría de Gestión Social (Barranquilla), Secretaría de Bienestar Social, Secretaría de Desarrollo Social (Medellín, Cartagena) y Secretaría de Participación Ciudadana (Villavicencio)	

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Municipal Institutions	National Organisations
Secretaría de Gobierno (Bogota, Medellín, Florencia, Santa Marta)	Personería (Bogota, Medellín, Florencia, Santa Marta, Barranquilla, Villavicencio)
Subsecretaría de Metromujer (Medellín)	Procuraduría General de la Nación (Medellín, Cartagena)
Secretaría de Planeación (Medellín, Santa Marta, Cartagena)	Registraduría Nacional del Estado Civil (Medellín)
Secretaría de Salud (Bogota, Medellín, Barranquilla, Florencia, Santa Marta, Sincelejo, Cartagena, Villavicencio)	Servicio Nacional de Aprendizaje (SENA) (Medellín, Santa Marta, Sincelejo, Florencia, Cartagena, Villavicencio)
UAO (Bogota -Puente Aranda, Bosa, San Cristóbal, Suba-, Florencia, Medellín, Cartagena, Villavicencio, Sincelejo, Santa Marta).	

International Organisations	
Alto Comisionado de las Naciones Unidas para los Refugiados (ACNUR) (Barranquilla, Villavicencio)	Consejo Noruego para los Refugiados (Santa Marta)
Comité para el Desarrollo de los Pueblos (CISP) - Medellín-	Médicos Sin Fronteras España (Florencia)
Comité Internacional de la Cruz Roja (CICR) (Subdelegaciones y oficinas de Bogota, Medellín, Florencia, Barranquilla, Villavicencio)	Médicos Sin Fronteras Holanda (Sincelejo)
Handicap Internacional (Medellín)	Programa de las Naciones Unidas para el Desarrollo (PNUD) (Villavicencio)
Programa Mundial de Alimentos (PMA) (Suboficinas Bogota, Medellín, Cartagena)	

National Organisations	
Corporación de Ayuda Humanitaria (Medellín)	Cajas de Compensación: Comcaja (Santa Marta), Comfaca (Florencia), Comfenalco Antioquia (Medellín), Cofrem (Villavicencio)
Corporación Minuto de Dios (Medellín, Santa Marta, Cartagena)	Corporación Fondo de Apoyo de Empresas Asociativas (Corfas) (Bogota)
Corporación Región (Medellín)	Fundación Franciscana Tomas Moro (Sincelejo)
Corporación Manos de Amor y Paz "Manapaz" (Medellín)	Fundación Picachos (Florencia)
Corporación para la Vida Mujeres que Crean (Medellín)	FUNDEBAN (Santa Marta)
Cruz Roja Colombiana (Santa Marta, Barranquilla, Sincelejo)	Instituto Educativo Altos del Rosario (Sincelejo)
Fundación SumaPaz (Medellín)	Institución Educativa Siglo XXI (Florencia)
Opción Vida (Bogota y Barranquilla)	Fundación Juan Bosco Obrero (Bogota)
Profamilia (Bogota, Medellín, Florencia)	Pastoral Social (Medellín, Barranquilla, Sincelejo, Villavicencio)
Universidad Nacional-Programa de Atención Psicosocial	

Once the information was analyzed, the problematic topics per city were identified, which were dealt with in workshops with members and leaders of the displaced population and through in depth interviews with various institutions. As can be seen in Chart No. 4, the problematic nodes common to the majority of cities are related to

the low level of psychosocial assistance, the low participation rate in growth and development control programs for children, the reasons for dropping out of school, the share of households that do not apply for the 'Families in Action' program and the low rate of households that declare abandoned land.



Chart No. 4 - Problematic nodes identified and treated in each City

Node /City	Barranquilla	Bogota	Cartagena	Florencia	Medellín	Santa Marta	Sincelejo	Villavicencio
High percentage of the displaced do not file a declaration			X			X		X
After filing the declaration they do not return to the UAO					X			
The time between the declaration and the registration may take several months		X						X
High level of rejection at the RUPD		X			X	X		
Very few have received subsidies for housing		X						X
Low food assistance	X				X			
Problems in registering with the subsidized health regime and a preference for remaining covered under the special regime referred to as "vinculado".	X	X				X		
Complaints due to quality in health care		X						X
Do not receive micro-nutritional supplements				X			X	
Do not receive prescription drugs	X						X	
Low participation in the growth and development control programs for children	X		X	X		X	X	
Very few people demand psycho-social assistance.	X		X	X	X	X	X	
Complaints due to cost of education		X			X			X
High drop out rate, specially in secondary school	X		X	X	X		X	
Very few people receive training or economic incentives	X			X			X	X
Of the families eligible for the Program "Families in Action", in spite of being aware of the program, one fourth of them does not register for the assistance		X	X	X		X	X	X
Those that declare having abandoned land do not know anything about what happened to the land		X	X	X	X	X		X

A total of 18 workshops were held with the displaced community to discuss the nodes presented above: i) eight workshops with members of the displaced community at large, ii) eight with leaders of the displaced community, iii) one with the indigenous population in Bogota and iv) one with the afro Colombian population in Bogota. A total of 312 people participated in the workshops as illustrated in Table No. 2.

The institutions with whom in depth interviews were carried out to work out some of the problematic nodes are listed in Chart N. 5.

**Table No. 2 - Number of participants per workshop**

City	Population of the Displaced Community			Leaders		
	Women	Men	Total	Women	Men	Total
Barranquilla	16	5	21	7	11	18
Bogota	16	9	25	2	3	5
Cartagena	6	8	14			17
Florencia	30	22	52	2	3	5
Medellín	7	12	19	3	10	13
Santa Marta			18	4	6	10
Sincelejo	11	11	22			8
Villavicencio	32	22	54			11
Total	118	89	225	18	33	87

**Chart No. 5 - Institutions subject to in depth interviews**

City	Organisations
Barranquilla	Secretaría de Educación, Secretaría de Salud, Banco Inmobiliario, Secretaría Social, Opción Vida, International Committee of the Red Cross
Bogota	Acción Social, Pastoral Social, Secretaría Distrital de Integración Social, Personería Distrital (Derechos Humanos), Coordinador de la UAO, Secretaría de Gobierno, World Food Programa, International Committee of the Red Cross
Cartagena	Acción Social, Secretaría de Educación, Secretaría de Salud, Children International, Corporación Minuto de Dios, Personería del Pueblo, World Food Program
Florencia	Fundación Picachos, la Caja de Compensación del Caquetá (Comfaca), Secretaría de Gobierno, Banco Inmobiliario of Housing, Pastoral Social, Unidad Territorial de Acción Social
Medellín	Secretaría de Bienestar Social -UAO, Unidad Territorial de Acción Social, Personería Municipal, Secretaría de Educación, Caja de Compensación (Comfenalco), World Food Program, International Committee of the Red Cross, Corporación Ayuda Humanitaria
Santa Marta	Acción Social (Programa Familias in Acción and Unidad Territorial), Secretaría de Educación, Secretaría de Salud, Personería Municipal
Sincelejo	Acción Social, Secretaría de Educación (con dos funcionarios), Oficina de Planeación (vivienda), Personería Municipal, Fundación Tomás Moro
Villavicencio	Acción Social, Secretaría de Gobierno, Secretaría de Educación, Secretaría de Salud, Pastoral Social e Instituto Colombiano de Bienestar Familiar

Finally, on the basis of the conceptual framework, an analysis was performed integrating the following elements: i) the survey of the households which describes the characteristics, needs and perceptions of the population, keeping the household<sup>15</sup> as the unit of analysis, ii) secondary information associated with the institutional response offered by the actors that provide assistance to the displaced population in the cities, iii) qualitative information obtained via the workshops with the community and leaders and iv) the in depth interviews with the institutions. As part of the analysis, a qualification table was designed

to cross-reference the criteria for analysis with themes tackled (see Annex No.2)

The qualification table is a tool used to qualify (green (works very well), blue (works well), yellow (requires improvement), orange (requires priority attention), red (requires immediate attention)) the results for each one of the issues tackled with respect to coverage and access, timeliness, appropriateness, quality, sustainability and coordination. This is accomplished through the review of a series of quantitative and qualitative indicators.

<sup>15</sup> Although socio-demographic data related to issues such as education, health and income generation were gathered at an individual level, results were aggregated at a household level when analyzing the data. Only in the case of school attendance and occupation rate were the results maintained at an individual level.





**Photograph**

**Source:** Archives ICRC-WFP

### 3. General reflections

Although the assistance to the displaced population is a responsibility of the State, given the constitutional mandate that governs the duties of the territorial institutions in Colombia, the success of a comprehensive response in favor of the displaced population is contingent on territorial institutions, municipal or departmental, identifying the key actors and defining clearly the responsibilities and complementary roles that must exist between the policies and actions of the national, provincial and municipal jurisdictions. This framing of responsibilities must be accompanied by an efficient coordination system among the institutions of the different territorial levels.

This aforementioned consideration is one of the first that municipal administrations must have in formulating their policies and actions towards the displaced population in order to avoid a duplication of efforts of the national state institutions. This applies particularly to the work of Acción Social, the Procurator General of the Nation, the Peoples Ombudsman, The Colombian Institute for Rural Development (INCODER), Ministry of Social Protection, Ministry of National Education, the Ministry of the Environment, the Housing and Territorial Development agency, the National Learning Service (SENA), the Colombian Institute of Family Welfare (ICBF) and other institutions that are in charge of programs and actions in this area. What must be sought by the management of the territorial level is coordination, complementarities and the creation of synergies.

Another important aspect in the coordination between the national and the local (municipal) level is efficiency, timeliness and transparency with the national resources that are allocated to municipalities for distribution. The problems faced by many municipalities with regards to the attribution of funds and their timely distribution has revealed

how small the share of resources that actually gets to the vulnerable population is in comparison with the theoretical calculations stipulated in the institutional design. This can be seen for example with the funds allocated by the General System of Participations (SGP)<sup>16</sup>.

In light of this situation, civil societies' oversight of management practices contributes to the improvement of public policies in favor of the vulnerable and displaced population in particular.

Besides the Coordination of policies and actions among the territorial levels, it is necessary that in the cities there be two specific elements in order for the care provided to the displaced population to contribute to a better livelihood. The first, and perhaps most important, is that the Municipal Administration states explicitly that assistance to the displaced population is a priority. In other words, that there is a political will to provide priority care to this population. The second element is that the city has the ability to provide social services and to generate opportunities for economic stabilization to those who remain in the cities. All of this, without minimizing the importance of considering the possibilities of returning.

These two considerations are fundamental when analyzing the situation of the displaced population among the different cities in the country, and when comparing the different quality of life indicators of the displaced households. Currently, an important issue for civil society institutions that work in favor of the displaced population is insisting among the new municipal administrations that specific budget lines for the assistance to the displaced population be explicitly incorporated in their development plans.

As for the programs and projects that exist for the displaced population it is fundamental that those oriented towards emergency assistance be coordinated with those for economic stabilization, to ensure the absence of a void in the

transition. This will lead to a more holistic assistance oriented towards the building of human and economic capital among the displaced households. In this respect it is indispensable that there be support programs for income generation complemented with other social programs (i.e. subsidies whether conditional or not, housing, food security, etc.) geared towards breaking poverty traps and improving livelihoods.

Income generation is the result of the confluence of factors, some at the micro household level and others at the macro environmental level. In terms of micro factors, according to the vocations, the will and the capabilities of the household members, work around actions geared towards entrepreneurial development and increasing the level of employability is needed. In terms of macro factors there must be local, regional and national growth dynamics. In this sense, support in income generation involves not only the public sector but also private industry, which in a country like Colombia is the main player in terms of generation of income and employment.

With respect to actions geared towards increasing entrepreneurial development of the displaced households, one should seek not only to improve the productivity of micro-enterprises, but also endeavour to create networks between formal private industry and microenterprises. Such networks could be sustained through productions schemes such as 'maquilas' or outsourcing.

As for increasing the employability of displaced households, working with the private industry is fundamental in generating capabilities that are in line with market needs. Thus assistance schemes for displaced households must have a training component that is complemented by an apprenticeship in order to increase their chances of finding stable employment.

In all these actions one must be aware that a great limitation for permanent hire or even for the success of individual start-up micro-enterprises is the very low educational level of the heads of the displaced households. This limitation can be compensated in part by training that is well fitted to their educational level and job possibilities, accompanied by a greater level

<sup>16</sup> The 715th Law regulates the "Sistema General de Participaciones" –SGP– (created with the Legislative Act 01 of 2001). The SGP is a system in which the Nation transfers funds to the territorial institutions to finance services such as education, health, potable water and basic sewage and to finance the jurisdictional competencies designated to the provinces, the districts and municipalities in the Law (public utilities, housing, farming sector, transport, environment, recreation, sports and recreation, culture, prevention and attention to disasters, etc. Articles 74 to 76 of that Law).

of awareness that industry must have in terms of social responsibility towards these people.

The time is right to work in the design and implementation of public and private alliances given the current macroeconomic growth and the growth perspectives for the near future, as well as the important development in terms of corporate social responsibility. At the regional level it is fundamental to work with the most dynamic economic sectors while adjusting to the entrepreneurial activities of each municipality, whether it is agro industry, textiles, services, construction or other.

Therefore, it is at this level that the actions of the municipal administrations become crucial, since they are the ones best suited to sensitize regional institutions and companies to the need to create direct or indirect links with people or micro-enterprises that belong to displaced households. These local actions must also extend to the neighboring municipalities with productive potential so as to consider alliances with private industry in the framework of possible relocation options. All actions must be articulated with the existing income generation programs for displaced households.

When reflecting on assistance policies for income generation, from both a training and labor practice perspective, a gender sensitive focus must be maintained. The appropriateness of interventions is imperative. For example, in the case of households headed by a woman or a man without a spouse, means of linking this population to the labor market or supporting micro-entrepreneurship should be accompanied by assistance programs for their children.

Furthermore, a comprehensive psychosocial assistance with a holistic perspective, that includes aspects such as orientation, literacy, empowerment along with more specialized activities related to the mental health, should be the overarching focus of the entire assistance process. This includes emergency humanitarian assistance, schooling, and programs for income generation. Psychosocial assistance is a crosscutting issue that concerns each one of the interactions with the population as of the first contact. This implies that each individual who plays a role in the services provided to the displaced population, from the people re-

sponsible for registering them in assistance programs to the representatives of institutions, is responsible for creating an environment which is conducive to the respect of human dignity.

This cross-cutting approach to assistance should be geared towards people developing their potential and their capabilities where one identifies *"the subject of the assistance as a social player, co-responsible for the reconstruction of his personal, family and community's future, leaving his or her categorization of victim to the legal process, but moving forward in filling requirements of the psychosocial categorization of a community player"*<sup>17</sup>. In this perspective, all of the system's institutions and their employees should strive towards an assistance that strengthens displaced households' outlook of their future and empowers them as inhabitants of their new living environment.

This also implies that the people providing assistance, at all levels have infrastructure conditions that are comfortable and sufficient, are provided with psychosocial support, work security and have specific training on the system of assistance for the displaced population.

<sup>17</sup> MILLÁN, Hernando. "the psychological assistance: focus, methodologies, and its strengths and weaknesses". In: USAID, OIM, Social Solidarity Network. Seminar-Workshop: Psychological assistance to the displaced population. Balance of the progress made on the field of the building of an enhancement agenda. Bogota, July 8th, 9th, 10th and September 17th of 2002. Page 11



**Photograph**

**Source:** Archives ICRC-WFP

This chapter presents a summary of the major findings on the needs of and the assistance to the displaced population, comparing them with the resident population. First, an introduction is presented with information concerning the cities, followed by an overview of institutions that provide assistance to the displaced population, the assistance cycle, a summary of the characteristics of the population in terms of the living conditions, as well as the institutional response to the conditions of the displaced population for each one of the eight topics analyzed.

The cities selected for this review of the local institutional response, living conditions and recommendations for the assistance to the displaced population were Barranquilla, Bogota, Cartagena, Florencia, Medellín, Santa Marta, Sincelejo and Villavicencio, which are presented in the map No. 1. The cities were selected as per the following criteria: i) cities of different population sizes and level of development, ii) cities that receive a high number displaced population, iii) in the case of the Atlantic Coast, cities where the displacement phenomenon may not be so visible as a result of their tourism industry, iv) cities not included in other studies on the displaced population, v) cities where one or both ICRC and WFP organizations are present.

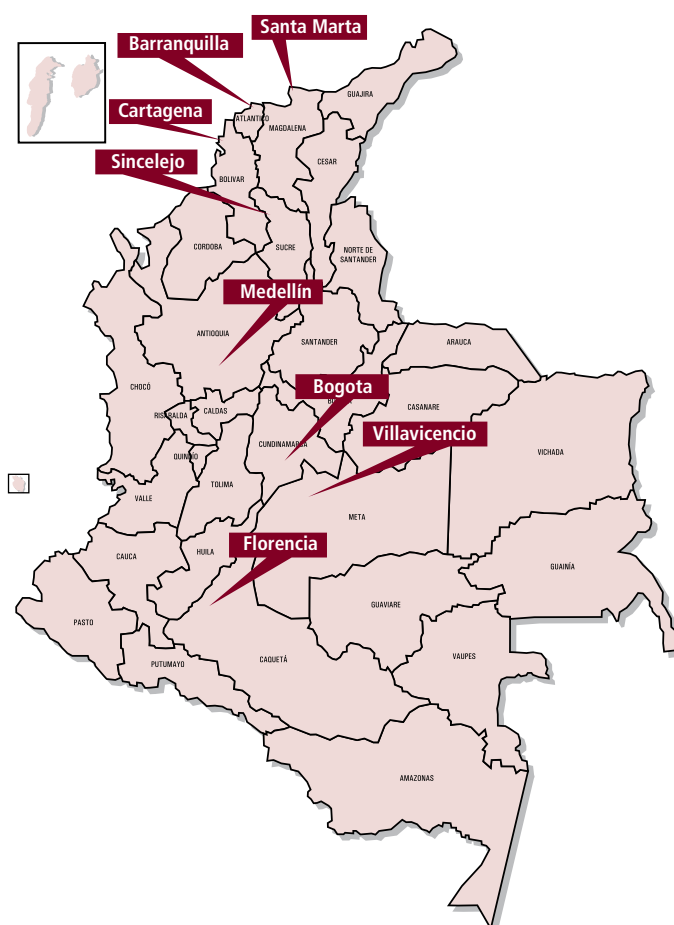
According to the 2005 census, carried out by the National Statistics Department (DANE), these cities have a total population of 12 million people, which is equivalent to 30% of the country's total population. These figures are presented in the Table No. 3.

## 4. Results for the eighth cities

**Table No. 3**  
**Total Population of the Cities**

City	Total	Urban Area	% of population in urban area
Barranquilla	1.113.016	1.109.067	99.6%
Bogota	6.778.691	6.763.325	99.7%
Cartagena	895.400	845.801	94.4%
Florencia	142.123	120.403	84.7%
Medellín	2.223.660	2.187.356	98.3%
Santa Marta	414.387	384.189	92.7%
Sincelejo	236.780	218.430	92.2%
Villavicencio	384.131	361.058	93.9%

**Source:** DANE, 2005 Census

**Map No.1 - Location of the cities included in the study**

**Source:** ICRC 2007 - Atlas of Colombia. -  
Instituto Geográfico Agustín Codazzi - 2007

Among these cities are included the most economically dynamic ones of the country, which are Bogotá and Medellín. The main economic activities in these cities are summarized in Chart No. 6.

These cities are also eight of the nine<sup>18</sup> main recipients of displaced population, Bogotá being the most important, followed by Medellín, Sincelejo and Santa Marta, as illustrated in graph No. 1.

<sup>18</sup> Valledupar is the fifth recipient of displaced population in the country with a population of 51 thousand people registered in the RUPD (February 2007). This city was not included in this study.

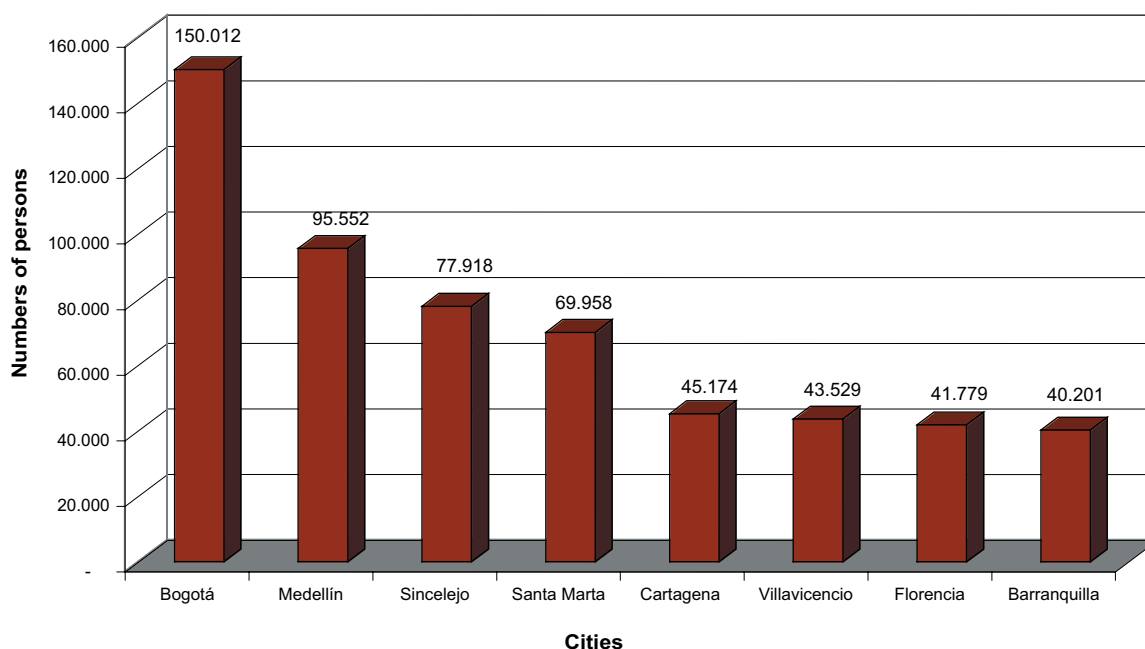
**Chart No. 6 - Main economic activities per city**

Ciudad	Economic Activity
Barranquilla	Commerce, services, industry and maritime and fluvial port.
Bogotá	Main industrial and service center of the country.
Cartagena	Industry, commerce and services. Tourism maritime and fluvial port.
Florencia	Small companies of commercial nature, services and livestock farming activities.
Medellín	Manufacturing, services and commerce.
Santa Marta	Commerce and services. Tourism, maritime and fluvial port.
Sincelejo	Livestock farming and agriculture in the rural areas and commerce.
Villavicencio	Commerce, agriculture (in the rural area), livestock farming (in the rural area) and oil exploitation (Apiay oil field).

**Source:** Development Plans of the Cities, reports from the Chambers of Commerce, DANE.



**Graph No. 1 - Number of displaced population registered in the RUPD in eight of the nine most receiving cities of Colombia**



Source: Acción Social, RUPD February 2007

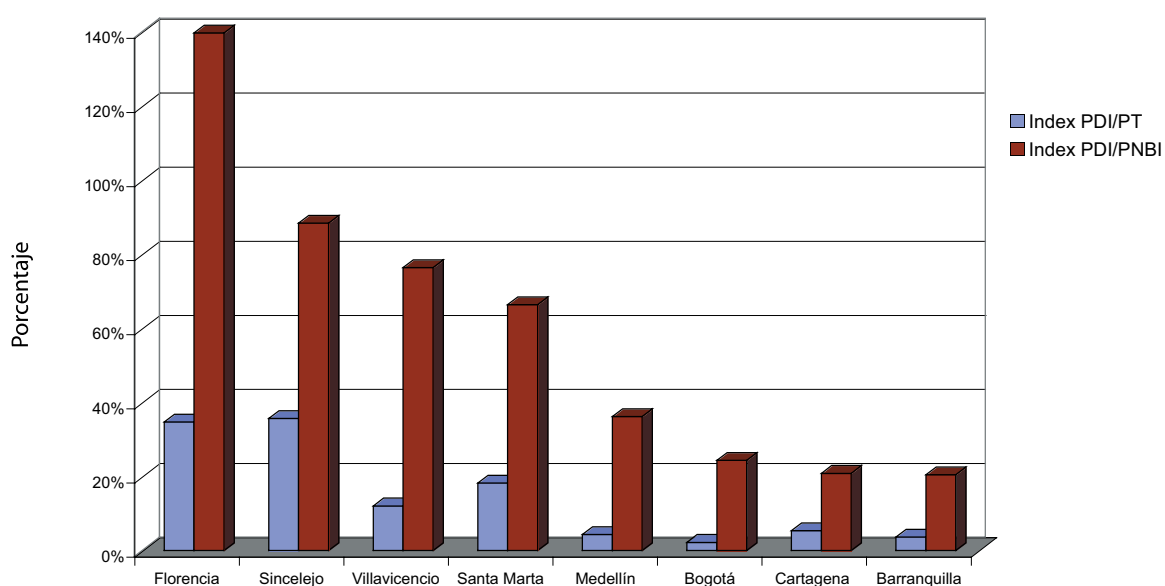
The displacement problematic, in relative terms, is measured by calculating the pressure index, which corresponds to the ratio between the displaced population and the total population. For more precision with regards to the pressure on the social services the ratio between the displaced population and the population with unsatisfied basic needs (NBI) is calculated<sup>19</sup>. Graph No. 2 illustrates the total pressure index as well as the

pressure index with regards to the population with NBI. As illustrated in the graph, the order of the cities in relation to the pressure index changes when taking into account the population with NBI rather than the total population. Bogotá, for example, moves from the first place in absolute numbers to the last one in relative numbers and Florencia<sup>20</sup> and Sincelejo become the cities with higher pressure.

<sup>19</sup> It is considered that a household or persons find themselves with Unsatisfied Basic Needs (NBI-Necesidades Básicas Insatisfechas), when at least one of the five following characteristics is present: 1) Inadequate Housing: with dirt flooring or poor wall material, 2) Housing without utility services: household without aqueduct water or in urban areas, without connection to sewage or septic tank, 3) Critical overcrowding: number of people per room higher than three, 4) School non attendance: household with boys and girls of 7 to 11 years of age who do not attend school.

<sup>20</sup> In the case of Florencia, the number of displaced people registered supersedes the total of the population with NBI reaching a pressure index on NBI of 140%. According to the municipal authorities, although 41 thousand people are registered, only 15 thousand remain in the town (Interview with the Florencia Mayor's Office, March 2007). Taking this 15 thousand as the total number of people displaced, the pressure index on the population with NBI would be 50%.

Graph No. 2 - Pressure Index with respect to the total population and the population with NBI



**Source:** Calculation based on information from Acción Social, RUPD February 2007, projection of the NBI from the 2005 Census and total population of the 2005 census.

#### 4.1 INSTITUTIONAL ORGANIZATION FOR THE ASSISTANCE TO THE DISPLACED POPULATION

According to the regulations that govern the assistance to the displaced population in Colombia, at the territorial level, the Territorial Committees (i.e. departmental, municipal and “district” ones) of Comprehensive Assistance to the Displaced population, are the highest authority for inter-institutional Coordination of the National System of Comprehensive Assistance to the Displaced Population (SNAIPD- Sistema Nacional de Atención Integral a la Población Desplazada). In these committees policies are identified, planned, put into operation and followed up through the Unified Comprehensive Plan (PIU-Plan Integral Único)<sup>21</sup>.

In the cities covered by the study, The Regional Committees of Comprehensive Attention to the Displaced Population (CLAIPD), which in some cases are referred to as municipal (CMAIPD) like

in Villavicencio and Florencia, in others as “district” (CDAIPD) like Bogotá, Barranquilla, Cartagena and Santa Marta and in others as local (CLAIPD) like in Medellín, were constituted as of 1998. Institutions participating in these committees are, among others, the Mayor’s offices, Acción Social, the Public Ministry (Procuraduría, Defensoría del Pueblo and Personería), the National Learning System (SENA), the Colombian Institute of Family Welfare (ICBF), the Colombian Institute for Rural Development (INCODER) and in some instances, the police and military (their human rights divisions). In the committees of some cities, the representatives of the displaced population also have a seat. The majority of cities also have thematic working groups. The PIU, as a planning and follow up tool, exists in Bogotá, Medellín and Sincelejo.

UAOs have been constituted in all the cities of the study. As shown in Chart No. 7, the UAOs with a major institutional presence are found in Bogotá, Florencia and Sincelejo.

In the chart, some of the characteristics of the Committees, the PIUs, the UAOs and some budget elements that were available at the time of the visits to the Cities, have been summarized.

<sup>21</sup> The law 250 dated 2005 introduces the Unified Comprehensive Plans (PIU-Planes Integrales Únicos) “as the tool that integrates the actions as of the intervention phases and the strategic lines, involving the prevention and contingency plans for emergencies and the operational plans of the different programs and projects that are coordinated at the territorial level.

**Chart No. 7 - Summary of some characteristics of the Assistance System for displaced population**

Cities	Committee	Has a PIU	Characteristics of the UAO	Budget elements <sup>22</sup>
Barranquilla	CDAIPD does not meet regularly and shows difficulties in being a planning, coordinating and follow up committee.	No (in development)	There is one UAO and it supported by the Mayor's Office. The UAO is located far from the displaced population and was closed from March to June of 2007 due to location problems. Presents technological shortcomings. Has presence from the Public Ministry, Accion Social and the Mayor's Office.	No information was available on the budget to assist the displaced population, nor from the UAO. The City is under the ruling of Law 550 of 1999 <sup>23</sup> .
Bogota	CDAIPD is dynamic and operates as planning, coordinating and follow up committee.	Yes	Five UAO: Puente Aranda which was the first to be constituted, Ciudad Bolívar, Bosa, Suba and San Cristóbal. They are all supported by the Mayor's Office. Presence of the Mayor's Office, Acción Social and its operator for emergency humanitarian assistance, the Public Ministry, la Personería Distrital, ICBF and the SENA. Presents technological Shortcomings.	According to the Governing Secretariat of the Mayor's office, the budget to assist the Displaced Population is \$6.5 billion (US\$3.37 million) in 2007.
Cartagena	CDAIPD was no operational until 2006. It is now dynamic and has working groups for diagnosis and follow-up.	No (in development)	There is one UAO and it supported by The Mayor's Office. Located in the Getsemani neighborhood (far from the displaced population). Presence from the Public Ministry, Acción Social and the Mayor's Office. Presents deficient infrastructure, technological weaknesses.	According to the Secretary of Participation and Social Development (Secretaría de Participación y Desarrollo Social), the budget to assist the displaced population is \$1.05 billion pesos for 2007 (US\$545.5 million).
Florencia	CMAIPD operates as a planning, coordinating and follow up entity.	No (in development)	One UAO central and readily accessible. The Mayor's Office assumes the commitment with the UAO. Presence from the Public Ministry, Acción Social, Universidad de la Amazonia, the Governor's Office and the Mayor's Office and a non-permanent presence of the Secretary of Public Health, ICBF, SENA, Profamilia. Presents technological shortcomings.	According to the Governing Secretariat of the Mayor's office, they count on \$77 million pesos (40 thousand dollars) to finance the UAO for 2007
Medellín	CLAIPD operates as a planning, coordinating and follow up entity.	Yes	There is one UAO and it is supported by The Mayor's Office. It is not centrally located and access is difficult for the displaced population. It has presence from Accion Social, the Mayor's Office, CAH and CISP, and a non-permanent presence from ICBF and SENA. The Public Ministry is not present. Presents technological shortcomings.	According to the Secretary of Social Welfare, in 2006 they had a budget of \$1.3 billion pesos (US\$611 million dollars) to implement the Agreement of assistance to the displaced population <sup>24</sup> .
Santa Marta	CDAIPD operates as a planning, coordinating and follow up entity. It meets every two months.	No (in development)	There is one UAO and it supported by the Mayor's Office. Located in a popular area, but far from the main concentration areas of displaced population. Presence from the Public Ministry, Accion Social, the Mayor's Office and the Norwegian Refugee Council. Presents technological shortcomings.	There was no information available on the budget to assist the displaced population. The city is under the ruling of the Law 550 of 1999.
Sincelejo	CMAIPD as a planning, coordinating and follow up entity.	Yes	Una UAO. Alcaldía asume compromiso con la UAO. La UAO es central y de fácil acceso. Tiene presencia del Ministerio Público, Acción Social y Alcaldía. Deficiencias tecnológicas.	There was no information available on the budget to assist the displaced population
Villavicencio	Regular basis	No (provincial PIU in development)	There is one UAO and it supported by the Mayor's Office. The UAO is central and easily accessible. It has presence from the Public Ministry, Accion Social and the Mayor's Office. Presents technological shortcomings.	The UAO benefits of a strengthening project supported by the Governor's Office of Meta, The Mayor's Office of Villavicencio and Accion Social for a total value of \$1.38 billion pesos (US\$717 million dollars).

**Source:** ICRC-WFP, 2007 Prepared on the basis of the field work with the institutions

In the cities where information on the budget allocated for assisting the displaced population was available, such as Bogota, Medellín and Cartagena, there was a clear increase in resources for 2006 and for 2007. These local budget increases also reflect the significant increase in budget allocation for assisting the displaced population carried out at a national level. In this sense, the national investment for assisting the displaced population between 1995 and 2002 was of \$566.6 billion pesos<sup>25</sup> (US\$294 million dollars), which is equivalent to an annual average amount of \$ 70.8 billion pesos (US\$ 36.8 million dollars);

while between 2003 and 2004 it was of \$439.6 billion pesos (US\$228 million dollars) for an annual average of \$ 219.8 billion pesos (US\$114.0 million dollars) and in 2007 the budget allocation increased to \$850 billion pesos (US\$441.5 million dollars)<sup>26</sup>.

Based on the secondary information gathered and the interviews carried out in the cities, institutional maps were built presenting the public institutions that are part of the SNAIPD as well as the national and international organizations that carry out activities in favor of the displaced popu-

<sup>22</sup> For Medellín, the exchange rate used is the average of February 2007 that corresponds to \$2200 pesos per dollar and for the rest of the Cities that of June 2007 corresponding to \$1925 pesos per dollar, Republic Bank of Colombia.

<sup>23</sup> To comply with Law 550 of 1999 implies, for the municipality, to have a liability restructuring agreement that commits up to 50% of its budget with its creditors. This situation hinders its public activities. See [http://www.dafp.gov.co/leyes/L0550\\_99.HTM](http://www.dafp.gov.co/leyes/L0550_99.HTM)

<sup>24</sup> Cooperation Contract No. 4700023319 of 2006 signed by Acción Social, la Unión Temporal Alianza PIU 2006 and Medellín's Secretary of Social Welfare

<sup>25</sup> It refers to pesos in 2005. Source: CONPES document 3400, page 6.

<sup>26</sup> Interview with Acción Social, 2007.



lation as per their mandates and social mission. In general, there are seven major players that contribute to assisting the displaced population, with variations between the cities depending on the institutions' presence and the local dynamics. These are: the Mayor's Office, Acción Social, the Public Ministry (Procurator General's Office, the National Ombudsman (Defensoria del Pueblo) and Personería), other authorities representing the National Government, international organizations, national organizations and grass root organizations. The institutional maps built in the eight cities, constitute a first draft that may help each city to identify the actors who participate in the assistance for the displaced population and may help in improving the coordination among them.

#### 4.2 "ASSISTANCE CYCLE" FOR THE DISPLACED POPULATION

In this study, an effort was made to specify the sequence of assistance in each one of the cities, which is outlined in diagram No. 2. In general terms with specificities per city, a displaced family initiates the entry process into the system by going for the first time to the UAO where they receive the necessary information to access the services. They are then directed to one of the Institutions from the Public Ministry (Procurator General's Office, the National Ombudsman and Personería) that in the majority of the cities operates out of the UAO, where a declaration of displacement is taken. Once the declaration has been filed, they are requested to return to the UAO after 15 working days to verify if they were included in the RUPD. In the event that those making the declaration are either pregnant women, or with malnourished children, or in a highly vulnerable state, they are sent to the organization Community Habitat and Finance (CHF)<sup>27</sup> or to the Mayor's Office (according to the City) in order for them to receive immediate assistance (food and accommodation).

In general, the declarations of displacement take one or two days to reach Acción Social. They assess the declaration and determine whether the family shall be included or not in the RUPD.

These proceedings can take between 15 working days (stipulated by the law) and several months, depending on the city. If the family is not accepted in the RUPD, they have the possibility to appeal; such a process takes 80 days.

The family that gets included in the RUPD is sent immediately by Acción Social to CHF for the Humanitarian Assistance Program (PAHU) in order to receive emergency humanitarian assistance (AHE) that is comprised of psychosocial assistance, food, hygiene kits, essential household items (kitchen kit, mattresses or hammocks and blankets), rent subsidies and economic incentives. It takes about one week from the moment the operator receives the RUPD listings up to the time the family receives the first delivery of AHE. Delivery of food and rent subsidies is made every three months, extendable according to the vulnerability status of the household. The hygiene kits and essential household items are delivered once and the psychosocial assistance is provided through several workshops during the three months of assistance.

With the inclusion in the register, the family can file their request for land protection with the INCODER, register in the program Families in Action (Familias in Acción)<sup>28</sup> (as long as there are openings to apply for the program), enter into the ICBF's programs, receive vocational training from the SENA, apply for the national housing subsidy, and rely on the benefits they receive as part of the health and education assistance system.

<sup>27</sup> As of mid 2005, Acción Social, by means of cooperation and co-funding agreement signed with the international organization Community Habitat and Finance (CHF), has been carrying out the Support Program for the displaced population, which consists of the subprograms: Program of Humanitarian Assistance (PAHU) and the Program of Financial Assistance (PAE).

<sup>28</sup> Conditional subsidy programs geared at SISBEN population 1 and 2 and displaced population. Nutritional subsidies are provided in the amount of \$46 thousand pesos (US\$23 dollars) per month for households with boys and girls younger than seven years of age and education subsidies of \$14 thousand pesos (US\$7.3 dollars) per month for each child in elementary school and \$28 thousand pesos (US\$14.5 dollars) per month for each child attending secondary school. Co-responsibility is expected in the form of school attendance as well as growth and development check ups for children under five years of age. Acción Social, 2006.

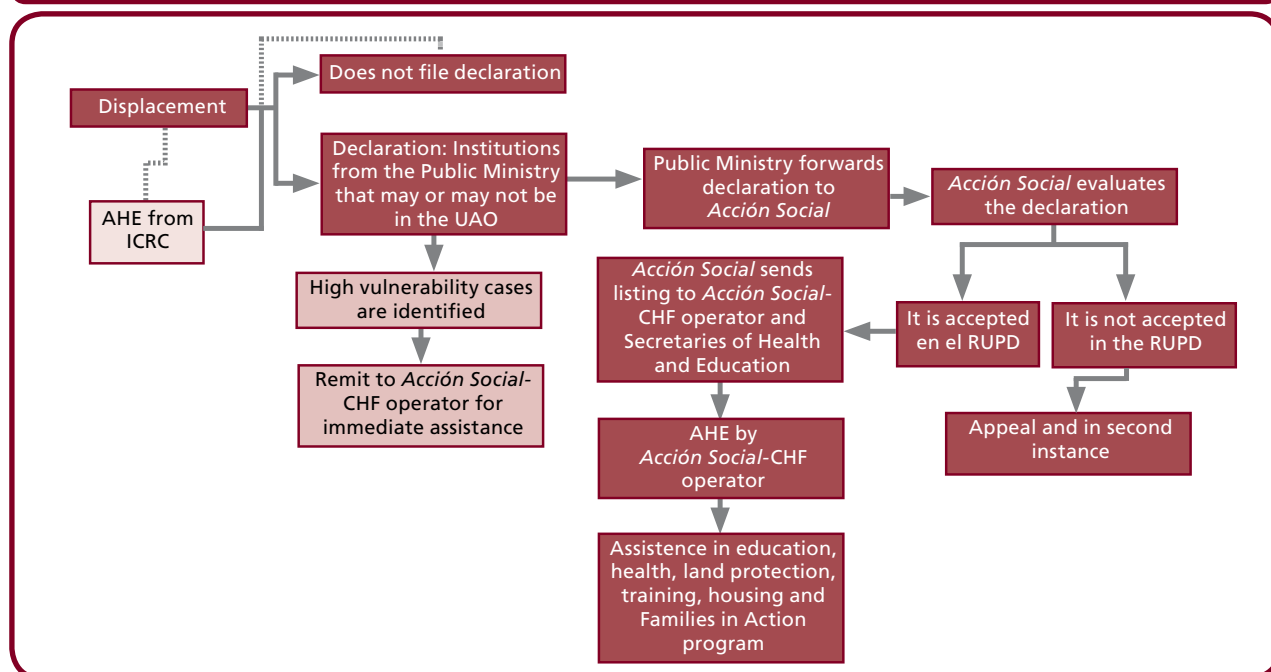
Furthermore, the ICRC assists (either directly or by means of an operational cooperation agreement with the Colombian Red Cross) in an independent and autonomous fashion, the population under condition of displacement, whether it is registered or not in the RUPD. The ICRC assists directly in Bogotá, Medellín and Florencia and by means of an operational coordination agreement with the Colombian Red Cross in Sincelejo and Villavicencio.

While implementing its activities and in order to supply better assistance to the displaced population, the ICRC works to improve coordination in

order to avoid duplication and to ensure complementary emergency humanitarian assistance.

When information was gathered for this report (March 2007), the families whose emergency humanitarian assistance was ending were being transferred, in accordance with requirements and available openings “cupos”, to the Economic Aid Program (PAE)<sup>29</sup>, which generally lasted four months. As of June 2007, families assisted by the PAHU program moved automatically to the PAE program that includes psychosocial and occupational support.

**Diagram No. 2 -Assistance Cycle for the Displaced Population**



Source: ICRC-WFP, 2007 Prepared on the basis of the field work with the institutions

#### 4.3 CHARACTERIZATION OF THE DISPLACED POPULATION IN TERMS OF LIVING CONDITIONS

The assistance process faces a great challenge in light of the critical structural and conjunctural poverty of displaced households. The quality of life of the displaced households, measured through the ICV (Quality of Life Index as per its initials in Spanish), shows that they suffer greater structural poverty than the resident households studied, as illustrated in Table No 4. The share of

displaced households below the ICV minimum standard line (67 points) is especially high in cities like Cartagena, Santa Marta, Florencia and Villavicencio and in the case of the resident households in Cartagena.

<sup>29</sup> The PAE program consists in providing financial aid for initiating or strengthening a small business accompanied with training and advisory support in the framework of the cooperation and co-financing agreement entered into with CHF, “Support Program to the displaced population”.

**Table No. 4 - Proportion of households under the minimum ICV line**

City	% of displaced households	% of resident households
Barranquilla	65%	40%
Bogota	38%	18%
Cartagena	86%	73%
Florencia	71%	45%
Medellín	63%	36%
Santa Marta	74%	30%
Sincelejo	56%	50%
Villavicencio	70%	57%

The differences between the two populations are significant at 95%.  
**Source:** ICRC-WFP, 2007

**Table No. 5 - Proportion of households under the line of extreme poverty**

City	% of displaced households	% of resident households
Barranquilla	78%	61%
Bogota	66%	40%
Cartagena	75%	62%
Florencia	80%	58%
Medellín	81%	56%
Santa Marta	65%	48%
Sincelejo	60%	50%
Villavicencio	73%	57%

The differences between the two populations are significant at 95%.  
**Source:** ICRC-WFP, 2007

In terms of conjunctural poverty of the households, measured as the total of expenses per capita of the household in relation to the reference poverty line<sup>30</sup> and the extreme poverty line<sup>31</sup>, one can conclude that all the households included in this study are poor (99% of the displaced persons and 96% of the residents, this is not a statistically significant difference). However, the statistically significant differences are identified at the most critical level of poverty (line of extreme poverty- "indigencia") where the displaced households show more relative poverty in comparison to the residents. The percentage of displaced households under the extreme poverty line is especially high in cities like Medellín, Florencia, Barranquilla, Cartagena and Villavicencio as illustrated in Table No 5.

This situation is also reflected in the variables related with poverty. As Tables No 6 and 7 show, the displaced households of these cities consist of a greater number of persons (around five), have a higher number of boys and girls younger than 6 and 12 years of age (between 1.3 and 1.5), the average age of their members is lower (around 22 years), and they have a greater economic dependence level, which entails a lower share of people working in respect of the total number of persons of the household (between 0.22 and 0.24). They also have a higher number of pregnant and/or nursing women and have a higher incidence of women as single parents of the households in comparison with resident households (around 30% of the households have a woman as a single parent)<sup>32</sup>.

<sup>30</sup> It's calculated by setting consumption standards for expenses different from food, like housing, clothing, transport, health, education among others, or multiplying the extreme poverty line by the relation between the total consumption and the consumption of food observed in the reference population. "Measurement methodology and the magnitude of poverty in Colombia". National Planning Department (DNP), Feb.2006. Page. 22. The poverty line was set at \$252.515 pesos (US\$131 dollars) from the DNP (MERPD) and it was updated with prices from December 2006 which resulted in a sum of \$265.141 pesos (US\$137 dollars).

<sup>31</sup> It's calculated setting a standard of consumption for expenses related to the food basket consumption that should satisfy the pattern of nutritional needs at a minimum cost and respect the consumption habits of the reference population. The extreme poverty line value was taken at \$97.840 pesos (US\$50.8 dollars) from the DNP (MERPD) and it was updated with prices of December 2006 which resulted in a value of \$102.732 pesos (US\$53.37 dollars).

<sup>32</sup> The proportion of displaced single headed households that are headed by women was higher than 90% in all the cities, while the share of displaced single headed households that were headed by man was lower than 10% in all the cities

**Table No. 6 - Socio-demographic variables of displaced and resident households**

City	Average number of persons per household		Average number of boys and girls under 6 years of age		Average number of boys and girls under 12 years of age		Average age of the household members		Rate of economic dependence <sup>33</sup>	
	Displaced	Residents	Displaced	Residents	Displaced	Residents	Displaced	Residents	Displaced	Residents
Barranquilla	5.32	4.59**	1.62	1.39**	1.53	1.21**	22.7	25.3**	0.22	0.24*
Bogota	5.00	4.10**	1.50	1.32**	1.52	1.21**	22.29	27.02**	0.21	0.26**
Cartagena	4.99	4.49**	1.72	1.4**	1.53	1.17**	21.53	22.50	0.25	0.26
Florencia	4.68	3.99**	1.5	1.35**	1.40	1.04**	23.23	27.26	0.22	0.25**
Medellín	4.99	4.13**	0.9	0.55**	1.29	0.81**	20.67	24.81**	0.24	0.31**
Santa Marta	4.99	4.42**	1.58	1.38**	1.41	1.21**	22.46	22.31**	0.24	0.26*
Sincelejo	5.19	4.65**	1.50	1.35**	1.29	1.09**	24.57	24.97**	0.23	0.25
Villavicencio	5.00	4.14**	1.66	1.44**	1.50	1.16**	23.00	27.17	0.22	0.26**

\* The differences between the two indicators are significant at 90%.

\*\* The differences between the two indicators are significant at 95%.

Source: ICRC-WFP, 2007

**Table No. 7 - Percentage of households with pregnant and/or nursing women and with a woman as head of household**

City	Proportion of households with pregnant women		Proportion of households with nursing women		Proportion of households headed by women	
	Displaced	Residents	Displaced	Residents	Displaced	Residents
Barranquilla	11.85%	9.14%	32.58%	23.90%**	30.83%	24.36%*
Bogota	9.88%	7.2%*	33%	17.2%**	33.2%	32.2%
Cartagena	11%	7.0%	38%	25.5%**	21%	22%
Florencia	24.5%	15.9**	25%	15.98%**	37%	32%
Medellín	20%	15.9%**	16%	14%	42%	36%*
Santa Marta	27%	23%	27%	23%	27.1%	38.34%**
Sincelejo	26%	20%	26%	19.72%*	26%	29%
Villavicencio	8%	4.9%*	33%	20.93%**	33%	34%

\* The differences between the two indicators are significant at 90%.

\*\* The differences between the two indicators are significant at 95%.

Source: ICRC-WFP, 2007

On the basis of an econometric exercise, the displaced households were grouped according to the similarities in results of each ICV variable. Through the multidimensional scaling method, groups of households were established with similar characteristics within each one of them. These groups consist of an approximation to households with relative low, medium and high level of livelihood. In all the cities, with the exception of Santa Marta, the exercise resulted in three groups. In cities like Cartagena and Santa Marta, the ICV average of the "high" group failed to reach the

minimum ICV standard of 67 points. The table No 8 shows the average ICV score and the percentage of households in each group and the ICV variables that differentiate them.

<sup>33</sup> Refers to the ratio between working members of the household and the total number of household members. As the value decreases, the dependence gets higher.

Table No. 8 - ICV of the displaced households per group

City	Groups	Average ICV	Percentage of households	ICV variable that differentiates the groups
Barranquilla	Low	45.84	34.2%	The group of high livelihood supersedes the other two groups in nearly all aspects. The major differences between the low livelihood group and the high one are found in the following ICV variables: fuel for cooking, waste collection, elimination of sewage, floor material and overcrowding. Similarly, the low schooling level of the female or male head of household and of the youth is apparent in the medium group
	Medium	62.76	34.6%	
	High	72.95	31.2%	
Bogota	Low	57.69	15.0%	The group of high livelihood supersedes the other two groups in nearly all aspects. The major differences between the group of low livelihood and the high one are found in the following ICV variables: the schooling level of the female or male head of household and of the youth.
	Medium	65.76	47.9%	
	High	77.48	37.1%	
Cartagena	Low	43.67	41.2%	The group of high livelihood supersedes the other two groups in nearly all aspects. The major differences between the low livelihood group and the high one are found in the following ICV variables: wall and flooring materials of the house, proportion of children in the household, schooling level of the youth and female or male head of households, and fuel for cooking.
	Medium	53.37	29.8%	
	Alto	62.61	29.0%	
Florencia	Low	49.73	41.2%	The group of high livelihood supersedes the other two groups in nearly all aspects. The major differences between the low livelihood group and the high one are found in the following ICV variables: schooling level of head of households and youth, school attendance of the youth and fuel used for cooking.
	Medium	62.75	24.2%	
	High	68.94	34.6%	
Medellín	Low	51.26	25.1%	The group of high livelihood supersedes the other two groups in nearly all aspects. The major differences between the low livelihood group and the high one are found in the following ICV variables: schooling level of the male or female head of households, schooling level of the youth, and school attendance of children between 5 and 11 years of age.
	Medium	54.52	31.2%	
	High	69.96	43.7%	
Santa Marta	Low	49.96	45.8%	The group of high livelihood supersedes the other group in nearly all aspects. The major differences between the low livelihood group and the high one are found in the following ICV variables: schooling level of the head of household and of the youth, fuel used for cooking in the households.
	High	63.75	54.2%	
Sincelejo	Low	46.61	29.6%	The group of high livelihood supersedes the other two groups in nearly all aspects. The major differences between the low livelihood group and the high one are found in the following ICV variables: school attendance of the youth, schooling level of the head of households and of the youth, waste collection, fuel for cooking and flooring material
	Medium	64.75	33.7%	
	High	73.39	36.7%	
Villavicencio	Low	47.52	31.9%	The group of high livelihood supersedes the other two groups in nearly all aspects. The major differences between the low livelihood group and the high one are found in the following ICV variables: schooling level of the household head and the youth.
	Medium	56.2	28.0%	
	High	70.85	40.1%	

Fuente: CICR-PMA, 2007

The second exercise that was carried out sought to identify the assistance, services or interventions that differentiate households of a low livelihood from those with a high livelihood, which is presented in Chart No.8. The result show that there are differences of a 90% statistical significance between the households with a high livelihood system in comparison with the low ones when they receive certain aid such as vocational training, healthcare coverage, housing subsidies, support for education and food assistance. The results are not similar in all the cities, for instance, vocational training impacts the ICV in all the cities with the exception of Florencia and Sincelejo and health benefits impacts the ICV in all the cities with the exception of Villavicencio and Santa Marta.

In addition to these variables, which are the result of a quantitative analysis, it is important to highlight that improvement of livelihoods de-

Chart No. 8 - Differential Impact of assistance/ services on the ICV per city

City	Assistance
Barranquilla	Inconclusive results obtained with an econometric exercise, but individual analysis per variable between the assistance and the ICV level shows that the households with healthcare coverage and vocational training present significant differences in ICV.
Bogota	Vocational training, support for education and healthcare coverage.
Cartagena	Vocational training, inclusion in the Families in Action program and healthcare coverage.
Florencia	Healthcare coverage
Medellín	Vocational training, support for education and healthcare coverage
Santa Marta	Subsidies, vocational training and food assistance
Sincelejo	Housing subsidies and healthcare coverage
Villavicencio	Inconclusive results obtained with an econometric exercise, but individual analysis per variable between the assistance and the ICV level shows that the households with vocational training present significant ICV differences.

Source: ICRC-WFP, 2007



depends also on the emotional conditions of the household members and the restoration of their social networks, which are key to enable households to take control of their own development.

#### 4.4 ANALYSIS OF THE INSTITUTIONAL RESPONSE IN RELATION TO THE CONDITIONS OF THE DISPLACED POPULATION

Following are the results for each one of the themes addressed in the study.

##### 4.4.1 STATUS OF THE DISPLACED PERSON

- Nearly three quarters of the displaced households reported, at the time of the survey for this study, that they had filed a declaration of displacement with the representatives of the Public Ministry. The cities with the highest rate of displacement declarations filed are Villavicencio, Santa Marta, Medellín and Barranquilla.
- Of the people that filed a declaration, 70% or higher were registered in the RUPD, with the exception of Bogota and Cartagena, as illustrated in Table No 9.
- The main reasons for not filing a declaration of displacement are the lack of knowledge about the procedures, not knowing the institution or authority with whom they should file the declaration and fear. These results were confirmed by the community in the workshops and during the interviews with the institutions.

**Table No. 9 - Proportion of displaced households according to their declaration and registration**

City	Did not file a declaration	Filed a declaration	Of those who filed a declaration	
			Registered	Non registered
Barranquilla	26.5%	73.5%	87.0%	13.0%
Bogota	45.0%	55.0%	46.0%	54.0%
Cartagena	55.0%	45.0%	55.0%	45.0%
Florencia	38.0%	62.0%	70.0%	30.0%
Medellín	26.5%	73.5%	80.0%	20.0%
Santa Marta	22.4%	77.6%	86.3%	13.7%
Sincelejo	37.2%	62.8%	76.6%	23.4%
Villavicencio	5.8%	94.2%	79.0%	21.0%

Source: ICRC-WFP, 2007

- In the majority of the cities, the share of households with a woman as a head of the household registered in the RUPD is higher than the share of man head of households. This higher access of households with a woman as head of the household to the system is reflected nearly in all the themes related to assistance. In the workshops, reference was made to the larger effort carried out by the women in obtaining assistance and the difficulty of the men in adapting to a new environment, which in some cases was expressed as a state of hopelessness.

- In the workshop with the indigenous population carried out in Bogota, people mentioned the need to adapt the declaration form to the specificities of the indigenous and afro Colombian communities, for instance, taking into account difficulties related to language.

*"I say that we are afraid of filing a declaration, first because one arrives here traumatized and we live in a world where one does not know who is who ..."*

*Testimony of a displaced women from the community based in Cartagena*

*"Women receive more assistance than men, because women are more committed to the household than men. Men tend to say: "no, what am I doing here without work, with these children being hungry, then I rather go elsewhere", and women are the ones who stay to take care of the family. Besides, men, very often, after they are uprooted from the household where they came from, end up being uprooted from the family. We have seen cases where after being displaced, men leave their spouses with the children., The women have to continue taking care of them and therefore I believe that it is one of the reasons why they file a declaration and it is believed that they receive more help".*

*Testimony of a displaced man, community leader based in Santa Marta*

*"What we propose is a format that contains differentiated guidelines, that contains a line where one can fill out whether the person comes from an afro Colombian community or*

*is indigenous. Secondly, whether the person speaks Spanish or not, this is part of the problem. In a particular case, the indigenous indicated his name to the officer in his native language and the latter was not patient enough to request spelling of the name letter by letter. He just wrote it as it sounded and then when querying the system, the officer told the indigenous: "no, you appear here with a different name" but one's name is different and that is a major problem..."*

*Testimony of a displaced indigenous from the community based in Bogota*

- Depending on the city, it takes one to three months from the displacement to the filing of a declaration, this can be a sign of the level of information that displaced households have. Three months can pass from the filing of the declaration until the status is known, depending on different aspects such as: i) the level of response from Acción Social (for example, the backlog in the registration process in Villavicencio and Cartagena), ii) the capacity of the household to go to the UAO to inform themselves on their status and iii) the location and accessibility of the UAO (for instance, in cases like Medellín, Cartagena and Santa Marta the UAO is far in relation to the concentration points of the displaced population). The number of days presented in Table No 10 shows the timeliness with which families enter into the assistance system for the displaced population.

**Table No. 10 - Calendar days from displacement until the moment the declaration is filed, and from the declaration until status is known**

City	Calendar days from		Total number of days
	Displacement to declaration	Declaration to know status	
Barranquilla	20	23	43
Bogota	44	90	134
Cartagena	74	39	113
Medellín	*	61	61
Florencia	38	41	79
Santa Marta	65	33	98
Sincelejo	38	30	68
Villavicencio	52	85	137

\* In the case of Medellín the time span between displacement and declaration was not asked.

Source: ICRC-WFP, 2007

- A recurring issue in all the cities was the lack of knowledge about the regulations and procedures that are applied to the declaration and registration process by the officers in charge. This combined with the congestions at the UAOs, the lack of private spaces to take the declaration and the low level of schooling of the displaced population, can lead to deficient filling of declaration forms and refusals of families in the RUPD. Another problem that has been identified is the low level of sensibility in relation to the problems of the displaced people, which affects the quality and appropriateness of the service.

*"...There are some officers here that exercise pressure on the people and scare them. Because there was an internal displacement here, the officer would say "be careful if you are not displaced you will be arrested, this and that", and therefore people are frightened..."*

*Testimony of a displaced leader based in Santa Martha.*

*"The officers do not really care about the pain that the displaced population endure ..."*

*Testimony of a displaced man from the community based in Villavicencio*

- On the basis of the information gathered and the visits carried out to the cities one can state that there are weaknesses within the UAO linked to the building infrastructure, communication systems, access and technological infrastructure which limits the capacity to access the RUPD and affects the appropriateness and quality of the service. The cities with the biggest difficulties linked to the building infrastructure of the UAO are Barranquilla and Villavicencio and the most remote ones from the main concentration points of the displaced population are in Barranquilla, Cartagena, Santa Marta and Medellín.
- On the criterion of sustainability, it was not possible to gather information on specific budgets for the process of establishing a displaced status, except for isolated figures, which reflects the difficulty in disaggregating the financial resources within the budgets of each institution. This is a recurring situation in all the themes that were addressed.

- The coordination between authorities of the Public Ministry, Acción Social and the UAO, which are the actors involved in the process of establishing displacement statuses, is considered adequate given the communication that has been established amongst them, especially in the cities of Florencia, Medellín, Santa Marta and Sincelejo. In relation to this theme, it is important to take into account elements such as; i) the existence and operation of the Regional Committees of Comprehensive Attention to the Displaced Population (CLAIPD or CMAIPD or CDAIPD according to the city) as a forum for coordination purposes, which in Villavicencio and Barranquilla is a weakness, ii) the existence of the PIU as a planning and monitoring tool as it exists in Bogota, Medellín and Sincelejo, iii) the communication and technology limitations of the UAO to access the RUPD database which is a problem to overcome in Bogota and Cartagena and iv) the permanent presence of some of the Public Ministry institutions in the UAO as is the case in Barranquilla, Bogota, Cartagena, Florencia, Santa Marta and Sincelejo.
- The chart No. 9 presents, based on the previously mentioned results, a summary of the qualification of the institutional response with respect to the establishment of displaced statuses, following the proposed methodology (see Annex No. 2). The following can be concluded: i) the coverage and access require improvement given the results concerning the proportion of declarations filed and the share of the displaced population that is registered in all the cities, ii) the timeliness requires immediate attention in the case of Bogota and Villavicencio and priority attention in the case of Cartagena, Medellín and Santa Marta, iii) the appropriateness requires immediate attention in the case of Villavicencio and improvement in nearly all the cities with exception of Bogota and Florencia, iv) the quality requires immediate attention in Villavicencio and priority attention in Cartagena, v) the sustainability requires immediate attention in Villavicencio, priority attention in Barranquilla, Bogota, Cartagena, Medellín and Sincelejo and improvement in Florencia and Santa Marta and vi) the coordination requires priority attention in Barranquilla and improvement in Bogota, Cartagena and Villavicencio.

Chart No. 9 - Qualification attributed to the process of establishing displaced status

City \ Criterion	Barranquilla	Bogotá	Cartagena	Florencia	Medellín	Santa Marta	Sincelejo	Villavicencio
Coverage and Access	Yellow	Orange	Orange	Orange	Yellow	Yellow	Orange	Yellow
Timeliness	Blue	Red	Orange	Yellow	Orange	Orange	Blue	Red
Appropriateness	Yellow	Blue	Yellow	Blue	Yellow	Yellow	Yellow	Red
Quality	Green	Yellow	Orange	Blue	Yellow	Yellow	Green	Red
Sustainability	Orange	Orange	Orange	Yellow	Orange	Yellow	Orange	Red
Coordination	Orange	Yellow	Yellow	Blue	Blue	Blue	Blue	Orange

**Note:** colors have the following interpretation:

Green	Green: works very well
Blue	Blue: works well
Yellow	Yellow: requires improvement
Orange	Orange: requires priority attention
Red	Red: requires immediate attention
White	White: implies that the information supplied was not sufficient to qualify the criteria



## Recommendations

The recommendations presented hereafter apply to all the cities with a different level of intensity, according to the problem found and described above.

- It is recommended to generate mechanisms that improve the information flow and guidance for the displaced population at the reception sites of the cities, such as at bus terminals. The information should be opportune in order to be received by households as soon as possible after their arrival to the city and should include the minimum necessary information for a household to be able to approach the UAO.
- Coverage and access to the displaced status is considered to be low when it is below 50%. This occurs due to a limited amount of declarations being filed, and it is therefore recommended that there be a review of barriers to access such as fear and other obstacles imposed at the time of the declaration, such as the verification of the voting registration and the SISBEN.
- With respect to the Public Ministry's service, its presence is required in the UAO to take the declaration. In the cases where it already has a presence in the UAO extended opening hours should be guaranteed in order to offer a level of service that is more adequate and timely to avoid people having to go from one place to the other in the process of establishing a displaced status.
- In operational and administrative terms, it is important to train and raise awareness among the Public Ministry's human resources that receive the displaced population. This recommendation also applies to Acción Social given that the evaluation of the declarations requires specialized staff with knowledge of the armed conflict, among other issues. Additionally, it is suggested to reinforce the officers' capabilities in creating an environment of confidence for people that come to file a declaration, in order to mitigate their fears.
- The building's infrastructure of the UAO and the space where declarations are taken

should be improved to guarantee privacy and to generate confidence among the displaced households. Additionally, it is necessary that the communication and technology systems enable UAO's authorized officials to have timely access to the RUPD.

### 4.4.2 EMERGENCY HUMANITARIAN ASSISTANCE (AHE) AND PSYCHOSOCIAL ASSISTANCE

- Emergency Humanitarian Assistance is provided by CHF (Acción Social's implementing partner) in all the cities under the PAHU, by the ICRC directly or through the cooperation agreements with the Colombian Red Cross, and by the Mayor's Office, depending on the city. At the time of the study, immediate assistance was being provided for all the families that are classified as a highly vulnerable. Humanitarian assistance is also offered by other organizations like Pastoral Social, Churches and NGO's, among others.
- Food, hygiene kits and essential household items (kitchen kit, mattresses or hammocks and blankets) are the kind of assistance that households with less than one year of displacement receive in the cities, as shown in Table No 11. It is important to highlight the level of coverage and access in cities like Bogotá, Florencia and Barranquilla. In cities like Florencia, Villavicencio, Bogotá and Sincelejo there is a high level of coverage of non-registered households, which is the result of ICRC's direct assistance or through the cooperation agreement with the Colombian Red Cross.
- The WFP through the OPR33<sup>34</sup> and jointly with Acción Social carries out within its relief component, food assistance for the displaced population as an emergency intervention for new population sets that have been registered as displaced for up to 18 months (in the months 4th, 5th and 6th) registered in the period of extension of the emergency humanitarian assistance and for the displaced population that is in the process of being evaluated and registered by Acción Social. For the non-regis-

<sup>34</sup> The Protracted Relief and Recovery Operations (OPSR) developed jointly by the World Food Program (WFP), Acción Social and the Colombian Institute of Family Welfare (ICBF), by means of which they assist the displaced population according to several modalities, among which is aid and emergency assistance.

**Table No. 11 - Percentage of households that received AHE by type of assistance: displaced households registered and non-registered**

City	Registered					Non-registered				
	Food	Hygiene kit	Kitchen kit, blanket, mattress or hammock	Payment of rent	Health Servicesd	Food	Hygiene kit	Kitchen kit, blanket, mattress or hammock	Payment of rent	Health Servicesd
Barranquilla	81%	77%	70%	72%	27,6%	0%	0%	0%	0%	0%
Bogota	82%	79%	72%	60%	54,3%	24%	5%	2%	0%	13%
Cartagena	78%	79%	80%	79%	13,7%	0%	0%	0%	0%	0%
Florencia	84%	81%	78%	62%	39,0%	28%	23%	28%	5%	5%
Medellín	78%	71%	75%	43%	20,0%	3%	0%	0%	0%	8%
Santa Marta	63%	58%	60%	63%	29,0%	8%	8%	8%	8%	0%
Sincelejo	72%	72%	68%	50%	40,0%	41%	41%	40%	0%	26%
Villavicencio	68%	62%	32%	54%	29,2%	41%	41%	5%	3%	9%

In all the cases, there are differences statistically significant at 95% between the displaced and resident population

Source: ICRC-WFP, 2007

tered population, this assistance is performed through Pastoral Social as is the case in Florencia.

- In the cities, psychosocial assistance is offered mainly by Acción Social-CHF through the PAHU program, the ICBF and by other organizations such as Doctors Without Borders (Spain) and Pastoral Social in Florencia, the Colombian Red Cross in Barranquilla, and the International Committee for People's Development (CISP - Comité Internacional para el Desarrollo of los Pueblos) in Medellín, among others. Each one has its own methodology or protocol and there is no unanimous position as to the focus and scope of the psychosocial assistance, which makes the implementation, follow-up and evaluation difficult.
- According to the survey information, the households recognize having problems of stress, anxiety, fear, sadness, and pain due to the loss of a loved one or aggression within the family, however, the request for psychosocial assistance is very low and the provision of assistance is even lower as illustrated in diagram No. 3.
- In the workshops with the community it was found that the main causes of the low demand for psychosocial assistance are: i) prio-

riety is given to the activities they must carry out to ensure their subsistence ii) psychosocial assistance is not considered important, iii) the embarrassment to admit that they are scared, depressed or sad and iv) the low level of knowledge as to what psychosocial assistance means and how useful it may be for the displaced population.

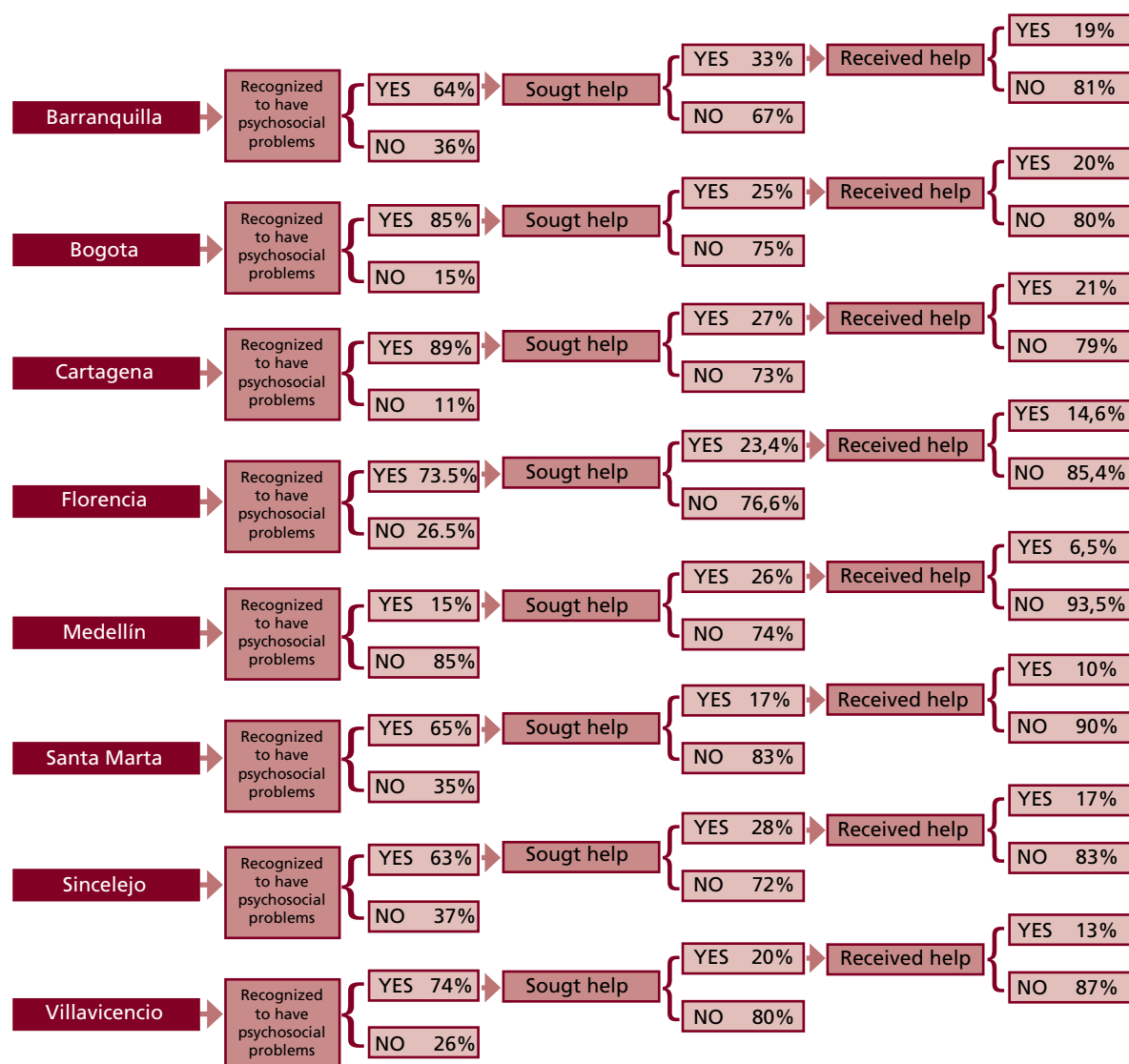
*"No! That takes second place because after almost starving and looking for food for your children, no one is going to be thinking of a psychologist and besides, if you know that you have not been given the help you need to continue living, to survive, you have all the reason to believe that you are not going to get psychological assistance".*

*Testimony of a woman from the community based in Medellín*

*"I have the understanding that very few people know what the psychosocial part is really about. Very few people know what it is and how important it is in our lives because the lack of training. This is what has gotten us into trouble and that we do not understand..."*

*Testimony of a displaced person, community leader based in Santa Marta*

Diagram No. 3 - Access to psychosocial assistance for the displaced households



Source: ICRC-WFP, 2007

"I always use this as an example, let's say you are in the woods and run into a fierce creature, you run and run to get away from that animal and leave that path to get to another one and then you take a break and say "good I got rid of that one and now I am safe", but then it turns out that when you go down that path you encounter an even fiercer creature and you have to keep on running and you just don't know where to go. That is the situation of the displaced afros.... sometimes it is as if I don't want people to know what it is that I feel, sometimes due to embarrassment or due

to the lots of ego... I don't know, but another thing I see a lot is that people don't give it the importance it has. People have not sat down for a moment to reevaluate and to analyze the situation that may cause one of these problems that have not been addressed".

Testimony of a displaced person from the Afro Colombian community group in Bogotá

- On the basis of the information supplied, it was not possible to build a specific budget of the emergency humanitarian assistance for

the cities, which limits the analysis of the sustainability criteria for the assistance. What was determined is that assistance is indeed being continuously provided.

- The Coordination between the agents that intervene in the AHE, which in general are the UAO, the PAHU operator of Acción Social- CHF, the Mayor's Office (immediate assistance), is strong in cities like Barranquilla, Florencia and Sincelejo. The following aspects have repercussions on the AHE coordination: i) the existence of the Committee of Assistance for the Displaced Population (CLAIPD, CMAIPD, CDAIPD according to the different cities) and the functioning of the thematic working groups acting as forums for communication and reflection, ii) the existence of the PIU as a planning and follow up instrument in Medellín, Bogotá and Sincelejo, iii) the timing at which information from the RUPD arrives to the Acción Social-CHF operators and iv) the timing and preventive actions that are taken in terms of the contract renewal process with AHE operators in order to avoid assistance interruption, among other inconveniences. With

respect to psychosocial assistance, difficulties in coordination are identified, which are related to the fact that each institution that provides it has its own methodology. There is no unanimous consensus in terms of the focus and there has been no room to think about increasing coordination around this theme.

- For its part, the ICRC as an independent international organization, although it is not part of the SNAIPD, coordinates its actions with the Colombian State, with the intent of providing effective assistance for the displaced population.
- The Chart No. 10, based on the results previously presented, shows the qualification of emergency humanitarian assistance and psychosocial assistance. It shows the following results: i) in all the cities in terms of coverage and access, immediate attention is required for psychosocial assistance and AHE, with exception for AHE in Cartagena, ii) the timeliness of the AHE and psychosocial assistance requires priority attention in Villavicencio, Medellín and Bogotá given the period of time from the mo-

Chart No. 10 - Qualification attributed to AHE and psychosocial assistance

City	Barranquilla		Bogotá		Cartagena		Florencia		Medellín		Santa Marta		Sincelejo		Villavicencio	
	AHE	A. psico	AHE	A. psico	AHE	A. psico	AHE	A. psico	AHE	A. psico	AHE	A. psico	AHE	A. psico	AHE	A. psico
Coverage and Access	Yellow	Red	Yellow	Red	Blue	Red	Yellow	Red	Yellow	Red	Yellow	Red	Yellow	Red	Yellow	Red
Timeliness	Blue	Blue	Orange	Orange	Yellow	Yellow	Green	Green	Orange	Orange	Blue	Blue	Blue	Blue	Orange	Orange
Appropriateness	Blue	Blue	Yellow	Yellow	Blue	Blue	Blue	Blue	Orange	Orange	Blue	Yellow	Blue	Blue	Yellow	Blue
Quality	Blue	Green	Blue	Blue	Blue	Blue	Blue	Blue	Yellow	Blue	Blue	Green	Blue	Green	Blue	Blue
Sustainability	Orange	Orange	Orange	Orange	Orange	Orange	Yellow	Yellow	Orange	Orange	Orange	Orange	Orange	Orange	Orange	Orange
Coordination	Blue	Yellow	Yellow	Yellow	Yellow	Yellow	Blue	Blue	Yellow	Yellow	Yellow	Yellow	Blue	Yellow	Yellow	Yellow

**Note:** colors have the following interpretation:

Green	Green: works very well
Blue	Blue: works well
Yellow	Yellow: requires improvement
Orange	Orange: requires priority attention
Red	Red: requires immediate attention
White	White: implies that the information supplied was not sufficient to qualify the criteria

ment the family is displaced until it receives emergency humanitarian assistance, iii) the appropriateness of the AHE and the psychosocial assistance require priority attention in Medellín, considering the difficulties to access the UAO, and requires improvement in Bogotá. Santa Marta requires improvement in the appropriateness of the psychosocial assistance and Villavicencio requires improvement in the appropriateness of the AHE, iv) in Medellín quality improvements in AHE are required, v) the sustainability of the AHE and the psychosocial assistance requires priority attention in all of the cities, except for Florencia which requires improvements and vi) coordination of the AHE requires improvement in all the cities with exception of Florencia, Sincelejo and Barranquilla and coordination of the psychosocial assistance requires improvement in all the cities with exception of Florencia.

## Recommendations

The recommendations presented hereafter apply to all the cities with a different level of intensity, according to the problem found and described above.

- When asked how to improve AHE, the households included in the survey made the following recommendations: to increase the duration of the AHE, to increase the quantity and variety of the food.
- The emergency humanitarian assistance should be provided during a limited period of time and should be linked with the assistance aimed at socio-economic stabilization. This should generate opportunities that enable households to rapidly handle change (sensitivity) and to respond and adjust to their new environment (flexibility), thereby improving their livelihood.
- With respect to the services provided to the displaced population and considering the state of mind (imaginary) of the people when they arrive to the city, emphasis should be put on straightforward written and verbal language to ensure that the messages and information are received adequately by the population and

are useful in enabling households to adapt to their new environment.

- The suggestion is to promote even more the psychosocial assistance as a cross-cutting issue that involves all of the interactions with the population as from the first contact with them. This entails that each person, from the guards to the institutions' representatives; is responsible for creating an environment conducive to human interaction and respect of dignity.
- It is necessary to strengthen the analysis and coordination of the psychosocial theme with a holistic vision that should also involve more specialized actions related to mental health. The suggestion is to carry out this analysis with a differentiated focus in respect to the family unit, considering the difficulties faced by men as well as women, boys and girls when adapting to their new environment. In this respect, it is essential to realize a reflection process in order to unifying the criteria and standardizing the service.
- Actions aimed at raising awareness and promoting the existence and benefits of psychosocial assistance should be implemented in order to motivate people to request such services.
- Although, the efforts made in some cities in designing indicators, consolidating the information and sharing publicly the procedures should be recognized, there is a lot of work that remains to be done on this issue. The recommendation is to move forward in measuring coverage, access, quality, appropriateness and timeliness indicators for the assistance to the displaced population in order to improve the accountability and follow up of the AHE. This should enable the identification of duplications and bottlenecks, as well as facilitate the budgeting process and the improvement of procedures.

## 4.4.3 Housing

- The majority of the displaced households live in rented, sub rented houses or in houses which they own but for which they do not have

**Table No. 12 - Percentage of households according to type of tenancy:  
Resident and displaced households**

City	Displaced					Residents				
	Own house with title deeds	Own house without title	Rented Or sub rented	Usufruct or with permission	Occupied without permission	Own house with title deeds	Own house without title	Rented or sublet	Usufruct or with permission	Occupied without permission
Barranquilla	8%	27%	39%	22%	4%	17%**	42%**	16%**	22%	3%
Bogota	7%	14%	55%	18%	6%	22%**	41%**	27%**	8%**	2%**
Cartagena	2%	42%	33%	20%	3%	4%	65%**	19%**	11%**	1%**
Florencia	15%	27%	29%	22%	8%	35%**	35%**	18%**	11%**	1%**
Medellín	16%	31%	33%	16%	5%	38%**	34%	20%**	6%**	2%
Santa Marta	5%	42%	36%	15%	2%	35%**	26%**	31%	7%**	1%
Sincelejo	12%	43%	26%	17%	2%	19%**	49%	21%	10%**	1%
Villavicencio	2%	31%	36%	17%	15%	3%	53%**	18%**	9%**	18%

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007.

a title deed. The housing ownership changes according to the period of time the family has been displaced, with the proportion of rented houses decreasing over time, in favor of houses owned without title deeds.

- As Table No 12 shows, the proportion of households that live in their own houses without title deeds is predominant, especially in cities like Cartagena, Santa Marta and Sincelejo, with rented and sub rented houses being more popular in Bogota.
- The quality of the inhabited housing constitutes a fundamental ICV factor given that some of the ICV variables are the materials for flooring and external walls, the overcrowding situation, the water supply, and the elimination of sewage.
- In all these variables, according to the survey results, the share of displaced households that do not reach the minimum standard is higher than the share of resident households. On the housing theme where the proportion of households under the minimum ICV level is critical, one finds the following variables: evacuation of sewage in Cartagena and Santa Marta, waste collection in Cartagena, fuel for cooking in Florencia and Cartagena, and floor and wall material of the houses in Car-

tagena for the displaced as well as the resident population, as illustrated in Table No 13.

- In terms of public services<sup>34</sup><sup>35</sup> for the households, the generalized coverage of electric power stands out. The coverage of water supply is low in Villavicencio, waste collection is low in Cartagena and Sincelejo and the lack of sewerage system is critical in the cities of Cartagena, Santa Marta and Florencia, as illustrated in Table No 14.
- The perception of the risk associated to the housing inhabited by displaced households is very similar to that of residents, with the risk of flooding being the most important one. Table No 15 illustrates the situation in cities like Cartagena, where 80% of the displaced households claim to be at risk of flooding and 32% at risk of subsidence, in Medellín 29% claims to be at risk of structural or geological failure and in Florencia 37% believes to be exposed to the risk of landslides.
- The main state assistance strategy in terms of housing for the displaced population is the provision of housing subsidies. It is governed by decree 951 of 2001, where an amount of

<sup>35</sup> It has to be clarified that an analysis of the quality of service received by the households was not carried out; the information collected is limited to the coverage of the service.



Table No. 13 - Analysis of the ICV per variable of individual and collective physical capital and overcrowding

	Water supply		Evacuation of sewage	
City	Percentage of displaced households below the minimum	Percentage of resident households below the minimum	Percentage of displaced households below the minimum	Percentage of resident households below the minimum
Barranquilla	1,1%	0,8%**	51,7%	41,4%
Bogota	0,0%	0,5%	12,1%	7,4%**
Cartagena	0,1%	0,2%	95,0%	88,8%**
Florencia	2,0%	2,4%*	39,6%	35,9%**
Medellín	3,0%	1%**	10,0%	8%**
Santa Marta	4,1%	3,0%**	88,9%	33,3%**
Sincelejo	0,2%	0,0%	28,1%	25,3%
Villavicencio	22,0%	31,0%	42,4%	38,0%

	Waste collection		Fuel for cooking	
City	Percentage of displaced households below the minimum	Percentage of resident households below the minimum	Percentage of displaced households below the minimum	Percentage of resident households below the minimum
Barranquilla	25,6%	15,2%	36,0%	15,4%
Bogota	1,6%	1,0%	5,0%	2,0%
Cartagena	55,5%	48,5%**	60,1%	39,6%**
Florencia	3,3,%	2,6%	59,0%	44,6%**
Medellín	10,5%	2%**	16,0%	6%**
Santa Marta	42,1%	10,9%**	45,5%	32%**
Sincelejo	29,9%	32,4%	27,8%	22,2%
Villavicencio	11,2%	5,2%	36,0%	23,0%

	Flooring material		Material of walls		Overcrowding	
City	Percentage of displaced households below the minimum	Percentage of resident households below the minimum	Percentage of displaced households below the minimum	Percentage of resident households below the minimum	Percentage of displaced households below the minimum	Percentage of resident households below the minimum
Barranquilla	36,3%	15,6%**	37,9%	19,9%	42,3%	29,3%
Bogota	23,0%	15,4%**	17,3%	13,3%**	50,5%	9,7%*
Cartagena	67,1%	51,2%**	78,8%	67,2%**	34,6%	26,7%**
Florencia	28,6%	16%**	58,5%	40,1%**	30,9%	13,1%**
Medellín	18,0%	9%**	49,0%	31%**	41,0%	23%**
Santa Marta	40,5%	13,6%**	34,5%	9,5%**	44,0%	20,4%**
Sincelejo	48,5%	45,5%	42,4%	41,7%	25,0%	21,1%
Villavicencio	40,8%	35,6%	55,4%	46,7%	44,1%	33,2%

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007.

**Table No. 14 - Percentage of the households according to their access to public services: displaced and resident household**

City	Displaced				Residents			
	Electric power	Waste collection	Aqueduct	Sewerage System	Electric power	Waste collection	Aqueduct	Sewerage System
Barranquilla	95%	70%	88%	50%	98%	91%**	80%**	60%
Bogota	99%	93%	88%	81%	99%	95%**	90%	85%*
Cartagena	96%	41%	75%	5%	98%	43%	75%	11%**
Florencia	90%	87%	77%	22%	98%	90%	86%**	38%**
Medellín	99%	85%	95%	60%	99%	90%**	98%	70%**
Santa Marta	99%	60%	60%	10%	100%	90%**	88%**	68%**
Sincelejo	98%	55%	70%	75%	100%	45%**	69%	78%
Villavicencio	94%	82%	27%	51%	96%	90%**	29%	55%

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007.

**Table No. 15 - Proportion of displaced and resident households who recognize that their house is at risk, per type of risk**

City	Displaced				Residents			
	Landslide	Flooding	Subsidence	Geological failure	Landslide	Flooding	Subsidence	Geological failure
Barranquilla	11%	51%	12%	1%	6%**	40%**	7%**	1%
Bogota	29%	12%	11%	5%	20%**	15%	13%	5%
Cartagena	6%	80%	32%	2%	6%	77%	31%	2%
Florencia	37%	39%	13%	2%	23%**	24%**	6%**	5%**
Medellín	26%	11%	18%	11%	19%**	10%	13%**	10%
Santa Marta	17%	24%	5%	0%	18%	26%	2%	1%**
Sincelejo	3%	17%	2%	0%	4%	15%	1%	1%
Villavicencio	27%	50%	11%	4%	17%**	42%**	10%	0%

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007.

up to 25 times the legal monthly minimum wage<sup>36</sup> (SMLMV) is provided to buy new or used social housing (VIS). This depends on whether the property to be acquired is located in a rural or urban area. Additionally, there are subsidies for improving one's own housing that fluctuate between 12 and 15 SMLMV.

- It must be stressed however that in order to be able to access the new housing subsidies, the convergence of a series of circumstances

is required, such as the opening of the application process for subsidies, the existence of a housing project, the existence of resources at the territorial level, and the household having the necessary complementary resources to complete the purchase. Additionally, there are important costs associated to access subsidies such as transport to the office where the procedures are carried out, photocopies and supporting documents. In the case of second hand housing, the costs also include the pa-

<sup>36</sup> Minimum monthly legal wage (SMLMV) was established for 2007 at \$ 433,700 pesos (US\$225,30)



yment of the property's evaluation. On the other hand, accessing subsidies to renovate ones house presents barriers related to legalizing of the ownership of the property.

- During the workshops with the displaced community various barriers to accessing social housing subsidies for either new or second hand housing were mentioned, as the following community testimonies point out:

*"...because you know that no one finds a house for \$10.2 million pesos (US\$5.3 thousand dollars), one finds houses for \$12 million (US\$6.2 thousand dollars) and more, that means that one has to pay the remaining amount to be able to buy it, but one does not have the money and then the subsidy is lost, because a deadline is given for that..."*

*Testimony of displaced woman from the community based in  
Florencia*

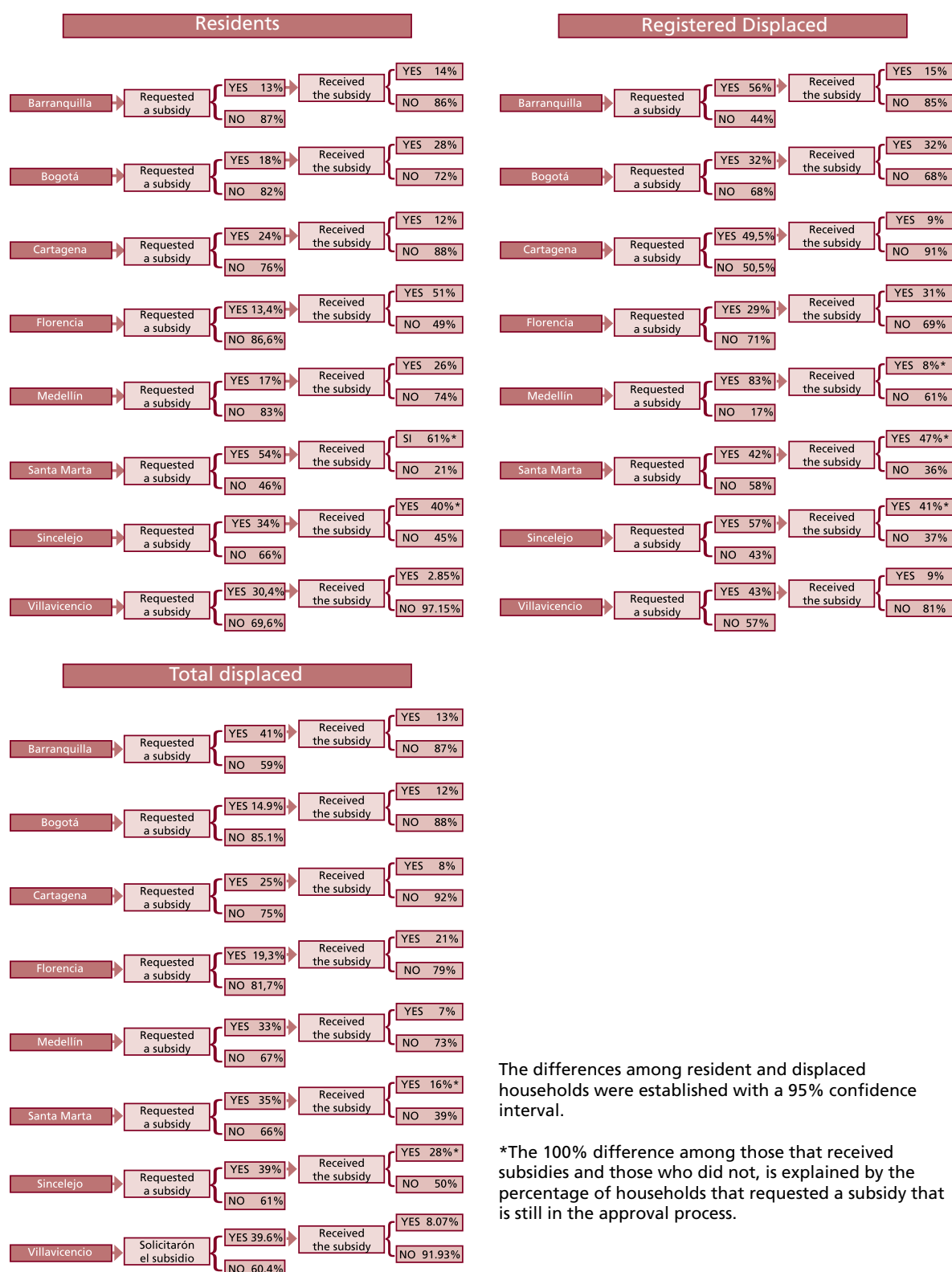
*"The displaced families want to buy a second hand house, but the obstacle is precisely processing the documents because for just one procedure, the displaced person has to submit valid title deeds, which entails legalizing documents and costs approximately \$600 thousand (US\$312 dollars). A displaced person just does not have the resources to comply with those requirements and similarly to access the used housing subsidy ..."*

*Testimony of displaced man from the community based in  
Villavicencio*

- The diagram No. 4 presents the results of the survey with regards to coverage and access to housing subsidies. One of the noteworthy points is that the proportion of registered displaced households that have requested a subsidy is nearly doubled if compared with the resident households, with exceptions in cities such as Florencia and Santa Marta. On the other hand, the proportion of displaced registered households that have received a subsidy is very low, with the exception of Bogota with a 32% coverage for those that requested a subsidy and 41% in Sincelejo.
- Some cities like Bogota and Medellín have generated mechanisms to supplement the national subsidy, which has enabled to increase the coverage and access, timeliness, appropriateness and sustainability, under a coordination scheme at regional and national levels. Local subsidies require previous approval of the national subsidy. Cities like Sincelejo stand out due to the level of implementation of subsidies thanks to efforts from the Mayor's Office that has contributed plots of land and has provided them with public services. Cities like Cartagena have a special restriction to execute social housing projects (VIS) due to the cost of the land. Similarly in other cities, subsidies that have been allocated since 2004 are being held back, as it is the case for Barranquilla.
- According to information collected during the institutional interviews, programs for the improvement of houses exist like the ones carried out in Santa Marta by the CHF and funded by the United States' Program for Refugees and Migrants (PRM) or in Cartagena through the Healthy Habitat Program (Programa Hábitat Saludable) offered by the Mayor's Office with the support of CHF.
- It has to be noted that the housing theme depends on many variables, which the municipality cannot influence, such as the money available within the VIS<sup>37</sup>, the availability of land and the viability of projects, among others.
- On the basis of the information obtained, it was not possible to get an estimation of the budget specific to the housing assistance for the displaced population, given that only isolated data was available. Furthermore, the housing subsidy services are offered when there is an opening of the process to apply (convocatoria).
- In terms of coordination among institutions involved in housing assistance, which includes the Family Benefit Fund (Cajas de Compensación), the Mayor's Office, the INCODER (for rural land), Acción Social, the Ministry of

<sup>37</sup> Law 3 of 1991 establishes the National Social Housing System and creates the Family Subsidy for Housing. Financial resources are kept in a special fund that can be used for all population, for the displaced population, or for special municipal efforts.

Diagram No. 4 -Acceso a subsidios de Vivienda de Interés Social



Source: ICRC-WFP, 2007

Chart No. 11 - Qualification attributed to housing assistance

City \ Criterion	Barranquilla	Bogotá	Cartagena	Florencia	Medellín	Santa Marta	Sincelejo	Villavicencio
Coverage and Access	Red	Yellow	Red	Red	Yellow	Red	Red	Red
Timeliness	Red	Blue	Yellow	Blue	Blue	Yellow	Yellow	Red
Appropriateness	Orange	Yellow	Orange	Orange	Yellow	Yellow	Yellow	Orange
Quality	Orange	-----	-----	-----	-----	-----	Blue	-----
Sustainability	Red	Yellow	Red	Red	Red	Yellow	Yellow	Red
Coordination	Orange	Green	Orange	Orange	Green	Blue	Green	Yellow

**Note:** colors have the following interpretation:

- Green: works very well
- Blue: works well
- Yellow: requires improvement
- Orange: requires priority attention
- Red: requires immediate attention
- White: implies that the information supplied was not sufficient to qualify the criteria

Source: ICRC-WFP, 2007

Environment, Housing and Territorial Development, difficulties have been identified in the opening of the application processes for social housing. This is especially due to problems associated with the availability of land and availability of VIS projects, among other issues. Likewise, it is considered that housing assistance coordination is affected by the following factors: i) the existence of the Committees of Assistance for the Displaced population (CLAIPD, CMAIPD OR CDAIPD) and their thematic working groups effectively acting as forums for communication and reflection, ii) the existence of the PIU as a planning and follow up instruments. The cities that show more strength in terms of housing assistance coordination were Bogotá, Medellín and Sincelejo.

- The qualification of the housing theme is presented in Chart No. 11. The following are the noteworthy points i) the coverage criterion is the weakest as all the cities with the exception of Medellín and Bogotá require immediate attention, ii) the timeliness in the housing

assistance in Barranquilla and Villavicencio requires immediate attention, iii) appropriateness requires priority attention in Barranquilla, Cartagena, Florencia and Villavicencio and requires improvement in the remaining cities, iv) the housing assistance quality could not be assessed in the majority of cities due to the lack of quantitative and qualitative information; in the case of Barranquilla and Sincelejo the testimonies gathered enabled a quality assessment which reveals that Barranquilla requires priority attention and that Sincelejo works well, v) sustainability requires immediate attention in Barranquilla, Cartagena, Florencia, Medellín and Villavicencio and improvement in the remaining cities and vi) in terms of coordination, attention is required in Barranquilla, Cartagena, Florencia and improvement in Villavicencio.

### Recommendations

The recommendations presented hereafter apply to all the cities with a different level of intensity, according to the problem found and described above.

- Improvement of the living conditions for the population is a fundamental factor in improving the livelihood (proxy using the ICV), which is why much insistence is put on its importance and relevance.
- It is important that the effectiveness of the subsidy allocation process be reviewed, taking into consideration that the requisites to be fulfilled to access the subsidy are strongly linked to the interaction between regional and national authorities, the existence and implementation of housing projects, as well as households' ability to comply with subsidy requirements.
- In order to grant housing subsidies, the capacity of the household to generate income must be considered as well as their ability to cover expenses associated with having title deed in order to avoid procedures where the family may lose their house.
- It is recommended that mechanisms be reviewed in order for the subsidies to focus on more feasible options, such as improving owned housing, subsidizing the purchase of second hand housing, and as a last resort the construction of social housing projects. The latter seems to be the mechanism that takes the longest time and with the biggest barriers to access. Indeed, these projects are sometimes inadequate due to households' inability to gather the remaining sum of money to purchase the property and to maintain it afterwards.
- Mayors' offices deserve recognition for their important effort in extending coverage and access of public services, especially electrical power. However, waste collection, aqueduct, and sewerage system remain a great challenge.
- With respect to housing quality, especially related to the materials used, access to housing improvement subsidies should be increased (together with legal counseling in order to legalize the ownership titles of their housing). In cases where the geological risk is latent, actions to improve the districts' infrastructure should be undertaken and in serious cases,

efforts to relocate households should be further pursued.

- Clear statistics should be collected in order to get a better appreciation of the proportional coverage and access of interventions aimed at solving housing needs. In that sense, the indicators of social housing provided or improved are insufficient. There should also be a breakdown of data relating to the improvement of neighborhoods, relocation due to high risk, legalizing of housing and neighborhoods, among other actions in favor of the displaced population.

#### **4.4.4 PERCEPTION OF FOOD SECURITY AND FOOD ASSISTANCE**

- In this study, an estimate of food consumption is made on the basis of food acquisition, assuming that the household consumes the acquired food (bought, given or donated). The 23 kinds of foods queried in the survey were classified into the following groups: i) Nutritional foods: milk and its derivatives, meat, fish and eggs, pulses and vegetables mixes, ii) Regulating foods: vegetables and fruits and iii) Energy foods: cereals and derivatives, tubers, plantain, sugar and its products, oils and lipids.
- The food groups of greater acquisition (among 90% of the displaced and resident households) in the month prior to the survey were, in general, energy foods: cereals, bread or 'Arepa', sugar, oil and nutritional food: eggs, in both displaced and resident households. Analyzing of acquisition patterns, in more than 80% of the cases, the food is bought by the households, which is consistent with food having been identified as households' most important expense (see Annex No. 3, tables No. 1 and 2).
- The information collected in this study enables one to say that despite the precarious financial situation of the displaced households (which is illustrated in Table No 18), in the cities of Barranquilla, Cartagena, Santa Marta and Sincelejo, more than 65% of the households consume seven or more sub-groups of food. The po-

**Table No. 16 - Diversity of consumption:  
Accumulated % of households that consume  
seven or more food subgroups**

City	% of displaced households	% of resident households
Barranquilla	80%	87%**
Bogota	50%	71%**
Cartagena	67%	76%**
Florencia	40%	59%**
Medellín	51%	63%**
Santa Marta	75%	84%**
Sincelejo	90%	88%
Villavicencio	40%	58%**

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007

verty situation is especially apparent in Florencia, Villavicencio, Medellín and Bogota where only between 40% and 51% of the households manage to consume seven or more subgroups of foods.

- No measurement was made that would enable one to calculate the calorie or protein value of the foods in such a way that information on the quality of the consumed foods could be provided. However, the lower consumption of nutritional foods like chicken, fish, dairy products and fruits could indicate that although the households try to consume a diversity of foods, their consumption is concentrated on those of low price, high calorific value and in general, of a low nutritional value.
- According to survey results, adults in nearly half of the households in Bogota, Sincelejo, Medellín and Villavicencio have less than three meals a day, this percentage increases to more than 60% in Barranquilla, Cartagena, Florencia and Santa Marta. The proportion of households where children eat less than three meals a day is significantly lower, although in neither of the cities is it less than 25%. Additionally, in the majority of households in all the cities, there is a lack of money to buy food and

due to this lack of money they have decreased the number of meals (see Annex No.3 tables No. 3 and 4).

- The food security programs in the majority of cities are carried out through: i) the Colombian Institute of Family Welfare (ICBF) via complementary feeding programs (for school children, preschool children, pregnant and nursing women), ii) the Protracted Relief and Recovery Operations (OPSR as per its Spanish translation) developed jointly by the World Food Program (WFP), Acción Social and the ICBF provide programs to the displaced and vulnerable population using modalities such as food for work, food for training, school and preschool feeding programs and programs for boys and girls under five years of age who present nutritional risks, pregnant and nursing women, iii) community canteens in cities like Bogota and Santa Marta and iv) in some cities, organizations like Pastoral Social, Churches and NGOs, among others, also provide supplementary assistance.
- According to survey results, in the majority of cities around a quarter of the displaced households with boys and girls and/or pregnant or nursing women received food outside the household (not including schools), with twice that number in Bogota (through community canteens, among others) but particularly low in Santa Marta. If, additionally, one considers the food received at schools, then the coverage doubles. As illustrated in Table No. 17, the same trend is observed among resident households. Although the proportion of households is doubled when considering food provided at schools, it does not cover the total number of eligible households, with the exception of Bogota where 94% is reached.
- This assistance decreases the situation of food insecurity in terms of physical access to food but it fails to generate within the households a redistribution of the budget in such a way that resources are freed to cover other expenses taking into account that the most important expense for the displaced households is the one corresponding to food. As Table No 18 shows, the amount of average expenses in displaced households in Medellín, Villavicencio

**Table No. 17 - Share of households with schoolchildren, boys and girls under 5 years of age and/or pregnant women and/or nursing women who receive food aid**

City	Households	Proportion of households who receive food aid	
		Without including food aid received at schools	Including food aid received at schools
Barranquilla	Residents	17,0%	46,0%
	Displaced	12,0%	51,0%
Bogota	Residents	41,0%	83,0%
	Displaced	43,0%	94,0%
Cartagena	Residents	23,0%	53,0%
	Displaced	29,0%	57,0%
Florencia	Residents	16,0%	43,0%
	Displaced	22,0%	44,0%
Medellín	Residents	27,0%	58,0%
	Displaced	18,0%	64,0%
Santa Marta	Residents	7,5%	17,7% **
	Displaced	9,4%	35,5%
Sincelejo	Residents	12,0%	43,0% **
	Displaced	17,0%	51,0%
Villavicencio	Residents	19,0% **	31,0% **
	Displaced	26,0%	38,0%

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007

and Florencia is significantly lower than in the rest of the cities, which is reflected in the consumption limitations previously mentioned.

- Additionally, there are initiatives to improve food security for households where advice is given, as well as seeds and support for establishing “kitchen gardens” in cities like Sincelejo (Secretary of Agriculture and ICBF), Barranquilla (Mercycorp, the European Union, AGRITEC Corporation of the Caribe as the operator of the RESA<sup>38</sup> program and PROTE-

SA program), Bogota (Compartir Foundation and the Mario Santo Domingo Foundation in the framework of Raíces Nuevas-New Roots project) and Santa Marta (in alliance with INCODER).

- In relation with the sustainability criterion, there was no information available on the food assistance with the exception of the ICBF Cartagena who reported that \$348 million pesos (US\$180.8 thousand dollars), was allocated for the total assistance to boys and girls in the first quarter of 2006, which is equivalent to \$300 pesos per person on a daily basis. On the other hand, it was established that in all the cities, based on the interviews carried out, services are provided on a permanent basis.

<sup>38</sup> RESA is the Program of Food Security from Acción Social whose objective is “to generate a change of attitude among vulnerable families or families that have been made vulnerable by the violence, promoting food production projects for self-consumption and strengthening in this manner the main economic activity of the land plot”. <http://www.accion-social.gov.co/contenido/contenido.aspx?catID=202&conID=162>



**Table No. 18 - Average amount of total expenses and percentage allocated to food  
(In thousand of pesos, dollars and %)**

City	Monthly average expenditure of displaced households (in thousands of pesos and dollars)	% of the displaced household expenditures allocated to food	Monthly average expenditures of resident households (in thousand of pesos and dollars)	% of the resident household expenditures allocated to food
Barranquilla	\$ 344,50	58%	\$400,3**	57%
	US\$ 178,96		US\$208,0	
Bogota	\$ 423,50	39%	\$492,8**	42%
	US\$ 220,00		US\$256,0	
Cartagena	\$ 332,10	54%	\$370,8**	54%
	US\$ 172,52		US\$192,6	
Florencia	\$ 278,10	44%	\$358,5**	44%
	US\$ 144,47		US\$186,3	
Medellín	\$ 296,40	47%	\$370,5	45%
	US\$ 153,97		US\$4192,5	
Santa Marta	\$ 378,90	52%	\$447,7**	47%
	US\$ 196,83		US\$232,5	
Sincelejo	\$ 419,20	54%	\$436,7	52%
	US\$ 217,77		US\$226,8	
Villavicencio	\$ 345,50	50%	\$387,8	49%
	US\$ 179,48		US\$201,5	

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007

- In terms of the coordination of food assistance, whose main actors are ICBF, Acción Social and the WFP, the strengths identified are the implementation of the OPSR, the coordination with the Education Secretary for school feeding programs, and in cases like Bogota, the coordination with other institutions that set up community canteens. The adequate coordination contributes to high coverage rates in cities like Bogota and Medellín and to the timeliness, appropriateness and quality of the food assistance. However, there are difficulties associated with the lack of or deficiency of important factors like: i) the functioning of the Committees of Assistance for the Displaced population (CLAIPD or CMAIPD or CDAIPD according to the city) and their thematic working groups effectively acting as forums for communication and reflection and ii) the existence of the PIU as a planning and follow up instrument, among others.
- The qualification of the food assistance carried out based on the results previously presented, is shown in Chart No. 12. In this respect, the following should be mentioned: i) coverage and access to food assistance requires priority attention in Florencia, Santa Marta and Villavicencio, and requires improvements in Barranquilla, Cartagena and Sincelejo, ii) timeliness of food assistance is deemed to work very well, iii) appropriateness requires improvement in Villavicencio, iv) quality requires improvement in Medellín, v) sustainability requires priority attention in nearly all the cities with the exception of Cartagena and vi) coordination requires priority attention in Villavicencio and should be improved in Barranquilla and Cartagena.

Chart No. 12 - Qualification attributed to food assistance

City \ Criterion	Barranquilla	Bogotá	Cartagena	Florencia	Medellín	Santa Marta	Sincelejo	Villavicencio
Coverage and Access	Yellow	Blue	Yellow	Orange	Blue	Orange	Yellow	Orange
Timeliness	Green	Green	Green	Green	Green	Green	Green	Green
Appropriateness	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Yellow
Quality	Blue	Blue	Blue	Blue	Yellow	Blue	Blue	Blue
Sustainability	Orange	Orange	Blue	Orange	Orange	Orange	Orange	Orange
Coordination	Yellow	Blue	Yellow	Blue	Blue	Blue	Blue	Orange

**Note:** colors have the following interpretation:

- Green: works very well
- Blue: works well
- Yellow: requires improvement
- Orange: requires priority attention
- Red: requires immediate attention
- White: implies that the information supplied was not sufficient to qualify the criteria

Source: ICRC-WFP, 2007

## Recommendations

The recommendations presented hereafter apply to all the cities with a different level of intensity, according to the problem found and described above.

- The major challenge to improve food security is the financial limitation of the displaced families. Therefore, policies should be promoted to increase income generating capacities together with other social programs to strengthen food security, decrease hunger and impact households' livelihood in a positive way.
- According to the results of the survey, the displaced households that are aware of the existence of food assistance consider that the type, quality and quantity of the food should be improved.
- Initiatives to generate food for self-consumption should be promoted. This includes initiatives such as vegetable gardens, improving the quality of the food consumed and increasing food security taking into account the food habits of the displaced population.

- Likewise, it is important to improve the level of information on the availability of food assistance programs and on the preparation or use of food that have a low level of consumption although they are cheaper and of a high nutritional value.
- The precise budget for assistance in food security for the displaced population should be clearly specified in order to guarantee the sustainability of the assistance.

### 4.4.5 HEALTH, VACCINATIONS AND SUPPLEMENTING OF MICRONUTRIENTS

This review of healthcare starts with an analysis of the access to the SISBEN program<sup>39</sup>. People classified in SISBEN levels 1 and 2 are potential beneficiaries of the subsidized health coverage. This program was established as a mechanism to

<sup>39</sup> The SISBEN or Beneficiary Selection System (Sistema de Selección de Beneficiarios) "is an instrument that enables classification of persons and families according to their living standard, measured by a number that varies between 1 and 100. This allows for the identification, classifications and selection of potential beneficiaries of social programs subsidies", DNP.

include into the healthcare system (Sistema General de Seguridad Social en Salud-SGSSS) people who do not have the financial capacity to pay the total contribution<sup>40</sup>. In Colombia, 64% of the population is classified in SISBEN levels 1 and 2<sup>41</sup>. It should be stressed however that to be “sisbenizado” means that the person is a potential beneficiary of different subsidies programs but does not imply that the person is necessarily covered by the subsidized health system.

Besides access to SISBEN, the following are the results related to SGSSS, access and use of medical services, medicines, vaccination, development and growth check-ups and provision of micronutrient supplements

- The table No 19 shows the results of the Survey carried out with displaced and resident households. As one can see, the SISBEN coverage among the resident households is higher in comparison with the displaced households. In general, the proportion of “sisbenizados” households is higher than 70% in the case of the residents and higher than 50% in the case of the displaced households, with rates being especially high in Medellín and low in Bogotá.

**Table No. 19 - Percentage of households with SISBEN and households with affiliation to the SGSSS**

City	SISBEN		SGSSS	
	Resident households	Displaced households	Resident households	Displaced households
Barranquilla	85%**	68%	72%**	68%
Bogota	83%**	52%	89%**	61%
Cartagena	91%**	77%	84%**	70%
Florencia	81%**	67%	85%	83%
Medellín	90%**	86%	97%**	91%
Santa Marta	75%**	63%	89%	87%
Sincelejo	72%*	65%	70%	69%
Villavicencio	82%**	61%	93%	91%

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007

- On the other hand, 70% or more of the resident households have a member who is included in the Healthcare System (SGSSS), while in the case of the displaced households lower proportion are presented. Medellín, Villavicencio and Santa Marta are the most noteworthy cases, with respectively, 91% and 87% of the households affiliated to the SGSSS.
- On the basis the interviews with the institutions and the testimonies received at the workshops, it was found that the displaced population does not have any incentives to change their status of “special population”<sup>42</sup> to be admitted into the subsidized regime. With this status of “special population”, this population receives an attention that is better and prioritized, without having to pay a percentage of the cost. If the population get affiliated with a healthcare system like ARS (Administradora del Régimen Subsidiado), the Obligatory Health Plan (Plan Obligatorio de Salud- POS) will be applied.

*“...I would like to remain affiliated because assistance takes priority over all aspects, and we can demand it any where. Secondly, at an ARS appointments have to be made and time is lost. Then you go to the appointment and the security guard asks you why are you coming here? And explaining why takes you some 15 minutes...”*

*Testimony of a displaced leader from the community in Bogotá*

*“If one has the letter confirming to be displaced, there is no problem, while with the ARS one has to get up early and stand in the heat, rain and in many times one does not manage*

<sup>42</sup> The population has health coverage in Colombia through the Healthcare System –i.e. Sistema General de Seguridad Social en Salud-SGSSS) under the i) contribution regime for people who have the capacity to pay contribution costs ii) special regime to which people that are part of the following, are affiliated: Armed Forces, ECOPETROL employees, Republic Bank of Colombia employees (Federal Reserve Bank) and the teachers of the public system, iii) the subsidized regime which covers people who do not have the financial means to pay and who according to the SISBEN survey are classified in levels 1, 2 or 3. The beneficiaries of this coverage have only the right to health services as per the POS and iv) the “vinculado” coverage for poor and highly vulnerable people that are temporarily not part of the other regimes, the costs of this type of assistance are covered by the State (law 100 of 1993).

<sup>40</sup> Article 157 of Law 100/1993, by which the SGSSS is stipulated.

<sup>41</sup> DNP, “The New SISBEN, current situation and perspectives”. Presented in October 2006 by the DNP Director.

*to enter because one gets there only at 11 am.. This did not happen with the displaced letter, I would like someone to help us to hand over the ARS and only be left with the displaced letter”.*

*Testimony of a displaced leader from the community in Villavicencio*

- According to survey results, the demand for medical services is high. As Table No 20 shows, the percentage of households that visited medical personnel in the 12 months prior to the survey exceeds 80% in all the cities except in Florencia. One weakness in the health services is the supply of medicines covered by the POS regime and formulated during the consultation, especially in cities like Barranquilla, Santa Marta and Florencia.
- An analysis was also carried out on coverage and access to vaccination of children between 0 and 10 years of age. For this analysis, the doses to be applied to each age group were taken into account, based on the vaccination table of children and type of vaccination: i.e.

subdivided in complete vaccinations, incomplete or none.

The results in all the cities are very similar with around 90% of the children older than 5 years of age having received complete vaccinations. The lowest coverage is present in the case of measles vaccinations reaching levels of 60% to 70%. No differences are identified between resident and displaced populations (see Annex No. 3 Table No 5).

- Within public health policy regarding disease prevention and health promotion, one of the fundamental aspects is the supply of micronutrients as supplements to children under five years of age and to pregnant or to nursing women. According to survey results, the coverage and access results are as follows: around 80% of the households have received iron, between 50% and 60% have received calcium (with exception of Medellín and Sincelejo where the proportion reaches 80%) and between 50% and 60% have received folic acid (see Annex No.3 Table No 6).

**Table No. 20 - Percentage of households' members that visited a doctor, were hospitalized in the 12 months prior to the survey and received medication**

City	% of household where any of its members visited a doctor in the 12 months prior to the survey		% of households where any of its members was hospitalized in the 12 months prior to the survey		% of households where any of its members received prescribed medication	
	Displaced households	Resident households	Displaced households	Resident households	Displaced households	Resident households
Barranquilla	84%	86%	30%	23%*	47%	50%
Bogota	85%	90%**	33%	23%**	70%	73%
Cartagena	86%	90%	34%	29%	66%	73%**
Florencia	64%	83%**	36%	29%**	51%	67%**
Medellín	83%	79%	26%	20%**	65%	69%
Santa Marta	82%	84%	21%	25%	52%	66%**
Sincelejo	85%	83%	27%	25%	64%	61%
Villavicencio	81%	80%	29%	22%**	59%	59%

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007

- According to the perception of the population that received medical attention of any kind (went to the doctor, was hospitalized during the past year, attended growth and development check-ups, among other visits), around 70% claims to be satisfied with the timeliness, procedures and the attention received. On the other hand, the majority of households where any member visited the doctor or was hospitalized states that their health problem improved or is under control, with no major differences between cities (see Annex No.3 Diagram No. 1 and Table No 7).
- Despite the positive perceptions in relation to health assistance for displaced households gathered in the survey, at the workshops, several concerns were expressed that are associated with deficiencies in the quality of services, the treatment received and the difficulties to make appointments.

*"...I agree with my partner, very poor attention for the displaced population when making an appointment. They make all kinds of excuses: "no, it is not your turn today" even if one is dying, then one dies in front of the door, near the office and no one assists you. They always say: "come back on that day, that is the day for the displaced".*

*Testimony of a displaced from the community based in Santa Marta*

*"At the hospital, the attention provided seems to be good, one has to admit that, but at the ARS I don't know why, but the assistance is deplorable and then to get attention one has to arrive at three in the morning...It happened to us with a neighbor, we arrived at 3:30 in the morning and she had turn number 19 and me I had 20. They just give out 20 turns in the morning and 20 turns in the afternoon. Then as always the friends of the friends arrive and are put in the queue and by the time we realized it we were left out ...."*

*Testimony of a displaced leader based in Villavicencio*

*"It has happened to me that there are six or five guys there, standing in the queue and selling the turns at 10.000 pesos each. There are people who make a living of that, that get up early or sleep there and separate the appointments they can and then charge five, six or even ten thousand pesos, and one gets an appointment for much later".*

*Testimony of a displaced leader based in Sincelejo*

- Furthermore, according to the interviews carried out, in the majority of cities there are difficulties for the Social State Companies'- Empresas Sociales del Estado (ESE) and /or the Subsidized Regime Operators' (ARS) to be able to access the RUPD and verify the status of the population in order to offer them preferential assistance. This situation forces the families to get "endorsements" to prove their condition. In cities like Santa Marta and Barranquilla there are difficulties in renewing contracts with medicine and service providers, which in turn causes delays in services and problems in terms of quality and appropriateness.
- Besides the public service in health, some national and international organizations fulfill an important role in health assistance in different cities. For example, in Cartagena, i) the Mayor's Office has an agreement with Doctors without Borders (MSF Netherlands) through the Institutions Supplying Health Services (IPS) to provide comprehensive health services to displaced populations and in extreme poverty situation, ii) there is support from ASPADECO-International Plan for services in reproductive and sexual health and iii) Profamilia provides comprehensive attention to the displaced population, which ranges from consultation in sexual and reproductive health to specialized doctor visits, including the supply of medicines. In the case of Barranquilla, the population that attended the workshops expressed the importance of counting on an institution like Profamilia for healthcare and provision of medicines.
- On the of sustainability, there is no specific budget for the healthcare of displaced population in the different cities. However, according to the information provided, the cities have to

assist the displaced population with the same resources that they have for the entire population, which generates a great pressure on them and deficiencies in the services provided. For example, according to the Health Secretary of Sincelejo, \$3 billion pesos (US\$1.5 million dollars) are available which have to be divided among 100 thousand “vinculados” which is equivalent to a per capita unit<sup>43</sup> of \$30 thousand pesos (US\$16 dollars). This is significantly lower than the payment unit per capita that is given to the ARS (subsidized regime) whose value is \$220 thousand pesos (US\$114 dollars) on a yearly basis per affiliate.

- In terms of the coordination of health services, where the main participants are the Secretary of Health with its departments of assistance to the population and Acción Social, one of the problems identified is the limited availability of the RUPD information for the institutions that provide the health services. This has a negative impact on the appropriateness of the service as well on the coordination within the institutions that provide health services with respect to the allocation of appointments, among other aspects. Additionally, there are difficulties associated with the lack of important elements such as: i) the functioning of the Committees of Assistance for the Displaced population (CLAIPD or CMAIPD or CDAIPD according to the city) and their thematic working groups effectively acting as forums for communication and reflection and ii) the existence of the PIU a planning and follow up instrument, among other issues.

- The qualification of health services for the displaced population in the eight cities is presented in Chart No. 13. The following stands out: i) in all the cities coverage and access to health should be improved with the exception of Medellín, ii) Cartagena requires priority attention in the timeliness of the health services and in Barranquilla, Bogotá, Medellín and Villavicencio health services requires improvement, iii) in terms of appropriateness of the health service, priority attention is required in Santa Marta and Villavicencio and improvement in the rest of the Cities, iv) the quality of the service should be improved in Barranquilla, Cartagena and Villavicencio, v) the sustainability should be improved in Barranquilla, Bogotá and Florencia and requires priority attention in the rest of the cities and vi) coordination requires priority attention in Cartagena and Villavicencio and improvement in the rest of the cities with the exception of Florencia.

<sup>43</sup> “The direct services are administered by the Health Promotion Companies (Empresas Promotoras de Salud -EPS), of public or private nature. These companies assume the specific services stipulated by the POS through two insuring modalities: not subsidized (“contributivo”) and subsidized (“subsidiado”). In general, the POS is financed with resources that are either of a public nature, through a fixed amount of money that the SGSSS pays to the EPS through the Guarantee and Solidarity Fund (Fondo de Solidaridad y Garantía -FOSYGA): that corresponds to the Payment (Unidad de Pago por Capitación -UPC); per person. The UPC’s payment mechanisms to the EPSs by the SGSSS are different depending of the insuring modality. CARDOSO, Mabel. “Accreditation of the EPSs and the health quality system in Colombia and its cost-benefit relation from the users’ standpoint”. <http://www.monografias.com/tratados11/acredeps/acredeps.shtml>



Chart No. 13 - Qualification of health services

City	Barranquilla	Bogotá	Cartagena	Florencia	Medellín	Santa Marta	Sincelejo	Villavicencio
Criterion								
Coverage and Access								
Timeliness								
Appropriateness								
Quality								
Sustainability								
Coordination								

**Note:** colors have the following interpretation:

Green: works very well	Yellow: requires improvement	Red: requires immediate attention
Blue: works well	Orange: requires priority attention	White: implies that the information supplied was not sufficient to qualify the criterion

Source: ICRC-WFP, 2007

## Recommendations

The recommendations presented hereafter apply to all the cities with a different level of intensity, according to the problem found and described above.

- Actions for adequate, preventive and curative health services are not only the right of the displaced population, but they also enable the latter to increase their chance of enjoying a healthy life that, at the same time, creates the potential to generate survival capabilities, strengthens the ability to rapidly respond to changes (sensitivity), and reinforces the capacity to bounce back and to adapt to their new circumstances (flexibility). These are factors influence the livelihood of the households. Therefore, the suggestion is to move forward with generalizing the SISBEN and the SGSSS coverage. In this sense, it is important to define a strategy that guarantees health services and generates a transition to the subsidized health system.
- It is imperative to raise the awareness and train health sector officials with respect to assistance policies for the displaced population and their social, economic as well as psychological situation.
- From the point of view of preventive health, it is crucial to increase the coverage and access to growth and development check-ups com-

plemented with other social programs such as subsidy programs, comprehensive services and supplementary food programs, among others.

- It is important that the Secretaries of Health (municipal level) continue to seek solutions to improve the poor technological infrastructure, including the internet connections, of their institutions. This is necessary to resolve the problems associated with assigning appointments for doctor visits, as well as managing information linked to the RUPD along with morbidity and mortality indicators.
- The actual budget allocated for the health assistance of the displaced population should be clearly specified, which should guarantee coverage, access and inclusion within the Mandatory Health Plan (POS-Plan Obligatorio de Salud).
- Indicators of the progress made in terms of coverage, access, quality, appropriateness, timeliness, sustainability of the services, and inter-institutional coordination are required in order guarantee the services as well as the follow up and evaluation of interventions.

## 4.4.6 EDUCATION AND EARLY CHILDHOOD ASSISTANCE

- In all the ICV variables on human capital, the proportion of households with a score below the minimum standard is higher among the

displaced population than that of the resident population. The high level of school attendance for primary education in all cities of the study and the high level of school attendance for secondary school in the City of Medellín

are two particularly noteworthy points highlighted in Table No. 21. However, the biggest issue is the low schooling level of the head of household, which is the most critical factor in all the cities.

**Table No. 21 - ICV score per variables of human capital, and percentage of households below the minimum standard for displaced and resident households**

City	Variables	Average score for displaced persons	Average score for residents	ICV minimum score	Percentage of displaced households below the minimum	Percentage of resident households below the minimum
Barranquilla	Educational level of the head of the household	4,96	6.38**	9.4	71%	64%
	Educational level >12 years	8,60	9.68**	9.6	23%	12%**
	School attendance of youth 12-18	3,52	4.17**	5.66	43%	26%**
	School attendance of children between 5 and 11 years	8,15	8,33	5.69	4%	1%**
Bogota	Educational level of the head of the household	5,31	6.79**	9.4	76%	61%**
	Educational level >12 years	8,93	9.96**	9.6	15%	8%**
	School attendance of youth 12-18	3,68	4.33**	5.66	42%	22%**
	School attendance of children between 5 and 11 years	8,13	8.77**	5.69	5%	1%**
Cartagena	Educational level of the head of the household	5,70	6.84**	9.4	66%	55%**
	Educational level >12 years	8,99	9.83**	9.6	12%	10%
	School attendance of youth 12-18	3,74	4.04*	5.66	38%	33%*
	School attendance of children between 5 and 11 years	8,43	8.55**	5.69	3%	1%**
Florencia	Educational level of the head of the household	4,95	6.14**	9.4	78%	66%**
	Educational level >12 years	8,50	9.36**	9.6	15%	14%
	School attendance of youth 12-18	3,77	4.14**	5.66	38%	31%**
	School attendance of children between 5 and 11 years	8,11	8.57**	5.69	4%	1%**
Medellín	Educational level of the head of the household	4,80	5,57	9.4	91%	85%
	Educational level >12 years	7,94	8,75	9.6	31%	21%
	School attendance of youth 12-18	4,47	4,53	5.66	23%	21%
	School attendance of children between 5 and 11 years	6,80	6,20	5.69	20%	12%
Santa Marta	Educational level of the head of the household	5,83	7.67**	9.4	65%	41%**
	Educational level >12 years	9,05	10.49**	9.6	18%	5%**
	School attendance of youth 12-18	3,73	4.16**	5.66	40%	32%**
	School attendance of children between 5 and 11 years	8,31	8,46	5.69	1%	1%
Sincelejo	Educational level of the head of the household	5,10	6.07**	9.4	74%	64%**
	Educational level >12 years	9,25	9,52	9.6	16%	13%*
	School attendance of youth 12-18	3,62	3,90	5.66	40%	37%
	School attendance of children between 5 and 11 years	8,29	8,43	5.69	1%	1%
Villavicencio	Educación jefe del hogar	5,64	6,24	9.4	75,60%	67%**
	Educational level >12 years	8,94	9.29**	9.6	18%	15%
	School attendance of youth 12-18	3,56	4.19**	5.66	40,40%	31%**
	School attendance of children between 5 and 11 years	8,17	8,36	5.69	3%	1%**

Source: ICRC-WFP, 2007

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Table No. 22 - Percentage of resident and displaced households with an illiterate member, per age groups

City	Age Groups	% of resident households with an illiterate member	% of displaced households with an illiterate member	% of displaced female headed households with an illiterate member	% of displaced male headed households with an illiterate member
Barranquilla	13-17 years	5,0%	5,0%	5,4%	4,8%
	18 or older	16,2%	27,7%**	24,0%	29,3%
Bogota	13-17 years	1,7%	0,9%	1,6%	0,3%
	18 or older	10,3%	18,4%*	19,9%	15,4%
Cartagena	13-17 years	4,8%	8,1%	12,3%	5,7%
	18 or older	17,7%	25,5%**	26,2%	25,3%
Florencia	13-17 years	3,0%	3,0%	4,0%	2,0%
	18 or older	16,1%	22,5%	19,0%	19,0%
Medellín	13-17 years	3,0%	3,0%	5,2%	0,8%
	18 or older	19,0%	22,0%	18,9%	23,9%
Santa Marta	13-17 years	3,0%	7,0%	6,0%	7,4%
	18 or older	7,0%	22%**	23,0%	21,0%
Sincelejo	13-17 years	1,0%	4,0%	3,0%	4,0%
	18 or older	22,0%	30%*	28,0%	32,0%
Villavicencio	13-17 years	3,0%	2,0%	0,0%	4%*
	18 or older	12,0%	18%**	22,5%	15,4%*

Source: ICRC-WFP, 2007

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

- It should be underlined that the low schooling level of the heads of displaced households and that of adults in general, has an impact on aspects associated with the assistance process. This includes aspects such as filing the declaration, requesting assistance, understanding how to access services, completing any documentation or required procedures, as well as their possibilities of finding employment or starting a business in order to generate a sustainable income in an urban environment.
- The adult illiteracy level is high in all cities assessed, being especially critical among the displaced population in Medellín, Sincelejo, Barranquilla and Cartagena, as highlighted in Table No. 22. In all the cases, the share of households with illiterate adults is higher among displaced households when compared with resident households. When analyzing the percentage of households where all members are literate, it was found that the lower percentage is present among displaced households in Bogota and Villavicencio (3% respectively) and the larger in Florencia (10%) and Cartagena (8%).
- According to the survey results, primary school attendance among the resident population is higher than 95% and is higher than 85% among the displaced population (with the exception of Medellín which is 81%). For reference purposes, it should be stated that the average national school attendance for those between 7 and 11 years of age in urban areas is 93.9%<sup>44</sup>.
- In secondary school, attendance is considerably lower, which is a general trend in Colombia. According to the 2005 census, school attendance nationally goes from 93.9% in primary school to 82.8% in secondary school. However among the displaced and resident population in all the cities, the coverage decreases between 15 and 20 points when com-

44 DANE- Results on education from the 2005 census. [http://www.dane.gov.co/censo/files/boletines/bol\\_educacion.pdf](http://www.dane.gov.co/censo/files/boletines/bol_educacion.pdf)

paring primary and secondary school, this phenomena being more critical in Cartagena and Medellín, as illustrated in Table No 23.

- The main reasons for those who currently do not attend school but should be doing so given their age, are the need to help at home and the high cost of education (for those who pay school registration fees and the cost related to the daily attendance such as uniforms, materials, books, transport, etc.). These results were confirmed at workshops with the displaced community. One has to highlight that, according to the survey results in Bogotá, pregnancy is an important reason for not attending school.

*"Most of the time the kid has to be sent to school without a snack or for example the child has to make photocopies and doesn't have the \$500 pesos (US\$0.26 dollars) to do so. In those cases, the father or mother then decides not to send him or her back to school, because they simply don't have money for the snack or to make the copies, resulting in the kid failing subjects ..."*

*Testimony of displaced man from the community based in Sincelejo*

*"Sometimes the school sends children back home because they don't have the uniform and other times the teacher asks me to come to school to tell me that it is better for my children not to go to school again if they don't have all the school books ... but you know that book costs something like \$35 thousand pesos (US\$18.18 dollars) and that is only one child and I have three... and then the children feel bad and prefer not to go".*

*Testimony of a displaced woman from the community based in Bogota*

*"...in my case, I am a widow because my husband was killed, the eldest child who is 14 plays the role of the adult person, because I have three more children".*

*Testimony of a displaced leader based in Florencia*

- In the cases of Santa Marta and Barranquilla, given the budget problems faced by the municipality (in accordance with law 550) institutional interviews revealed access barriers associated with school directors who refuse receiving students who would not pay school registration fees because the schools do not receive any compensation from the municipality. Ac-

**Table No. 23 - Percentage of boys and girls who attend school, per age groups: among resident and displaced population**

City	Age groups	Displaced	Residents	Displaced households with a woman as head of household	Displaced households with a man as head of household
Barranquilla	Between 7-11 years	90,0%	97.5%**	81,6%	93.2%*
	Between 12-17 years	72,0%	76,0%	72,7%	71,6%
Bogota	Between 7-11 years	87,2%	98.8%**	88,0%	84,6%
	Between 12-17 years	64,7%	83.07%**	71,0%	79,4%
Cartagena	Between 7-11 years	88,9%	97.8%*	93,0%	72,0%
	Between 12-17 years	61,5%	79.9%**	64,4%	54,9%
Florencia	Between 7-11 years	90,2%	98.02%**	88,3%	93,0%
	Between 12-17 years	66,0%	84.6%**	59,0%	72,5%
Medellín	Between 7-11 years	81,2%	95.85%**	81,0%	81,4%
	Between 12-17 years	62,5%	74.54%**	62,3%	62,8%
Santa Marta	Between 7-11 years	96,0%	98,0%	96,0%	96,0%
	Between 12-17 años	74,0%	77,0%	71,0%	79,0%
Sincelejo	Between 7-11 years	97,8%	97,4%	97,0%	100,0%
	Between 12-17 years	80,3%	81,6%	75,5%	90.15%**
Villavicencio	Between 7-11 years	93,1%	97,8%	88,7%	95,1%
	Between 12-17 years	64,8%	81,1%	68,1%	62,4%

\* Difference established with a 90% confidence interval

Source: ICRC-WFP, 2007

\*\* Difference established with a 95% confidence interval

cording to Santa Marta's local human rights office (the Personería): *"Here the following happens:: the Municipality does not compensate the school for receiving a displaced child, If your school has 300 students and a total income from the registration fee of approximately \$200 million (US\$103.9 thousand dollars) per year to pay all the utility services, improvement for the facilities and other repairs, then if you have 250 displaced children that pay zero by law and no one compensates you for that, as a school director you don't accept them".*

- On the other hand, attendance at daycare or kindergarten facilities varies between 30% and

**Table No. 24 - Percentage of households with boys and girls who attend a kindergarten or day care institution**

City	% of displaced households	% of resident households
Barranquilla	53,0%	60,0%
Bogota	29,0%	45,0%**
Cartagena	42,0%	48,0%
Florencia	31,0%	31,0%
Medellín	31,0%	41,0%**
Santa Marta	39,0%	37,0%
Sincelejo	60,0%	61,0%
Villavicencio	31,0%	36,0%

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007

60% depending on the city, being higher in Sincelejo and Barranquilla, (See Table No 24).

- In all cities, there are school allowances with different levels of coverage and access. In the case of the school registration fee subsidy, there is a school registration fee exemption for the population registered as displaced in all cities. Similarly, there are also allowances for school materials, uniforms and transport, among others. Table No 25 presents the proportion of households with boys and girls that attend schools and that receive school support in kind. As one can see, the aid with the most coverage and access is the school registration fee subsidy, especially in Cartagena, Villavicencio and Sincelejo. Also significant are the allowances for school materials, uniforms and others in cities like Florencia, Sincelejo and Bogota.
- In all the cities at least 40% of the households with boys and/or girls who attend school received food, with exception of Villavicencio where the proportion is just 20%<sup>45</sup>. Bogota and Medellín stand out with coverage higher than 70% (see graphic No. 3).

<sup>45</sup> There is no statistically significant difference between the resident and displaced population.

**Table No. 25 - Percentage of households with boys and girls who attend schools or day care institutions and that receive school support other than food**

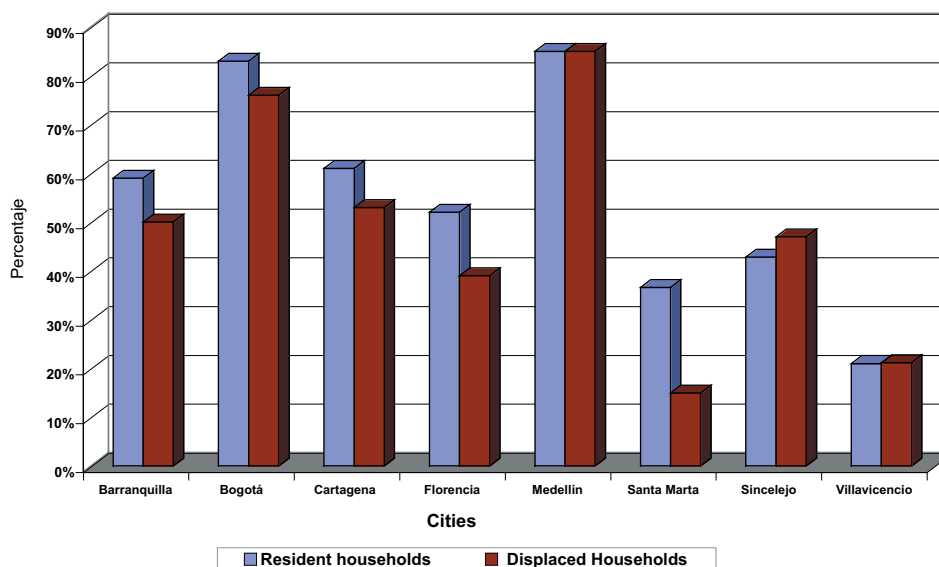
City	Support in kind like materials, uniforms, psychological assistance and transport		School registration fee subsidy	
	Resident households	Displaced Households	Resident households	Displaced Households
Barranquilla	30%	36%	65%	60%
Bogota	43%	47%	17%	19%
Cartagena	43%	39%	29%**	83%
Florencia	23.5%**	45.7%	26%**	50%
Medellín	18.7%**	32%	14%**	35%
Santa Marta	40%	40%	6%**	32%
Sincelejo	23%**	51%	17%**	68%
Villavicencio	37%	44%	72%**	65%

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007

**Graph No. 3 - Percentage of the households with boys and / or girls who receive food assistance at schools or day care**



Source: ICRC-WFP, 2007

- Mention should be made of the additional efforts made with respect to programs for: i) the leveling of students who are over the average student age in their class<sup>46</sup> or who are outside the education system, ii) education for adults (for example, under agreements with CAFAM<sup>47</sup>) in nearly all the cities, iii) music and performance training (BATUTA), iv) transport free of charge (for example in Medellín), v) educational models that are flexible (for example in Santa Marta), vi) supply of school kits (for example in Cartagena) and vii) agreements to execute home schooling programs for primary and secondary school for vulnerable or displaced populations (Cartagena), among others.
- Programs such as the one carried out by the Norwegian Refugee Council in Santa Marta should be highlighted for their projects targeting children along with displaced and

unschooled youths. These projects have been approved by the Ministry of Education and are the leading programs for school assistance among displaced and vulnerable populations. Other significant efforts are the strategic alliances and agreements between Bogotá's Secretary of Education and social organizations, such as Colombia's National Indigenous Organization (ONIC -Organización Nacional Indígena of Colombia), that seek to broaden the differentiated focus along ethnic lines in terms of school services.

- The efforts to increase the awareness and training of teachers in cities like Sincelejo should be recognized where, with ACNUR and Option Legal's support, work is being carried out to increase the level of understanding of problems associated with forced displacement and improve attention to this population.
- In the majority of cities, additional help has been provided in the educational sector due to agreements with the private sector, national and international organizations. In general, the municipal Secretaries of Education play a dynamic role within the CLAIPD and thematic

<sup>46</sup> The overage (above class average age) refers to the situation where a student attends a class where the average age is lower than his. For example, it is expected that boys and girls between 7 and 11 years of age attend classes of primary education, if the student is older than 11 years of age and attends these classes, this is then considered overage.

<sup>47</sup> Family Benefit Fund (Caja de Compensación Familiar-CAFAM)



Chart No. 14 - Qualification attribute to Education and early childhood assistance.

City \ Criterion	Barranquilla	Bogotá	Cartagena	Florencia	Medellín	Santa Marta	Sincelejo	Villavicencio
Coverage and Access	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Timeliness	Blue	Green	Blue	Green	Green	Green	Green	Blue
Appropriateness	Yellow	Blue	Blue	Blue	Blue	Blue	Blue	Yellow
Quality	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Sustainability	Orange	Orange	Orange	Orange	Orange	Orange	Yellow	Orange
Coordination	Orange	Green	Orange	Blue	Green	Yellow	Yellow	Orange

**Note:** colors have the following interpretation:

Green	Green: works very well	Yellow	Yellow: requires improvement	Red	Red: requires immediate attention
Blue	Blue: works well	Orange	Orange: requires priority attention	White	White: implies that the information supplied was not sufficient to qualify the criterion

Source: ICRC-WFP, 2007

working groups, and their work is remarkable in cities like Bogotá, Medellín and Florencia. These are all issues that directly contribute to the better coordination of the education services.

- However, problems have also been identified with respect to the coordination of education assistance between the Secretary of Education, schools and Acción Social. The difficulties include access to the RUPD for the process of exempting school registration fees and the coordination among the municipal Secretary of Education and the schools to ensure compliance with regulations that cover the registered displaced population. Additionally, there are difficulties associated with the lack of important elements such as: i) the Committees of Assistance for the Displaced Population (CLAIPD or CMAIPD or CDAIPD according to the city) and their thematic working groups effectively acting as forums for communication and reflection and ii) the existence of the PIU as a planning and follow-up instrument, among others.
- Based on the information collected, it was not possible to distinguish the budget for education services in order to look at the

sustainability criteria. However, the education services have been provided on a permanent basis, with access limitations in some cities.

- The qualification of education services is presented in Chart No. 14. The following should be highlighted: i) coverage and access requires improvement in all the cities, especially for secondary school, ii) timeliness is considered to work well or very well depending on the city, iii) the appropriateness of education assistance requires improvement in Barranquilla and Villavicencio, iv) quality<sup>48</sup> is considered to work well, iii) sustainability requires priority attention in all the cities and improvement in Sincelejo and iv) the coordination requires priority attention in Barranquilla, Cartagena and Villavicencio and improvement in Santa Marta and Sincelejo.

### Recommendations

The recommendations presented hereafter apply to all the cities with a different level of intensity,

<sup>48</sup> No assessment was performed on the quality of education in terms of curricular review or school performance. The assessment was limited to perceptions of quality by the households whose members attend a school and information supplied at workshops with the displaced community.

according to the problem found and described above.

- An urgent intervention is required to increase the literacy and schooling level of displaced adults (with a special focus on the afro Colombian and indigenous population), which could be included as a part of the psychosocial guidance that is offered from the very moment the emergency humanitarian assistance is provided. In the case of households with boys and girls attending school, processes such as “parent school” and agreements like the one with CAFAM should be used to work on literacy teaching.
- School attendance in primary and especially in secondary school still presents great challenges in terms of coverage and access. Work should be carried out on eliminating barriers such as the ones related to the cost of school materials, uniforms, transport, and in many cases even the school registration fee, for which this population should not be charged. Households prefer to renounce to the exemptions in order to avoid discrimination at school. In order to avoid this phenomenon, actions geared at raising the awareness of the teachers and school directors should be further pursued and reinforced in such a way that they know displaced people’s rights, the obligations of institutions and reflect on solutions to overcome budget difficulties.
- The coverage and access to nutritional and food support for children in schools should be increased. This is essential, not only for their health and development but also for an adequate school performance.
- The budget for education assistance for the displaced population should be clearly specified in order to guarantee coverage, access and use of the all the spaces (“cupos”) allocated to this population.
- Indicators are required to report on the progress made in coverage, access, quality, appropriateness, timeliness, sustainability of the services, and inter-institutional coordination in order to guarantee the services as well as the follow up and evaluation of interventions.

#### 4.4.7 TRAINING, SUBSIDY PROGRAM AND SUPPORT PROGRAMS FOR INCOME GENERATION

Developing capabilities to generate a sustainable income is the essential means to reach a better livelihood. Therefore, this is a priority theme when analyzing the assistance and services for the displaced population. In this sense, the following are the results associated with poverty indicators and income derived from labor activities, vocational training, and support from the ‘Families in Action’ and Economic Aid Program (PAE). how was it written above

- The results offered in this study, in terms of the ICV and the proportion of households below the extreme poverty line, confirm assertions of other studies regarding poverty among the displaced population: i.e. *“The displaced people, the poorest among the poor”*<sup>49</sup>. Additionally, the average income received by the working members of a displaced household is significantly lower than the one of working members of resident households, as the following table shows.
- As Table No 26 shows, the average income of the working members<sup>50</sup> in a displaced household, which is lower in comparison to the average income of the resident households in all the cities. This being especially low in Medellín and Florencia. On the other hand, the patrimony of the displaced households, measured as the total value of their current possessions, reaches in the best case \$7 million pesos for the city of Sincelejo, while in cities like Medellín and Barranquilla is between \$1.8 and \$2.1 million pesos, respectively. The value of the possessions of the displaced households turns out to be always lower than the one reported by the resident households.
- Even worse is the case of households with a woman as head of household, where those members working report an average monthly income for their main activity lower than the

<sup>49</sup> WFP, World Food Program Magazine, Colombia 2006. Page 9

<sup>50</sup> Population economically active that indicate to be working or, even if disabled, to have a job.

**Table No. 26 - Average income of the working members of a household and patrimony of displaced and resident households (thousands of pesos, US, %)**

City	Average income of the working members of a displaced household (thousands\$ and US\$)	Average income of the working members of a resident household (thousands\$ and US\$)	Difference of average income between displaced and resident households	Average income of the working members of a displaced female head of households (\$ thousands of pesos)	Value of the patrimony of displaced households (millions of pesos \$, thousands of US\$)	Value of the patrimony of resident households (millions of \$, thousands of US\$)
Barranquilla	\$272 US\$141	\$326** US\$169	20%	\$228 US\$118	\$2.1 US\$1.1	\$5.4** US\$2.8
Bogota	\$316 US\$164	\$401** US\$208	27%	\$307 US\$160	\$4.6 US\$2.4	\$7.6** US\$3.9
Cartagena	\$260 US\$135	\$304** US\$158	17%	\$202 US\$105	\$4.4 US\$2.3	\$7.0** US\$3.7
Florencia	\$233 US\$121	\$310** US\$161	33%	\$203 US\$105	\$4.0 US\$2.1	\$7.7** US\$3.5
Medellín	\$237 US\$123	\$332** US\$172	40%	\$205 US\$106	\$1.8 US\$0.9	\$5.45** US\$2.8
Santa Marta	\$269 US\$139	\$342** US\$177	27%	\$196 US\$102	\$5.1 US\$2.6	\$7.3** US\$3.8
Sincelejo	\$286 US\$148	\$315 ** US\$163	10%	\$225 US\$117	\$7.06 US\$3.7	\$9.38** US\$4.9
Villavicencio	\$299 US\$155	\$374** US\$194	25%	\$248 US\$129	\$3.8 US\$1.97	\$9.4** US\$4.9

The differences are statistically significant at 95%

Source: ICRC-WFP, 2007

working members of households headed by men. One has to take into account that more than 90% of the women heading households do not have a spouse (with exception of Medellín where that proportion is 82%).

- The SENA is the institution in charge of training and counseling the displaced population that is economically active. In general, they work around three axis of action: occupational guidance, professional training/ education and advisory assistance for productive projects. In the majority of the cities, the SENA has adjusted its opening hours, service points and topics to cater to the needs of the displaced population and participates actively in the SNAIPD.
- According to the survey results, in the best of cases coverage and access of displaced households to training programs is 20% (see table No. 27). However, in the majority of cases, the beneficiaries of this assistance were satis-

fied in terms of the training effectiveness in helping them to find a job, to improve their self-esteem, and to a lesser degree to improve their business.

**Table No. 27 - Percentage of the households who have access to training: displaced and resident households**

City	% of displaced households	% of resident households
Barranquilla	16%	20%
Bogota	17.3%	12%*
Cartagena	16%	16%
Florencia	14%	17%
Medellín	11%	8%
Santa Marta	17%	19%
Sincelejo	20%	13,2%*
Villavicencio	18%	10,9%**

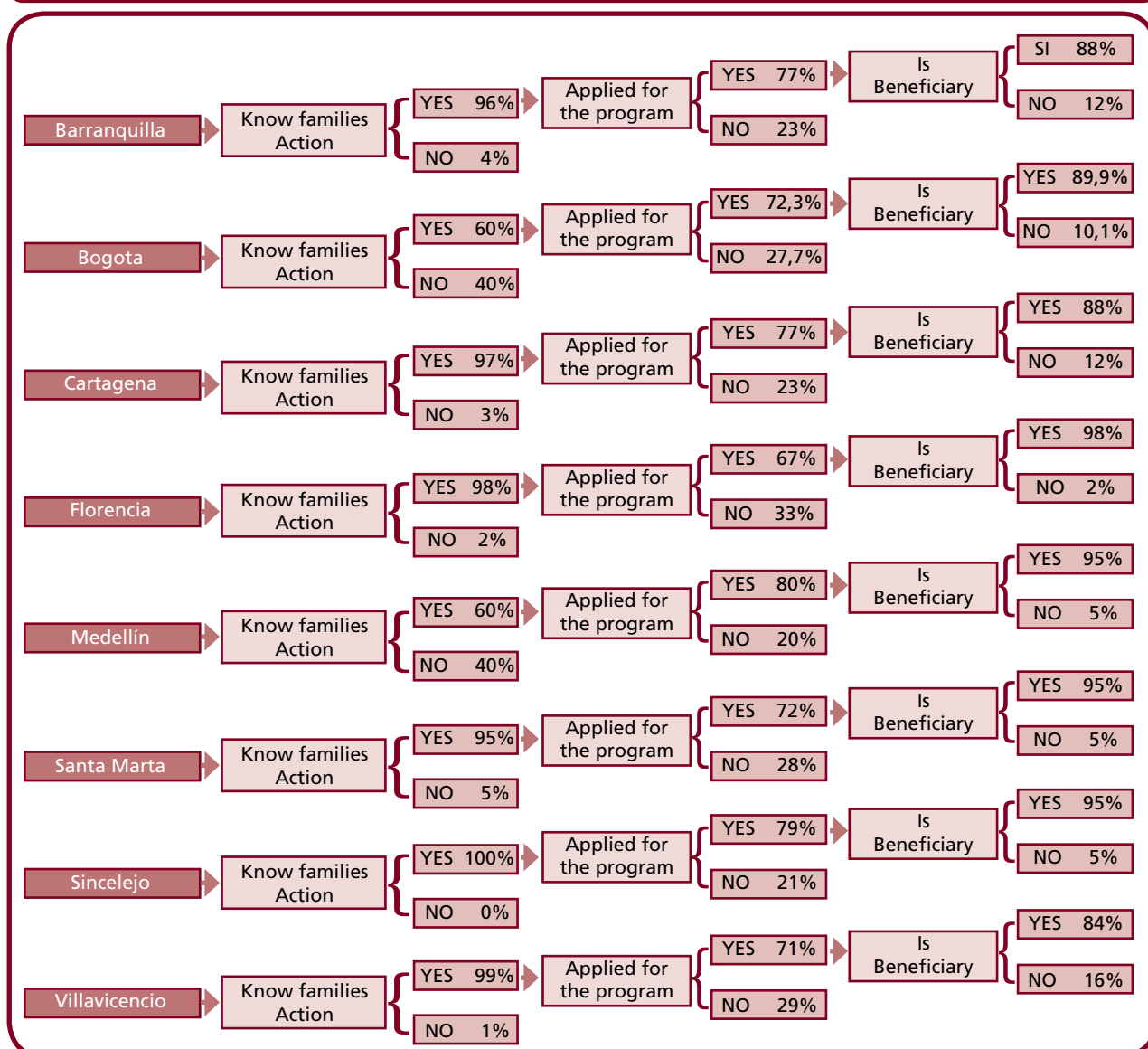
\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007

- The SENA of the respective cities have identified that one of the main barriers for the displaced population to attend training is the urgency to meet daily living expenses. Therefore, in some cases the SENA has managed to supplement its programs with food, and transport allowance, among other allowances.
- The Families in Action Program is a subsidy program that supplements family income. This program has been operating in the eight cities covered by this study since 2005 with emphasis on the displaced population. According to the information supplied by the different Mayor's Offices, which supervise the program locally, they have managed to fill between 50% and 70% of their quota for the program. For example, in Medellín, they expected to register around 12 thousand families and up until December 2006 there were five thousand beneficiaries, in Bogotá around 40% of the spaces are covered, in Sincelejo 57% and in Barranquilla 44%.
- According to the survey results, nearly all the displaced registered households know about the Program, however, only 75% of the eligible population applied. Of the total that applied, in nearly all the cities, more than 80% become beneficiary (see Diagram No. 5).

**Diagram No. 5 -Access to the "Families in Action" Program, Registered Displaced Households**



Source: ICRC-WFP, 2007

- In the workshops the following problems were mentioned with regards to the 'Families in Action' Program: i) the low amount of subsidies versus the cost of transportation, ii) the requirement that education, growth and development check-up certificates be presented iii) the access barriers associated with the short time span to apply for subsidies and iv) the existence of intermediaries, among others.

*".....every 2 months they give that little help, ....., people pay 4 bus fares and they have to go 3 or 4 times, they spend more than that amount of money and maybe the child receives those \$14 thousand (US\$7.27 dollars) which are not even enough for a Tampico juice every day. However, they give reinserted former fighters either \$700 thousand pesos (US\$363 dollars), \$800 thousand peso (US\$415.6 dollars) or \$1.000.000 (US\$519.5 dollars). It is very sad you know, very sad. Then they give you now the two months, no, they didn't give you! ".*

*Testimony of a displaced leader from Medellín*

*"The invitations to apply for subsidies are done very quietly here; when the notification is there, it is not disclosed to the entire population...."*

*Testimony of a displaced person from the community based in Santa Marta*

- Within the Acción Social-CHF framework agreement through which the Support Program to the displaced population is implemented, there are two support mechanisms for income generation: i) within the PAHU, financial incentives are offered which consist of a sum of approximately \$280 thousand pesos (US\$145 dollars ) that is allocated per family and generally invested in small businesses ii) through the Financial Assistance Program (PAE) funds are granted (an average of \$1.2 million pesos which corresponds to US\$623 dollars) according to the type of the assistance provided and within the framework of psychosocial assistance, with a focus on occupational guidance.
- The PAE started as of mid 2005. Given its initial implementation phase, its coverage and access have been low. This is confirmed by the survey results, which indicate that in the best of cases the program is known by 10% of the population.
- The work and coordination efforts carried out in some cities have to be underlined, with efforts having been made to promote the involvement of public and private players as well as national and international organizations. For example, in the case of Sincelejo, Acción Social has established communication and coordination channels with the UAO to carry out the program 'Families in Action'. It has alliances with the SENA, with the Unidad Municipal de Asistencia Técnica Agropecuaria (UMATA), with Profamilia, with the Secretary of Health and the Secretary of Education to generate support networks. Whereas in the case of Bogotá the "Entrepreneurs Without Indifference Program" (Empresarios sin Indiferencia) ensures that vocational trainings are designed in coordination with market opportunities.
- However, problems with respect to the coordination of income generating programs have also been identified. These include difficulties to access the RUPD in the admission process to training programs, difficulties in obtaining school attendance, growth and development control check up certificates for the effective payment of the 'Families in Action' subsidy, the coordination in the payment process of the 'Families in Action' subsidy and coordination difficulties linked to implementation of the PAE. Additionally, there are difficulties associated with the absence of important elements such as: i) the Committees of Assistance for the Displaced Population (CLAIPD or CMAIPD or CDAIPD according to the city) and their thematic working groups effectively acting as forums for communication and reflection ii) the existence of the PIU as a planning and follow up instrument, among others.
- On the basis of the information provided by the institutions in the cities that contribute to this issue, it was impossible to come up with a comprehensive budget. On the other hand, SENA's assistance is rendered on a permanent basis, while the PAE is provided according to quotas and the fulfillment of requirements,

Chart No. 15 - Qualification assigned to assistance for generation of income

City \ Criteria	Barranquilla	Bogotá	Cartagena	Florencia	Medellín	Santa Marta	Sincelejo	Villavicencio
Coverage and Access	Red	Red	Red	Red	Red	Red	Red	Red
Timeliness	Red	Red	Red	Red	Red	Red	Red	Red
Appropriateness	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Quality	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Sustainability	Yellow	Orange	Red	Red	Red	Yellow	Orange	Red
Coordination	Orange	Yellow	Orange	Yellow	Yellow	Yellow	Yellow	Orange

**Note:** colors have the following interpretation:

Green: works very well	Yellow: requires improvement	Red: requires immediate attention
Blue: works well	Orange: requires priority attention	White: implies that the information supplied was not sufficient to qualify the criteria

Source: ICRC-WFP, 2007

whereas in the case of Families in Action assistance is provided depending on available spaces.

- This is one of the critical issues in all the cities, as illustrated in Chart No. 15. In that respect the following should be highlighted: i) the coverage, access and timeliness for income generation programs require immediate attention in all the cities, ii) the appropriateness and quality of these programs require improvement, iii) the sustainability requires immediate attention in Cartagena, Florencia, Medellín and Villavicencio and requires priority attention in Bogota and Sincelejo and improvement in Barranquilla and Santa Marta and iv) the coordination requires priority attention in Barranquilla, Cartagena and Villavicencio and improvement in the remaining cities.

### Recommendations

The recommendations presented hereafter apply to all the cities with a different level of intensity, according to the problem found and described above.

- Within this topic, there is a need to consider actions supporting entrepreneurial development and increasing the employability of displaced households while involving the private sector, taking into consideration the vocation, will and capacity of the household members.
- This is an appropriate moment to work on the design and implementation of alliances between the public and private sector, given the macro economic context of growth and growth perspectives in the near future, with the important development and disclosure pertaining to the social responsibility that Colombian companies must have. To that effect, the most dynamic sectors of the city should be taken into account, where the entrepreneurial/business activity can generate larger synergies, either for employment or for outsourcing. Each sector's potentials in each city should be taken into account in order to work specifically with those sectors.
- A gender focus should be taken into account when analyzing assistance policies for income generation. As highlighted previously, 90%



of women headed households do not have a spouse (with exception of Medellín where it is 82%), on average working members of female headed households earn less income, and they are the households where the largest relative poverty is found. Given the structure of these households, the women that head them face certain limitations with regards labor and entrepreneurial development. Therefore, comprehensive assistance interventions that include alternatives for the care of the children should be considered. As for example, one should complement vocational training programs, apprenticeships and job opportunities with access to assistance services for the children.

- It is important for the SENA to continue its efforts in identifying the needs and in adjusting its offer to this population. The provision of food as it has been doing in several cities through various agreements and joining efforts with Acción Social ('Families in Action' Program), and the focus on psychosocial assistance (not just with an occupational emphasis) have proven to be instrumental in mitigating the need to seek daily subsistence and therefore improves displaced households access to training processes geared at economic stabilization. Problems linked to illiteracy (either total or functionally illiterate) and the low level of schooling of this population should also be kept in mind when adapting programs.
- The coverage and access figures in respect of the subsidy program "Families in Action" reflect that there is plenty of work pending by the cities in 2007 in the search to increase the coverage of the population under the condition of displacement that is registered and eligible for the program. This task requires a review and measures to eliminate the access barriers associated with the disclosure of the program and the generation of incentives to participate, among others.

#### **4.4.8 PROTECTION OF RURAL ASSETS ABANDONED DUE TO FORCED DISPLACEMENT**

Although this topic generally encompasses the protection of assets or abandoned patrimony, this study is limited to review the protection of

rural land that was abandoned due to forced displacement.

- The protection of rural land is a mechanism that claims to secure the land that the displaced population has been forced to leave behind so that they can contemplate returning in the future or recuperate the value of their land by selling it. It must be stressed that these abandoned assets were the households' capital and in that sense represented family's contingency savings. The assets also provided the basis on which to build one's future, promote the development of human capital and of other assets. Furthermore they represented the safety net when needing to undertake risks, a source of empowerment, a means to increase social influence and political participation as well as contributing to children's wellbeing by being passed on from generation to generation<sup>51</sup>.
- The government has to be recognized for the extensive research carried out on this issue. A theoretical framework has been created, detailed manuals and procedures have been published, but, in practice, the situation continues to be ineffective.
- According to the survey results presented in Table No. 28, more than 40% of the households report having had to abandon their land. This share of such households is particularly high in Florencia and Villavicencio where the percentages are respectively 67% and 65%. In all the cities, the share of households who stated having had to abandon their house is much higher than those who stated having had to abandon land. Medellín is a particularly noteworthy case with 85% of such households.
- Of the households that abandoned their land, only 50% filed a declaration to that effect. In general, those who file claims do so with the institutions of the Public Ministry. Of the households that have filed a claim, in cities like Barranquilla, Bogotá and Santa Marta, 25% state that their lands are "frozen", and in Sincelejo it reaches 48%. In contrast, in cities like Cartagena and Florencia not one household

<sup>51</sup> SHERRADEN, Michael. "Assets and the Poor: A New American Welfare Policy". Armonk, NY: M.E. Sharpe. 1991.

**Table No. 28 - Percentage of displaced households who stated having had to abandon assets, according to the type of asset**

City	Land	Housing	Furniture	Livestock	Others
Barranquilla	42%	70%	66%	70%	2%
Bogota	49%	66%	83%	58%	65%
Cartagena	51%	75%	73%	67%	2%
Florencia	67%	75%	33%	49%	1%
Medellín	62%	85%	70%	50%	20%
Santa Marta	31%	55%	71%	60%	1%
Sincelejo	57%	73%	77%	56%	1%
Villavicencio	65%	73%	79%	53%	1%

Source: ICRC-WFP, 2007

stated that its land was frozen. In these cities, the majority of the households responded that their lands are abandoned or in the hands of those who displaced them.

- The displaced households that did not declare the land that they abandoned argue that they did not do so mainly due to ignorance about the process. Furthermore, they did not know

where to file the declaration, they lacked title deeds, they did not want to file a claim or feared doing so, as illustrated in Table No 29.

- In workshops with the displaced community, in all the cities, the reasons for not filing a claim for abandoned land were discussed in depth. It was found that the lack of information or interest and doubts about the process are the main causes.

*"I was never asked about my land, never. I was asked if I had lost a loved one, and if I wanted to report it at the Attorney General's Local office and that's it. I was not asked about any land or anything"*

*Testimony of a participant from group of women heads of households in Sincelejo*

*"I believe that the INCODER should have special TV and radio programs to tell people what to do ... of course, not only information, but also actions because otherwise, we don't do anything. May they inform but also act as they should"*

*Testimony of a participant from the group of men head of households in Medellín*

**Table No. 29 - Percentage of households that abandoned their possessions and did not file a declaration claim, according to the reason for not filing a claim**

City	Did not know he/she could file a claim	Did not know where to file a claim	Fear	Did not have title deeds	Did not want to file a claim	Does not believe it would help him/her	Others
Barranquilla	61%	16%	7%	10%	1%	2%	3%
Bogota	41%	28%	10%	5%	4%	3%	9%
Cartagena	30%	29%	0%	26%	11%	2%	2%
Florencia	38%	24%	13%	6%	9%	4%	6%
Medellín	47%	20%	14%	17%	0%	2%	0%
Santa Marta	34%	26%	2%	1%	16%	12%	9%
Sincelejo	47%	19%	14%	4%	5%	2%	9%
Villavicencio	56%	7%	9%	4%	6%	7%	11%

Source: ICRC-WFP, 2007

*"First, some don't have the legal ownership, and that is as difficult as a trip to the moon. As long as there are no guarantees, the people who suffered the violence first hand will not go back, why? Because where I come from, the problem has not changed."*

*Testimony of a participant of the group of men head of households in Barranquilla*

- In the majority of the cities covered by this study, the INCODER has a presence in the UAO with days dedicating to disclosing information to the displaced population. In cities like Villavicencio there were training sessions for Acción Social and UAO officials, however, officials involved in the assistance system have a limited understanding of the tasks and procedures to be followed for the protection of land. Also, there are difficulties associated with the lack of important elements needed to have an adequate coordination, such as: i) the Committees of Assistance for the Displaced Population (CLAIPD or CMAIPD or CDAIPD according to the city) and their thematic working groups effectively acting as forums for communication and ii) the existence of the PIU as a planning and follow up instrument, among others.
- This is a critical theme in terms of service provided to the displaced population due to the low coverage and access, the lack of timeliness appropriateness and coordination. Additionally, this was the most difficult theme in terms of information gathering, as seen in Chart No. 16. In this respect the following must be clarified: i) the coverage and access to land protection requires immediate attention in all the cities and priority attention in Bogota, ii) the timeliness could only be evaluated in Bogota and Medellín and it was found to require priority attention, iii) the appropriateness requires immediate attention in all the cities with exception of Cartagena and Villavicencio where it requires prioritized attention, iv) it was not possible to assess the quality of the services provided, v) the sustainability was assessed in Bogota and Medellín and it was found to require priority attention in the case of the former and immediate attention in the case of the latter and vi) the coordination was evaluated in all the cities and it was found to require priority attention in Barranquilla, Cartagena, Florencia, Santa Marta and Villavicencio and improvement in Sincelejo as illustrated in Chart No 16.

Chart No. 16 - Qualification of the theme on land protection

City \ Criterion	Barranquilla	Bogotá	Cartagena	Florencia	Medellín	Santa Marta	Sincelejo	Villavicencio
Coverage and Access	Red	Orange	Red	Red	Red	Red	Red	Red
Timeliness	White	Orange	White	White	Orange	White	White	White
Appropriateness	Red	Red	Orange	Red	Red	Red	Red	Orange
Quality	White	White	White	White	White	White	White	White
Sustainability	White	Orange	White	White	Red	White	White	White
Coordination	Orange	Blue	Orange	Orange	Blue	Orange	Yellow	Orange

**Note:** colors have the following interpretation:

Green	Green: works very well
Blue	Blue: works well
Yellow	Yellow: requires improvement
Orange	Orange: requires priority attention
Red	Red: requires immediate attention
White	White: implies that the information supplied was not sufficient to qualify the criteria

## Recommendations

The recommendations presented hereafter apply to all the cities with a different level of intensity, according to the problem found and described above.

- Further thoughts should be put into alternatives to address the theme of the reparation of abandoned patrimony, where not only the operational barriers of the process to protect land are overcome, but also where other mechanisms are considered to enable the households to recover the lost capital and to provide elements to increase the sensibility and flexibility of their livelihoods.
- In operational and administrative terms, the bottlenecks in the application of procedures should be clearly identified to improve the efficiency of the response. Additionally, the absence of regulations for owners, tenants and occupants with regards to the protection of assets should be addressed.
- There is work to be done on the awareness raising of the Program with the population and the institutions.

## 5 FINAL COMMENTS AND PRIORITIES

It is important to close this study by presenting the priorities that have been identified on the basis of the results and analysis carried out in the cities. This should not however minimize the importance of each and every one of the suggested recommendations. These actions are directly associated with the possibility of increasing the ICV of the displaced households, taking into consideration that this has been identified as a proxy for livelihoods.

The priority actions are the following:

- Break the literacy and basic education barriers for adults as from the provision of emergency humanitarian assistance and throughout the entire assistance process. This should be accomplished through mechanisms of academic leveling, such as schools for parents, among others.
- Strengthen corporate social responsibility programs to promote synergies and networks

that favor entrepreneurial development, with a focus on growth rather than subsistence. Employability should also be improved by ensuring that the development of human capital is in line with market needs in terms of workers, goods and services and with possibilities of employment within companies.

- Facilitate access to subsidies for housing improvement, “formalizing” neighborhoods and relocating people whose housing is located in high-risk areas.
- Implement sexual and reproductive health programs directly in the districts inhabited by the displaced population, and doing so in conjunction with psychosocial assistance.
- Define strategies to move forward in generalizing the SISBEN and the coverage of the healthcare system. This is one of the essential factors to improve the livelihoods of the displaced population.
- Coordinate and promote psychosocial services within key institutions in order to strengthen the emotional condition of displaced household members (individually and as a family), and of the community as such. This should be accomplished through a comprehensive approach to psychosocial assistance that also involves supporting (logistic aspects, labor and emotional conditions) public officials so that they can provide high quality assistance.
- Establish mechanisms to effectively protect and repair for the abandoned patrimony of the displaced population, in such way that the capital can be recovered in the short term.

Lastly, it is recommended that the quantitative results of this study be used as base line and the ICV as a mechanism to measure and follow up the implementation of public policy and of these recommendations. The institutional mapping presented is a first draft that has to be completed in such a way that it enables authorities to better identify the relevant actors, their respective responsibilities and resources in order to improve coordination and increase the potential impact of interventions in favor of the displaced population.

## Annex No. 1

### Measurement methodology of the Living conditions Index (ICV-for its initials in Spanish) <sup>52</sup>

The ICV developed by the Social Mission of the National Planning Department is a multidimensional index that combines measurement variables such as: i) individual physical capital through infrastructure, ii) collective physical capital in terms of access to utility services for households, iii) individual human capital measured by the level of schooling and school attendance of household members and iv) basic collective human capital, measured through the family's structure.

The ICV is an indicator that assigns to each household a score between 0 and 100, where 100 is the highest score. ICV calculation methodology was as follows:

- The variables that contribute to a better quality of life were identified through a theoretical and practical review. This way, variables are selected that have a higher capacity of discriminating between poor and non-poor people. The categorical variables were transformed into quantitative variables (using statistical methods of optimal scaling and minimum mean square error). Once all the variables were converted into quantitative numbers, the main component technique was applied and that is how a compounded index was generated from the selected variables. At which stage the significant conceptual groups were formed.
- There were partial indicators for each one of the factors or variables. The indicator used is the first main component of the corresponding variable group and shows the contribution of each variable to the factor.
- The scores assigned were standardized again in such a way that the ICV would yield values between 0 and 100 points.

- An estimation was carried out of the minimum score that a household should have in each one of the variables to fulfill a minimum living standard<sup>53</sup>. As a result, it was calculated that the minimum score should be 67 points.

As a result, the ICV has incorporated the factors presented in Tables No. 1, 2 and 3, which are part of this Annex.

<sup>52</sup> Source: CASTAÑO, Elkin and MORENO, Hernando "Statistic methodology of the weighting model of the social program beneficiary selection system (sistema de selección de beneficiarios-Sisben)". Social Mission, DNP, Bogotá, May 1994

<sup>53</sup> It is considered that a minimum living standard is the constitutional minimum, based on the family rights provided in the Colombian Constitution of 1991 (Title I, Chapter 1 to 3. Articles 1 to 82).

**Chart No. 1**  
**Factors constituting the ICV**

Factor 1: Individual Human Capital or Accumulation of Human Capital	Factor 2: Basic social capital
<ul style="list-style-type: none"> <li>• Maximum schooling level for the household head</li> <li>• Schooling level of persons older than 12 years of age</li> <li>• Those between 12 and 18 years of age that are enrolled and at school</li> <li>• Those between 5 and 11 years of age that are enrolled and at school</li> </ul>	<ul style="list-style-type: none"> <li>• Overcrowding</li> <li>• Ratio of children under 6 years of age</li> </ul>
Factor 3 : Collective physical capital: Collective accumulation of assets	Factor 4: Individual physical capital: Individual accumulation of assets
<ul style="list-style-type: none"> <li>• Evacuation of sewage</li> <li>• Water supply</li> <li>• Waste collection</li> <li>• Fuel used for cooking</li> </ul>	<ul style="list-style-type: none"> <li>• Predominant material used in flooring</li> <li>• Predominant material used in walls</li> </ul>

**Source:** DNP, Misión Social, 2006

The score allocation for each one of the categories is as follows:

**Chart No. 2**  
**ICV: Consideration of categories in order to calculate the index**

Factors / variables / categories		Coding	Score
<b>Factor 1</b>	<b>ACCESS AND QUALITY OF THE SERVICES</b>		
Variable	Evacuation of sewage		
Categories	Do not have sanitary installation	1	0,00
	Lavatory connected to septic tank, lavatory with no connection, latrine	2	2,78
	Bajamar	3	2,97
	Lavatory with connection to sewage network	4	7,14
Variable	Water supply		
Categories	From river, creek, water source, bottled water	1	0,00
	From a well, rain, cistern	2	0,78
	From a basin, water truck, water carrier	3	4,01
	Connection to a water network	4	6,99
Variable	Fuel for cooking		
Categories	Wood, charcoal, waste materials, do not cook	1	0,00
	Oil, gasoline	2	4,83
	Gas, electrical power	3	6,67
Variable	Household waste collection		



Factors / variables / categories		Coding	Score
Categories	Thrown in the backyard	1	0,00
	They burn it or bury it	2	1,59
	They throw it in the river	3	2,59
	Waste collection service from the municipality	4	6,62
<b>Factor 2:</b>	<b>EDUCATION AND HUMAN CAPITAL</b>		
Variable	Maximum schooling level of the head of household		
Categories	No education	1	0,00
	Unfinished primary education	2	3,46
	Finished primary education	3	7,37
	Unfinished secondary education	4	9,41
	Finished secondary education	5	10,53
	Unfinished higher education	6	11,42
	Finished higher education	7	11,52
	Master degrees and doctorates	8	11,52
Variable	Schooling level of people older than 12 years of age		
Categories	0= schooling	1	0,00
	0<schooling <=4 years	2	2,39
	4<schooling <=5 years	3	6,54
	5<schooling<=10 years	4	9,66
	10<schooling <=11 years	5	11,54
	11<schooling<=15 years	6	12,11
	Schooling<=16	7	12,31
Variable	Proportion of the youth between 12-16 years of age that attend secondary school / university		
Categories	0= Ratio of school attendance	1	0,00
	1<ratio of school attendance <1	2	4,37
	Ratio of school attendance =1	3	5,66
	Households with youths between 12-18 years of age	4	5,66
Variable	Proportion of youths between 5-11 years of age that attend school		
Categories	0= share of attendance	1	0,00
	1<ratio of school attendance<1	2	0,00
	Ratio of school attendance=1	3	5,69
	Households with no youths between 5-11 years of age	4	9,95
<b>Factor 3</b>	<b>SIZE AND STRUCTURE OF THE HOUSEHOLD</b>		
Variable	Proportion of boys and girls younger than 5 years of age in the household		

Factors / variables / categories		Coding	Score
Categories	0,65<share of boys and girls	1	0,00
	0,00<share of boys and girls <0,65	2	0,72
	Share of boys and girls = 0	3	7,45
Variable	Overcrowding in the household (No. of persons per room)		
Categories	7<=overcrowding	1	0,00
	6<= overcrowding <7	2	2,47
	5<= overcrowding <6	3	3,73
	4<= overcrowding <5	4	5,02
	3<= overcrowding <4	5	5,84
	2<= overcrowding <3	6	7,87
	0<= overcrowding <2	7	12,80
<b>Factor 4</b>	<b>QUALITY OF THE HOUSING</b>		
Variable	Predominant flooring material of the houses		
Categories	Clay soil and sand	1	0,00
	Rough wood, planks	2	3,18
	Concrete	3	4,33
	Floor tiles, bricks / fine wood, marble / carpet	4	6,79
Variable	Predominant material of the walls		
Categories	No walls	1	0,00
	Bamboo canes, canes,	2	0,00
	Rough wood	3	0,59
	Bahareque (mud and cane wall structure)	4	0,71
	Zinc, cloth, cardboard	5	1,64
	Adobe or tapia pisada (mud wall)	6	2,29
	Blocks, bricks	7	6,11

Fuente. PNDH, DNP.

The break down of the score for a minimum living standard and the maximum score that each variable may have, per ICV component, is presented in the following chart.

Variable of reference	Score for a minimum living standard	Maximum score of each variable
<b>Collective accumulation of assets</b>		
Water supply	4,00	6.99
Evacuation of sewage	3,00	7.14
Collection of waste	6,00	6.62
Materials used for cooking	5,00	6.67
<b>Individual accumulation of assets</b>		
Flooring materials	3,20	6.79
Material of the walls	2,30	6.11
<b>Basic social capital</b>		
No overcrowding	7,80	12.8
Share of boys and girls younger than 6 years of age in the household	---*	7.45
<b>Accumulation of human capital</b>		
Schooling of the household head	9,40	11.52
Education for the youth older than 12 years of age	9,66	12.31
School attendance of the youth	5,66	5.66
School attendance of children between five and eleven years of age	5,69	9.95
<b>Total</b>	<b>67,00</b>	<b>100.0</b>

Source: PNDH, DNP

\* The score for this variable is not published in any of the Misión Social documents; however, it can be calculated by computing the difference in 5.29.

## Annex No. 2

### Assistance qualification methodology for the displaced population

Colors have the following interpretation: Green: works very well, Blue: works well, Yellow: requires improvement, Orange: requires priority attention, Red: requires immediate attention

Criterion	Definition	Variables		Evaluation	Source
ICV  Coverage and access	Living condition index as quantitative approximation of the livelihood system  Coverage is the size of the population recipient of programs and services; Access is the share of the population that effectively benefits from the program or service in accordance with the criterion previously established.	Households with a living condition index equal or higher than 67 points.	Share of displaced households with a score equal or higher than 67 points	<p>Very good: 100% Works well: between 75 and 99% Requires improvement: between 50 and 74% Requires priority attention: between 25 and 49% Requires immediate attention: less than 24%.</p> <p>The score for each variable is assigned as follows: Very good: 100% Works well: between 75 and 99% Requires improvement: between 50 and 74% Requires priority attention: between 25 and 49% Requires immediate attention: less than 24%.</p>	Surveyed households
		Displaced Status	Registered population / displaced population		
		Emergency humanitarian assistance (includes immediate assistance)	Registered population that received AHE / Registered population		
		Education	Registered population attending school / displaced population that should attend school (due to their age).		
		Health	Displaced population that received medical assistance / displaced population that needed medical assistance		
		Housing	Displaced population that received housing subsidy or benefited from relocation or return programs / displaced population		
		Food security	Displaced population with children younger than 18 years of age, nursing and/or pregnant women that received food outside the household / displaced population		
		Income generation	Displaced population that received apprenticeship training or participates in programs for income generation / displaced population		
		Protection of assets	Displaced population that received protection for their abandoned land / displaced population		

Criterion	Definition	Variables	Evaluation	Source
Timeliness	Service or program rendered as needed and during the period of time required by the population	Displaced status	<p>Very good: 15 working days or less (21 calendar days).</p> <p>Works well: between 22 and 30 calendar days.</p> <p>Requires improvement: between 31 and 45 calendar days</p> <p>Requires priority attention: between 46 and 60 calendar days</p> <p>Requires immediate attention: more than 61 calendar days. This evaluation applies to the two times mentioned and wherefrom an average is calculated.</p>	Surveyed households
		Emergency Humanitarian Attention (AHE)	<p>Very good: 30 calendar days or less.</p> <p>Works well: between 31 and 45 calendar days</p> <p>Requires improvement: between 46 and 60 calendar days</p> <p>Requires priority attention: between 61 and 75 calendar days</p> <p>Requires immediate attention: more than 76 calendar days</p>	Secondary Information
		Education Health Housing Food security Income generation Protection of assets	<p>The score for each variable is assigned as follows:</p> <p>Very good: no improvement suggestions nor service delays mentioned nor assistance arriving too late when it is no longer required.</p> <p>Works well: less than 25% of the surveyed population made some kind of suggestion in respect of improvement of opportunity.</p> <p>Requires improvement: between 26 and 50% of the surveyed population made improvement suggestions to that respect</p> <p>Requires priority attention: Between 51 and 75% of the surveyed population made improvement suggestions to that respect</p> <p>Requires immediate attention: more than 76% of the surveyed population made improvement suggestions to that respect</p>	Surveyed households

Criteria	Definition	Variables		Evaluation	Source
Appropriateness	The service is adjusted to the needs and specific characteristics of the displaced population	Status of displaced	Condition 1: opening times are permanent, no suggestions for improvement in this respect.	<p>The score for each variable is assigned as follows:</p> <p><b>Very good</b>: all conditions are complied with.</p> <p><b>Works well</b>: 5 or 6 conditions are complied with.</p> <p><b>Requires improvement</b>: 3 or 4 conditions are complied with.</p> <p><b>Requires priority attention</b>: 1 or 2 conditions are complied with.</p> <p><b>Requires immediate attention</b>: none of the conditions are complied with</p> <p>For the topics where the seven criteria do not apply, the applicable criteria are considered.</p>	<p>Secondary information</p> <p>Surveyed households</p> <p>Qualitative workshops</p>
		Emergency Humanitarian Assistance (AHE)	Condition 2: the place where the assistance is provided is accessible, no suggestions for improvement to this respect.		
		Education	Condition 3: procedures and requirements are achievable and easy to comply with, no suggestions for improvement in this respect		
		Health	Condition 4: the service supplied is sufficient (adequate for the number of household members and the period of time as is the case of food assistance) no suggestions for improvement to this respect		
		Housing	5: The service is adapted according to the need (ethnic group, gender, age in the case of education, school enrollment fee exemption)		
		Food security	Condition 6: Services are provided in one spot , and there are no suggestions for improvement in this respect		
		Income generation	Condition 7: The services rendered helped mitigate or solve the problem (health problem improved or is under control; in education: has a place at school; in housing, was able to have access to housing; in food security: receives food outside the household; in income generation: received adequate training (calls it adequate), in protection of assets: received protection for his/her assets)		
		Protection of assets			



Criterion	Definition	Variables		Evaluation	Source
Quality	The service complies with national and/or international quality standards.	Status displaced	Capacity of access and assistance Specialized human resources Private areas that provide privacy Adequate treatment by Public Ministry officers.	<p>Very good: no mentioned was made in respect of problems in the assistance Works well: mentioned was made of problems in the assistance Requires improvement: mentioned was made of problems in the assistance Requires priority attention: assistance is the main topic Requires immediate attention: the declaration filing process is not working.</p> <p>The score for each variable is assigned as follows:</p> <p>Very good: no suggestions for improvement made on service quality Works well: less than 25% of the surveyed population suggested improvement to that respect Requires improvement: between 26 and 50% of the surveyed population suggested improvement to this respect Requires priority attention: between 51 and 75% of the surveyed population suggested improvement to this respect Requires immediate attention: more than 76% of the surveyed population suggested improvement to this respect</p>	Secondary information  Surveyed households  Qualitative workshops
		Emergency Humanitarian Assistance (AHE)	Suggestions for improving the treatment received by the displaced population Suggestions for improving the quality of food, goods and service supplied to the displaced population.		
		Education	Suggestions for improving the treatment received by the displaced population Suggestions for improving the quality of the service received by the displaced population.		
		Health	Suggestions for improving the treatment received by the displaced population Suggestions for improving the quality of the service received by the displaced population		
		Housing	Suggestions for improving the treatment received by the displaced population Suggestions for improving the quality of housing		
		Food security	Suggestions for improving the treatment received by the displaced population Suggestions for improving the food quality		
		Income generation	Suggestions for improving the treatment received by the displaced population Suggestions for improving quality of the service received by the displaced population		
		Protection of assets	Suggestions for improving the treatment received by the displaced population Suggestions for improving the quality of the service received by the displaced population		

Criteria	Definition	Variables		Evaluation	Source
Sustainability	The service is supplied permanently and the result is positive. It is sustainable in time to supply basic services.	Status of displaced	Condition 1. There is a specific budget Condition 2. The budget assigned to the SNAIPD institutions in the city is sufficient. Condition 3. The institutions know their specific budget. Condition 4. Services are rendered permanently.	The score for each variable is assigned as follows:  Very good: all the conditions are complied with Works well: 3 of 4 conditions are complied with Requires improvement: 2 of 4 conditions are complied with. Requires priority attention: 1 of 4 conditions is complied with. Requires immediate attention: none of the conditions is complied with  In the topics where 4 criteria do not apply, the number of applicable criteria will be considered.	Secondary information  Surveyed households  Qualitative workshops
		Emergency Humanitarian Assistance			
		Education			
		Health			
		Housing			
		Food security			
		Income generation			
		Protection of assets			
Coordination	The services or programs are coordinated between the different institutional players in order to avoid duplicity and to maximize resources. The displaced population recognizes the assistance system	Status of displaced	Condition 1: the CLAIPD works: it meets on a regular basis, all the constituting institutions attend these meetings and its decisions are reflected in the operation.  Condition 2: registry information is shared with the SNAIPD institutions.  Condition 3: there is communication between the institutions offering attention at municipal level: health, education, housing and income generation.  Condition 4: there is interaction at national and municipal level.  Condition 5: there is interaction at municipal level and other institutions (NGOs, international organizations).  Condition 6: a follow up index system of assistance for the displaced population has been implemented  Condition 7: the PIU has been established  Condition 8: there is a clear assistance improvement process.	The score for each variable is assigned as follows:  Very good: conditions are complied with Works well: 6 of 7 conditions are complied with Requires improvement: 4 of 5 conditions are complied with Requires priority attention: 1 of 3 conditions is complied with. Requires immediate attention: none of the conditions is complied with  In the topics where 8 criteria do not apply, the number of applicable criteria will be applied.	Secondary information  Surveyed households  Qualitative workshops
		Emergency Humanitarian Assistance			
		Education			
		Health			
		Housing			
		Food security			
		Income generation			
		Protection of assets			
		Emergency Humanitarian Assistance			
		Education			
		Health			
		Housing			
		Food security			
		Income generation			
Protection of assets					

## Annex No. 3

Table No. 1 - Percentage of displaced households who stated having purchased food in the 30 days prior to the survey, per type of food

Food	Barranquilla	Bogota	Cartagena	Florencia	Medellin	Santa Marta	Sincelejo	Villavicencio
<b>Nutritional Food</b>								
<b>Subgroup 1. Dry beans (beans, lentils and chickpeas)</b>								
Dry beans (beans, lentils and chickpeas)	89,4	92,7	70,3	94,97	92,56	89,96	86	94,1
	(1,51)	(1,40)	(3,32)	(0,91)	(1,24)	(1,57)	(1,66)	(1,05)
<b>Subgroup 2. Milk and its derivatives</b>								
Milk	78,5	77,8	66,5	53,16	70,65	77,58	83,3	66,8
	(2,04)	(2,80)	-3,28	(2,49)	(2,01)	(2,00)	(1,73)	(2,09)
Cheese, yogurt, koumiss, whey	62,3	39,3	45,4	12,2	30,40	64,92	77,1	15
	(2,28)	(2,00)	-3,28	(1,7)	(2,44)	(2,41)	(2,00)	(1,60)
<b>Subgroup 3. Eggs, meat and <i>bienestarina</i> (mix of flour, powder milk, enriched with vitamins)</b>								
Eggs	89,4	92,6	84,7	91,5	86,88	87,26	89,9	89,6
	(1,45)	(1,40)	(2,26)	(1,3)	(1,30)	(1,79)	(1,44)	(1,37)
Beef or pork	71,7	47,9	72	64,29	47,36	66,05	88,8	53,9
	(2,15)	(3,50)	(2,88)	(2,3)	(2,28)	(2,37)	(1,56)	(2,23)
<i>Bienestarina</i>	47,5	35,4	54,9	44,5	43,54	42,44	45,3	51,4
	(2,36)	(3,20)	(3,31)	(2,09)	(2,27)	(2,36)	(2,29)	(2,24)
Sausages	45	26,6	60,2	22,70	39,14	51,32	47,4	23,4
	(2,36)	(3,40)	(3,24)	(1,90)	(2,43)	(2,44)	(2,29)	(1,88)
Chicken	80,6	60,5	82,3	48,73	36,19	78,35	88,1	49,9
	(1,96)	(3,20)	(2,67)	(2,5)	(2,43)	(2,08)	(1,57)	(2,24)
tinned tuna or sardines	40	38,2	40	29,13	36,21	33,44	36,2	29,5
	(2,33)	(3,30)	(3,21)	(2,3)	(2,42)	(2,30)	(2,22)	(2,06)
Chicken entrails	66	71,1	56,4	40,06	31,27	45,20	34,4	58,8
	(2,18)	(3,30)	(3,33)	(2,4)	(2,13)	(2,39)	(2,16)	(2,21)
Liver and/ or pork entrails	23,9	10,45	19,6	5,7	14,24	15,44	28,3	9,8
	(1,95)	(0,24)	(2,65)	(1,2)	(1,98)	(1,76)	(2,03)	(1,39)
Fresh fish	72,4	31,41	81,7	29,13	11,53	67,74	71,8	39,1
	(2,14)	(0,03)	(2,57)	(2,3)	(1,84)	(2,36)	(2,16)	(2,21)
<b>Energy Foods</b>								
<b>Subgroup 4. Cereals, bread, pasta and plantain</b>								
Cereals (rice, oats, corn )	97,3	99,6	99,4	99,0	98,43	98,29	99	98,8
	(0,78)	(0,00)	(0,35)	(0,40)	(0,87)	(0,83)	(0,50)	(0,50)
Bread or <i>arepa</i>	90,1	91,97	82,8	82,6	87,62	89,39	90,9	85,1
	(1,46)	(0,02)	(2,52)	(1,9)	(0,95)	(1,65)	(1,34)	(1,58)
Plantain and/or casave	85,1	73,1	88,4	83,4	79,56	74,38	95,7	78,1
	(1,76)	(0,03)	(2,13)	(1,9)	(1,62)	(2,22)	(0,99)	(1,89)
Pasta	80,5	81,08	63,6	81,5	75,62	81,11	73,3	84,7
	(1,91)	(0,04)	(3,24)	(1,90)	(1,90)	(1,96)	(2,09)	(1,62)

Food	Barranquilla	Bogota	Cartagena	Florencia	Medellin	Santa Marta	Sincelejo	Villavicencio
Subgroup 5. Sugars and products that contain sugar								
Panela sugar	95,8	99,25	96,3	98,94	95,56	98,61	98,1	97,7
	(1,02)	(0,00)	(1,20)	(0,53)	(1,08)	(0,52)	(0,69)	(0,65)
Chocolate	23,1	65,49	22,4	50,09	63,02	28,59	33,9	50,4
	(1,97)	(0,03)	(2,67)	(2,00)	(1,97)	(2,10)	(2,18)	(2,24)
Soft drinks	49,5	24,63	60,5	11,1	26,38	48,23	57,8	23,7
	(2,37)	(0,03)	(3,26)	(1,7)	(2,36)	(2,44)	(2,28)	(1,90)
Subgroup 6. Oils and lipids								
Oils, fat, margarine, butter	95,6	97,25	98	98,05	95,08	95,81	98,8	96,8
	(1,00)	(0,01)	(0,68)	(0,448)	(0,79)	(1,36)	(0,52)	(0,77)
Subgroup 7. Potatoes								
Potatoes	88,7	97,77	79,4	94,2	93,09	80,43	82,1	95,9
	(1,53)	(0,01)	(2,59)	(1,1<)	(0,81)	(2,14)	(1,82)	(0,80)
Regulators								
Subgroup 8. Vegetables								
Vegetables	92,9	70,43	83	69,6	62,24	88,89	92,9	56,5
	(1,17)	(0,03)	(2,57)	(2,3)	(2,06)	(1,54)	(1,24)	(2,21)
Subgroup 9. Fruits								
Fruits	70,7	49,82	72,4	26,9	33,30	70,05	88,6	36,7
	(2,21)	(0,04)	(3,02)	(2,2)	(2,42)	(2,15)	(1,48)	(2,18)

Fuente: CICR-PMA, 2007

Table No. 2 - Percentage of resident households who stated having purchased food in the 30 days prior to the survey, per type of food

Food	Barranquilla	Bogota	Cartagena	Florencia	Medellin	Santa marta	Sincelejo	Villavicencio
Nutricional Food								
Subgroup 1. Dry beans (beans, lentils and chickpeas)								
Grains (beans lentils and chichpea)	92,8*	90,3	78,6**	94,8	91,72	90,98	86,6	78,6**
	(1.33)	(1.2)	(1.72)	(1.09)	(1.32)	(1.86)	(2.64)	(1.72)
Subgroup 2. Milk and its derivates								
milk	89,5**	92,4**	78,6**	71,17**	77,68**	82,26	76,2**	78,6**
	(1.60)	(1.06)	(1.72)	(1.9)	(2.01)	(2.42)	(3.12)	(1.72)
Cheese yoghurt, kumis, curd	63,2**	17,3**	55,9**	25,26**	47,9**	77,81**	75,0	55,9**
	(6.54)	(2.2)	(2.10)	(1.80)	(2.44)	(2.64)	(3.12)	(2.10)
Subgroup 3. Eggs, meat and <i>bienestarina</i> (mix of flour, powder milk, enriched with vitamins)								
Eggs	89,8	94,3	85,8	92,19	91,15**	90,29	91,1	85,8
	(1.61)	(0.9)	(1.50)	(1.10)	(1.30)	(1.87)	(2.35)	(1.50)
Beeg or pork	84,7**	67,3**	75,9	80,3**	66,57**	74,84**	87,8	75,9
	(2.14)	(1.9)	(1.80)	(1.60)	(2.28)	(2.83)	(2.40)	(1.80)
"Bienestarina" flour	49,7*	29,2*	46,2**	40,50	33,93**	39,11	53,2*	46,2**
	(5.38)	(1.8)	(2.10)	(2.4)	(2.27)	(3.09)	(3.55)	(2.10)

Food	Barranquilla	Bogota	Cartagena	Florencia	Medellin	Santa marta	Sincelejo	Villavicencio
Sausages	55,5*	31,5	69,4**	26,3	53,57**	54,71	4,3*	69,4**
	(5.84)	(1.9)	(1.94)	(1.80)	(2.43)	(3.15)	(3.45)	(1.94)
Chicken meat	86,9**	76,5**	90,9**	64,4**	52,91**	82,66	83,7	90**
	(1.93)	(1.7)	(1.17)	(2.04)	(2.43)	(2.42)	(3.00)	(1.17)
Tinned tuna or sardines	49,8*	45,4*	47,7**	31,6	40,16	38,81	34,8	47,7**
	(5.37)	(2.0)	(2.11)	(1.9)	(2.42)	(3.07)	(3.26)	(2.11)
Chicken entrails	48,8**	52,2**	44,8**	31,5**	25,38*	30,19**	48,4**	44,8**
	(5.45)	(2.0)	(2.10)	(1.9)	(2.13)	(2.77)	(3.53)	(2.10)
Liver and/or entrails	37**	14,17	23,3	12,5**	19,69**	22,93**	27,8	23,3
	(4.17)	(0.014)	(1.76)	(1.3)	(1.98)	(2.62)	(3.29)	(1.76)
Fresh fish	67,8	38,91**	80,0	31,06	16,23*	63,67	79,3**	80,0
	(6.94)	(0.020)	(1.72)	(1.09)	(1.64)	(3.09)	(2.96)	(1.72)
<b>Energy Foods</b>								
<b>Subgroup 4. Cereals, bread, pasta and plantain</b>								
Cereals (rice, oats, corn )	98,7	99,36	99,1	98,9	97,02	99,56	98,0	99,1
	(0.47)	(0.0032)	(0.38)	(0.40)	(0.87)	(0.18)	(1.24)	(0.38)
Bread or arepa	94,7**	96,5**	86,2	91,2**	95,25**	91,25	88,0	86,2
	(1.10)	(0.0074)	(1.48)	(1.2)	(0.95)	(1.85)	(2.68)	(1.48)
Plantain and/or casave	82,8	85,33	86,6	94,19**	86,48**	73,17	96,0	86,6
	(2.39)	(0.014)	(1.40)	(1)	(1.62)	(2.88)	(1.59)	(1.49)
Pasta	82,6	90,38	62,9	83,9	80,10	75,79	79,4*	62,9
	(2.35)	(0.012)	(2.05)	(1.50)	(1.90)	(2.79)	(2.74)	(2.05)
<b>Subgroup 5. Sugars and products that contain sugar</b>								
Panela sugar	97,3	98,89	97,1	99,1	95,78	98,54	98,0	97,1
	(0.75)	(0.004)	(0.69)	(0.36)	(1.08)	(0.79)	(1.24)	(0.69)
Chocolate	29**	81,42**	32,1**	64,63**	76,87**	37,01**	36,1	32,1**
	(3.43)	(0.015)	(1.98)	(2)	(1.97)	(3.04)	(3.34)	(1.98)
Soft drinks	60,4**	34,18**	61,0	17,6**	37,26**	44,41	53,1	61,0
	(4.41)	(0.0196)	(2.07)	(1.5)	(2.36)	(3.10)	(3.54)	(2.07)
<b>Subgroup 6: Oils and lipids</b>								
Oils, fat, margarine, butter	97,0	97,64	98,8	97,01*	97,58*	97,65	97,3	98,8**
	(0.78)	(0.0063)	(0.44)	(0.747)	(0.79)	(0.96)	(1.38)	(0.44)
<b>Subgroup 7: Potatoes</b>								
Potatoes	91,9	96,87	86,3**	96,4	96,43*	81,41	81,0	86,3
	(1.38)	(0.0071)	(1.44)	(0.79)	(0.81)	(2.56)	(2.60)	(1.44)
<b>Regulators</b>								
<b>Subgroup 8: Vegetables</b>								
Vegetables	94,6**	79,55**	84,6	79,2**	74,76**	93,74**	92,6	84,6
	(1.12)	(0.0168)	(1.51)	(1.70)	(2.06)	(1.41)	(2.03)	(1.51)
<b>Subgroup 9: Fruits</b>								
Fruits	82,4**	69,02**	81,2**	48,6**	43,74**	69,90	83,7*	81,2**
	(2.42)	(0.019)	(1.64)	(2.10)	(2.24)	(3.00)	(2.59)	(1.64)

Fuente: CICR-PMA, 2007

\* Diferencia significativa al 90% con hogares desplazados

\*\* Diferencia significativa al 95% con hogares desplazados

Table No. 3 - Perception of food uncertainty in displaced households

	Barranquilla	Bogota	Cartagena	Florencia	Medellin	Santa Marta	Sincelejo	Villavicencio
<b>Displaced Households</b>								
<b>Number of meals consumed by adults on a daily basis</b>								
One meal	5,57	3,8	7,32	7,19	2,50	2,32	3,03	3,07
	(1,10)	(1,00)	(1,86)	(1,25)	(0,75)	(0,63)	(1,19)	(0,74)
Two meals	65,49	40,61	62,17	54,9	41,60	63,79	42,03	37
	(2,23)	(3,40)	(3,33)	(2,49)	(2,41)	(2,3)	(3,4)	(2,14)
Three meals	28,82	55,37	30,51	37,73	55,90	33,89	54,95	59,84
	(2,10)	(3,48)	(3,20)	(2,43)	(2,42)	(2,27)	(3,46)	(2,18)
<b>Number of meals consumed by children on a daily basis</b>								
One meal	2,71	0,9	1,44	3,27	1,80	1,52	2,35	1,65
	(0,82)	(0,34)	(0,58)	(0,7)	(0,70)	(0,57)	(1,26)	(0,55)
Two meals	47,26	21,05	34,56	37,7	28,44	43,78	20,12	23,72
	(2,49)	(2,57)	(3,32)	(2,41)	(2,24)	(2,52)	(2,81)	(1,97)
Three meals	50,03	66,61	64	47,19	57,35	54,7	77,53	74,63
	(2,49)	(3,08)	(3,35)	(2,51)	(2,40)	(2,53)	(2,98)	(2,01)
<b>Lack of money to buy food</b>								
Always	45,68	46,13	44,94	69	48,70	32,41	31,44	59,71
	(2,53)	(2,00)	(3,49)	(2,40)	(1,76)	(2,27)	(3,45)	(2,37)
Sometimes	47,98	28,86	50,38	25	0,33	55,52	53,54	33,95
	(2,53)	(3,00)	(3,49)	(2,30)	(1,70)	(2,42)	(3,55)	(2,29)
Rarely	6,35	37,3	4,68	6	0,05	2,79	2,77	6,34
	(1,31)	(2,00)	(1,31)	(1,30)	(1,00)	(0,72)	(0,6)	(1,23)
<b>Decrease in the number of meals due to lack of money</b>								
Always	37,79	48,43	40,65	57	33,80	25,26	16,47	39,97
	(2,53)	(4,00)	(3,52)	(2,80)	(1,80)	(2,12)	(2,56)	2,64)
Sometimes	55,9	44	56,8	37	32,40	57,01	52,95	51
	(2,59)	(4,00)	(3,54)	(2,70)	(1,70)	(2,42)	(3,55)	(2,70)
Rarely	6,32	7	2,55	5	3,85	3,92	5,58	9,04
	(1,30)	(1,80)	(0,64)	(1,40)	(1,10)	(1,04)	(1,24)	(1,51)
<b>The household used to buy food which it no longer does due to lack of money</b>								
Yes	90,76	91,38	90,59	90	87,00	93,75	90,52	91,85
	(1,29)	(2,40)	(2,14)	(1,6)	(1,50)	(1,18)	(1,8)	(1,20)
No	9,24	8,6	9,41	76	13,00	6,25	9,48	8,15
	(1,29)	(2,40)	(2,10)	(1,81)	(1,50)	(1,18)	(1,8)	(1,20)
<b>The household used to buy food which it no longer does due to lack of money</b>								
Yes	90,65	94,69	90,22	92	89,00	92,7	90,91	91,48
	(1,30)	(1,30)	(2,04)	(1,50)	(1,40)	(1,26)	(1,81)	(1,30)
No	9,35	5,3	9,78	8	11,00	7,3	9,09	8,52
	(1,30)	(1,30)	(2,03)	(1,15)	(1,40)	(1,26)	(1,81)	(1,31)

Source: ICRC-WFP, 2007



Table No. 4 - Perception of food uncertainty in resident households

	Barranquilla	Bogota	Cartagena	Florencia	Medellín	Santa Marta	Sincelejo	Villavicencio
<b>Number of meals consumed by adults on a daily basis</b>								
One meal	2.76 **	2,79	3.05 **	6.05%	2.17	2.53 NS	0.55 **	2,05
	(0.74)	(0.65)	(0.73)	(1.01)	(0.65)	(0.98)	(0.3)	(0.63)
Two meals	44.3 **	25.53 **	50.8 **	40.75% **	29.80 **	43.09 **	34.5 *	32,86
	(5.86)	(1.8)	(2.11)	(2.08)	(2.22)	(3.12)	(2.18)	(2.13)
Three meals	52.94 **	71.68 **	45.86 **	53.06% **	68.04 **	54.38 **	64.95 **	65.09 *
	(5.61)	(1.86)	(2.11)	(2.12)	(2.26)	(3.14)	(2.18)	(2.16)
<b>Number of meals consumed by children on a daily basis</b>								
One meal	1.21	1,2	0.67	2.79%	0.69	2.46 NS	0.1 *	1,04
	(0.46)	(0.44)	(0.34)	(0.7)	(0.14)	(1.11)	(0.1)	(0.57)
Two meals	20.75 **	10.08 **	22.45 **	20.66% **	14.50 **	31.28 **	15.31 **	18.14 **
	(3.12)	(1.24)	(1.89)	(1.71)	(1.69)	(3.17)	(1.77)	(1.96)
Three meals	78.04 **	67,01	76.88 **	56.83% **	60.92	66.26 **	84.58 **	80.82 **
	(3.25)	(1.95)	(1.09)	(2.1)	(2.40)	(3.24)	(1.77)	(2.01)
<b>Lack of money to buy food</b>								
Always	29.27 **	42,4	32.75 **	50% **	26.30 **	22.14 **	16.97 **	43.49 **
	(2.19)	(2)	(2.21)	(2.4)	(1.57)	(2.73)	(1.79)	(2.57)
Sometimes	61.11 **	66.3 **	57.32 *	46% **	0.31	45.28 **	47.18	47.36 **
	(2.39)	(3)	(2.33)	(2.4)	(1.40)	(3.11)	(2.29)	(2.58)
Rarely	9.63 *	54.6 **	9.93 **	4%	0.09	4.36 NS	9.68 **	9,15
	(1.5)	(2)	(1.42)	(0.9)	(0.60)	(1.26)	(1.38)	(1.42)
No				24% **	34.07 **	28.22 **	26.17 **	
				(1.81)	(2.30)	(2.88)	(2.07)	
<b>Decrease of the number of meals due to the lack of money</b>								
Always	24,98**	35.69 **	29,59**	42% **	20.30 **	13.65 **	9.64 **	36,46**
	(2,23)	(3)	(2,25)	(2.8)	(1.70)	(2.17)	(1.31)	(3,11)
Sometimes	64,0**	45,3	59,65**	51% **	24.80 **	45.39 **	50.32	50,64
	(2,53)	(3)	(2,44)	(2.9)	(1.80)	(3.12)	(2.3)	(3,22)
Rarely	11,02**	19 **	10,76**	6% **	6.94 **	3.43 NS	7.21	12,91**
	(1,69)	(3)	(1,57)	(1.4)	(0.90)	(1.03)	(1.14)	(2,19)
No	0	0	0	46% **	48.01 **	37.53 **	32.84 **	0
				(2.1)	(2.40)	(3.09)	(2.17)	
<b>The household used to buy food which it no longer does due to lack of money</b>								
Yes	80,05**	75.1 **	81,21**	73.0% **	73.00 **	74.03 **	76.37 **	77,16**
	(2,62)	(1.79)	(1,63)	(2.20)	(2.20)	(2.84)	(1.99)	(1,9)
No	19,95	24.28 **	18,79	24% **	27.00 **	25.97 **	23.63 **	22,84
	(2,62)	(1.79)	(1,63)	(2,20)	(2.20)	(2.84)	(1.99)	(1,9)
<b>Need to reduce food that the household used to buy but no longer does due to the lack of money</b>								
Yes	80,31**	79.02 **	83,93**	81% **	75.00 **	77.13 **	77.56 **	79,58**
	(2,59)	(1.69)	(1,53)	(1.60)	(2.10)	(2.68)	(1.96)	(1,79)
No	19,69	20.9 **	16,07	19% **	25.00 **	22.87 **	22.44 **	20,42
	(2,57)	(1.69)	(1,53)	(1.60)	(2.10)	(2.68)	(1.96)	(1,79)

\* Difference established with a 90% confidence interval

\*\* Difference established with a 95% confidence interval

Source: ICRC-WFP, 2007

**Table No. 5 - Share of boys and girls who have received full vaccination according to the type of vaccination**

City	Boys and girls from 0 to 5 years of age							
	DTP		Poliomyelitis		Measles		TBC	
	Resident Households	Displaced Households	Resident Households	Displaced Households	Resident Households	Displaced Households	Resident Households	Displaced Households
Barranquilla	85%	89%	88%	90%	71%	79%	92%	91%
Bogota	95%	97%	96%	96%	75%	84%	97%	94%
Cartagena	75%	81%	86%	90%	90%	65%	65%	78%
Florencia	89%	86%	90%	90%	64%	66%	95%	93%
Medellín	89%	92%	70%	75%	79%	76%	79%	81%
Santa Marta	94%	98%	98%	98%	72%	72%	91%	100%
Sincelejo	90%	88%	90%	97%	78%	74%	96%	90%
Villavicencio	96%	97%	98%	99%	66%	79%	95%	98%
City	Boys and girls from 5 to 9 years of age							
	DTP		Poliomyelitis		Measles		TBC	
	Resident Households	Displaced Households	Resident Households	Displaced Households	Resident Households	Displaced Households	Resident Households	Displaced Households
Barranquilla	91%	94%	91%	93%	69%	76%	91%	98%
Bogota	95%	97%	95%	97%	98%	100%	99%	100%
Cartagena	91%	91%	91%	95%	95%	88%	70%	99%
Florencia	92%	97%	92%	97%	70%	96%	97%	100%
Medellín	91%	91%	88%	91%	82%	93%	91%	94%
Santa Marta	98%	100%	100%	100%	81%	100%	99%	100%
Sincelejo	97%	98%	91%	98%	68%	68%	97%	100%
Villavicencio	99%	100%	99%	100%	80%	100%	99%	100%

Fuente: CICR-PMA, 2007

**Tabla No. 6 - Proporción de hogares con niños y/o niñas menores de cinco años, mujeres lactantes y/o gestantes que han recibido suplementos con micronutrientes**

City	Iron		Folic Acid		Calcium	
	Resident Households	Displaced Households	Resident Households	Displaced Households	Resident Households	Displaced Households
Barranquilla	88%	86%	67%	61%	65%	69%
Bogota	94%	92%	56%	64%	66%	58%
Cartagena	86%	93%	54%	51%	68%	55%
Florencia	94%	94%	44%	50%	56%	54%
Medellín	86%	90%	68%	66%	77%	80%
Santa Marta	92%	86%	69%	57%	81%	66%
Sincelejo	86%	78%	71%	74%	82%	81%
Villavicencio	91%	92%	71%	61%	85%	67%

Source: ICRC-WFP, 2007

Diagram No. 1 - Percentage of households according to their perception medical of assistance

				Satisfied	Barely Satisfied	Unsatisfied
Barranquilla	Opportunity	Residents		80%	14%	6%
		Displaced		81%	13%	6%
	Received Attention	Residents		84%	12%	4%
		Displaced		86%	11%	3%
	Procedures carried out	Residents		79%	14%	7%
		Displaced		78%	15%	7%
Bogota	Opportunity	Residents		65%	17%	18%
		Displaced		69%	15%	16%
	Received Attention	Residents		84%	10%	6%
		Displaced		80%	12%	8%
	Procedures carried out	Residents		71%	14%	15%
		Displaced		71%	15%	14%
Cartagena	Opportunity	Residents		74%	13%	14%
		Displaced		74%	12%	14%
	Received Attention	Residents		86%	8%	6%
		Displaced		86%	10%	3%
	Procedures carried out	Residents		74%	14%	12%
		Displaced		76%	14%	10%
Florencia	Opportunity	Residents		80%	11%	9%
		Displaced		84%	9%	7%
	Received Attention	Residents		87%	8%	5%
		Displaced		90%	6%	4%
	Procedures carried out	Residents		80%	12%	8%
		Displaced		80%	14%	6%
Medellín	Opportunity	Resident		69%	17%	13%
		Displaced		71%	19%	10%
	Received Attention	Residents		78%	13%	9%
		Displaced		81%	13%	6%
	Procedures carried out	Residents		71%	17%	12%
		Displaced		71%	19%	9%
Santa Marta	Opportunity	Residents		79%	11%	10%
		Displaced		79%	12%	9%
	Received Attention	Residents		86%	10%	4%
		Displaced		90%	6%	4%
	Procedures carried out	Residents		80%	11%	9%
		Displaced		83%	12%	5%
Sincelejo	Opportunity	Residents		75%	13%	12%
		Displaced		82%	10%	8%
	Received Attention	Resident		91%	5%	5%
		Displaced		91%	6%	3%
	Procedures carried out	Residents		76%	14%	11%
		Displaced		78%	13%	8%
Villavicencio	Opportunity	Residents		60%	16%	24%
		Displaced		63%	14%	23%
	Received Attention	Residents		78%	12%	10%
		Displaced		78%	11%	11%
	Procedures carried out	Residents		66%	16%	18%
		Displaced		67%	13%	20%

**Table No. 7 - Percentage of resident and displaced households according to their perception of their health condition**

City		Improved	Under control	Decline
Barranquilla	Residents	90%	9%	1%
	Displaced	90%	10%	0%
Bogota	Residents	73%	25%	2%
	Displaced	77%	22%	1%
Cartagena	Residents	73%	25%	2%
	Displaced	77%	22%	1%
Florencia	Residents	80%	20%	0%
	Displaced	79%	20%	1%
Medellín	Residents	64%	32%	3%
	Displaced	66%	28%	4%
Santa Marta	Residents	91%	9%	1%
	Displaced	90%	10%	0%
Sincelejo	Residents	90%	9%	1%
	Displaced	90%	9%	1%
Villavicencio	Residents	77%	24%	2%
	Displaced	78%	21%	1%

Source: ICRC-WFP, 2007