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5. PIU 例 (部分和訳)



## 1. 国内避難民申請フォーム

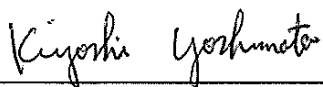
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MINUTES OF MEETING  
BETWEEN JICA PREPARATORY STUDY TEAM  
AND THE GOVERNMENT OF COLOMBIA  
ON JAPANESE TECHNICAL COOPERATION  
FOR THE PROJECT FOR STRENGTHENING INSTITUTIONAL CAPACITY OF LOCAL  
GOVERNMENTS TO SUPPORT DISPLACED PERSONS IN COLOMBIA

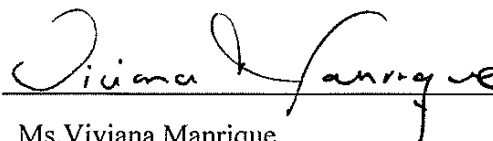
The Preparatory Study Team (hereinafter referred to as “the Team”) for the Japanese Technical Cooperation for the Project for Strengthening Institutional Capacity of Local Government to Support Displaced Persons in Colombia (“hereinafter referred to as “the Project”), organized by Japan International Cooperation Agency (hereinafter referred to as “JICA”) and headed by Mr.Kiyoshi YOSHIMOTO, Resident Representative of JICA Colombia Office, visited Colombia from 16 to 28 February 2009, for the purpose of working out the tentative framework of the Project, pending finalization of the Record of Discussion (R/D) between both parties.

The Team and the Government of Colombia (hereinafter referred as “GoC”) had a series of consultation. As a result of discussions, both sides reached common understandings concerning the matters referred to in the documents attached herewith. Done in duplicate at Bogota D.C. both in English and Spanish, the English text will prevail in case of any divergence of interpretation,.

Bogota, 27 February, 2009



Mr. Kiyoshi YOSHIMOTO  
Resident Representative  
JICA Colombia Office



Ms. Viviana Manrique  
Vice Minister of Interior (a.i.)  
Ministry of Interior and Justice  
The Republic of Colombia

## ATTACHED DOCUMENT

### I. Background

Forced displacement by violence is one of the biggest challenges Colombia faces and the number of displaced persons is estimated approximately 2.5 million (Accion Social, June 2008). Incidents which cause displacement are not yet fully solved and it is still difficult for many displaced persons to return to their home. In spite of the Constitutional Court Order which instructed the government to resolve crisis by June 2010, return of displaced persons is unlikely completed in the near future.

Under the circumstances, the Government of Colombia (hereinafter referred as “GoC”) has been made considerable efforts to meet the challenges of serious displacement crisis, in terms of both return and local resettlement. The legal framework for protection of displaced persons is well developed and series of laws, orders and other legal dispositions have been issued. The Constitutional Court has made a set of resolutions to urge government institutions to comply constitutional decisions.

According to the Law 1190 promulgated in 2008, the Ministry of Interior and Justice was instructed to establish a mechanism for formulation and implementation of Plan Integral Unico (Integrated Unified Program, PIU) as a planning tool, which is to be consistent with development plan/budget (Article1-2, Law 1190, 2008). Local institutions (provinces, districts, and municipalities) are given responsibility to protect as well as to provide integrated assistance to displaced persons under their jurisdictions. In this context, local governments have the responsibility to develop PIU to enhance their support to displaced persons. However, the impact of forced displacement by violence overwhelms the administrative capacity of local governments. PIUs have yet been formulated at some local governments, and even formulated, further efforts need to be made to realize tangible and concrete projects/activities, in line with PIUs, for the improvement of the condition of displaced persons in obtaining “effective possession of rights”.

Against this backdrop, the GoC formally requested the Government of Japan in 2007 to support GoC in implementing the project titled “Development of Local Capacity related to the Assistance of Population under a Situation of Displacement in Colombia” for institutional capacity development of local governments. .

The Team was thus dispatched to discuss with the GoC authorities to detail out the Project framework.

### II. Framework of the Project

#### 1. The Title of the Project

The Project for Strengthening Institutional Capacity of Local Governments to Support Displaced Persons in Colombia.

## **2. Terms of Cooperation**

The duration of the project will be three years, desirably starting in the third quarter of 2009. The starting date will be further consulted before signing of R/D (Record of Discussion).

## **3. Basic Concept of the Project**

The Project aims for strengthening institutional capacity of local governments to support persons displaced by violence in Colombia. Special emphasis will be placed on the capacity of selected local governments to formulate/monitor/evaluate workable and concrete projects in line with PIUs with ensuring participation of displaced persons. Monitoring and follow-up of such projects in coordinated manner will be another area to be strengthened.

For that purpose, the Project will be implemented by the Ministry of Interior and Justice in close coordination with the selected local governments.

## **4. Master Plan**

Through the series of discussions as well as the workshop held on 24-25 February 2009, the Team and the GoC have reached the agreement on the framework of the Project as follows. Both sides also agreed on the Project Design Matrix (Annex1). It was agreed that the attached PDM is provisional, and both side will further jointly review the matrix, and revise as necessary, at an early stage of the Project implementation.

### Overall Goal

Lessons learnt through strengthening of institutional capacity of the selected provinces/capitals will be introduced to other municipalities.

### Project Purpose

Institutional capacity of the selected provinces and their capitals will be strengthened for the formulation, monitoring and evaluation of PIU/projects to support displaced persons.

### Outputs

(1) The coordination between national and local entities as well as among local institutions will be reinforced for support to displaced persons.

(2) Institutional capacity of the selected local "Committees of Integral Assistance to the Population Displaced by Violence" and of other officials related to the assistance to the displaced persons will be strengthened.

(3) Information regarding actual situation of displaced persons will be better grasped in the selected provinces and their capitals

- (4) Needs of displaced persons will be better reflected in PIU/projects through their participation .
- (5) The coordination and monitoring capacities for enhancing government support to displaced persons of MIJ will be strengthened.

## **5. Administration and Coordination Structure of the Project**

As a result of the discussions, both sides agreed on the administration and coordination structure of the Project as below.

Project Director: Vice Minister of Interior, Ministry of Interior and Justice

Deputy Project Director: Director, Department of Territorial Affairs and Public Order,  
Ministry of Interior and Justice

Project Manager: Coordinating Advisor of the Group of Coordination and Monitoring of  
Governorship and Mayors with regard to Assistance to Displaced Persons, Ministry  
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Local Directors: Governors and Mayors in selected local governments

Field Managers: Directors in selected local governments in charge of secretariat of local  
committees of Integral Assistance for the Persons Displaced by Violence

The Project Director will have an overall responsibility of smooth and effective implementation of the Project, while the Project Manager will have a responsibility of project management.

The Project activities in selected local governments will be managed by the Field Managers under the leadership of governors/mayors.

## **6. Coordination with Other Authorities**

- (1) The Project will coordinate closely with the Agencia Presidencial para la Accion Social y la Cooperacion Internacional (hereinafter referred to as "Accion Social") both at central and local levels.
- (2) For the successful implementation of the Project, particularly in selected local governments, commitment and support by the governors/mayors will be critical. Therefore, the Letter of Agreement will be signed between the Ministry and the

selected local governments.

- (3) Joint Coordination Committee (Annex 2) will be held at least once a year to jointly monitor the progress of the Project.

## **7. Measures to be taken by JICA**

In accordance with the laws and regulations in force in Japan, JICA will take at its expense the following measures according to the normal procedures under the Colombo Plan Technical Cooperation scheme.

(1) Dispatch of Japanese Experts

JICA will provide services of the Japanese experts.

(2) Training of Colombian counterpart personnel

JICA will receive Colombian personnel connected with the Project for technical training in Japan and/or other countries.

(3) Provision of Machinery, Equipment, and Materials

JICA will provide such machinery, equipment and other materials (hereinafter referred to as “the Equipment”) necessary for implementation of the Project. The Equipment will become the property of the GoC upon being delivered C.I.F. (cost, insurance and freight) to the Colombian authorities concerned at the ports and/or airports of disembarkation.

(4) Running expenses necessary for the implementation of the Project, as mutually agreed upon.

## **8. Measures to be taken by GoC<sup>1</sup>**

- (1) The GoC will take necessary measures to ensure that self-reliant operation of the Project will be sustained during and after the period of the Japanese technical cooperation, through full and active involvement in the Project by all related authorities, beneficiary groups and institutions.

- (2) The GoC will ensure that the technologies and knowledge acquired by the Colombian nationals as a result of the Japanese technical cooperation will contribute to economic and social development of Colombia.

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<sup>1</sup> This part is based on the Convention about Technical Cooperation between the Republic of Colombia and Japan.



- (3) The GoC will grant privileges, exemptions and benefits to the Japanese experts and their families who reside in Colombia in connection with the Project, which are no less favorable than those accorded to experts of third countries working in Colombia under the Colombo Plan Technical Cooperation Scheme.
- (4) The GoC will ensure that the Equipment will be utilized effectively for the implementation of the Project in consultation with the Japanese experts.
- (5) The GoC will take necessary measures to ensure that knowledge and experience acquired by the Colombian personnel from the technical training in Japan, or in other countries, will be utilized effectively in the implementation of the Project.
- (6) In accordance with the laws and regulations in force in Colombia, the GoC will take necessary measures to provide at its own expense:
- i . Services of the Colombian counterpart personnel
  - ii . Offices and facilities for the experts
  - iii . Supply or replacement of machinery, equipment, instruments, tools, spare parts and any other materials necessary for the implementation of the Project other than the Equipment provided by JICA;
- (7) In accordance with the laws and regulations in force in Colombia, the GoC will take necessary measures to meet:
- i . Expenses necessary for transportation within Colombia of the Equipment as well as for the installation, operation and maintenance thereof;
  - ii . Customs duties, internal taxes and any other charges, imposed in Colombia on the Equipment; and
  - iii . Running expenses necessary for the implementation of the Project, as mutually agreed upon.

### **III. Specifics Confirmed for the Project**

#### **1. Scope of the Project**

The main focus of the Project will be capacity development for the Ministry of Interior and Justice, the Group of Coordination and Monitoring of Governorship and Mayors with regard to Assistance to Displaced Persons in particular, local governments, Accion Social at local level and local "Committees of Integral Assistance for the Population Displaced by Violence" to formulate public policy as well as concrete projects in line with PIU, which is expected to contribute to the

function of National System of Integral Attention to People Displaced by Violence (SNAIPD). The Project in this sense will place emphasis on the project formulation/monitoring/evaluation capacity, which includes participatory project formulation, coordination among stakeholders, etc. The formulated projects/activities in line with PIU should be incorporated in the Development Plan and/or Annual Investment Plan of respective local governments. It was confirmed that the implementation of formulated projects will be done under the responsibility of the concerned local governments with their own costs.

## **2. Target Local Governments**

Two municipalities and two districts (Medellin, Cali, Cartagena, Santa-Marta) were initially nominated by GoC as target municipalities for the training. However, it was later requested by GoC that four province (Antioquia, Bolivar, Magdalena, and Valle del Cauca), in addition to two municipalities (Medellin and Cali) and two districts (Cartagena and Santa-Marta), would be included.

The Team recognized the important role of provinces in terms of supporting municipalities, and both side agreed that the training would be participated by the concerned staff of two municipalities, two districts and four provinces. Out of them, one province and its capital (municipality/district) would be selected for the close monitoring and technical backstopping in implementation process, so that lessons learnt from monitoring process will further contribute to providing feed-back to the planning process. Projects/activities formulated with the technical support by the Project are to be implemented by the concerned province/municipality with their own cost.

## **3. Selection Criteria**

The selection of one province and its capital, as mentioned above, should be jointly made by the JICA and GoC in the early stage of the Project. It was agreed that the criteria of selection should be 1) existence of functional "Committee" at province and municipality/district, 2) commitment of local government to implement the formulated projects/activities, and 3) budget allocation to implement the projects/activities under the Project. Regarding commitment, since Japanese expert is supposed to work closely with selected province and its capital, selected local governments will be expected to provide an office space for Japanese expert as well as to allocate counterpart personnel to work with the expert.

## **4. Acknowledgement and Update of the Actual Situations of Displaced Persons**

It should be recognized that the project formulation and implementation for displaced persons must be flexible enough to accommodate changes of number of target groups, as displaced persons are still in motion (influx and return). The Team found that data of

registration does not sufficiently contain date of actual locations of displaced persons, if they get displaced again after the first registration. Close monitoring and prediction of moves of displaced persons should be put in place to enable for projects to amend their designs in accordance with changed target number in timely manner. The security section of the local government as well as international organization can be sources of information for this matter.

#### **5. Securing Institutional Capacity**

The Team expressed the concern about frequent turnover of Colombian government personnel both at central and local level. For the strengthening of institutional capacity, it is critical that at least key personnel trained through the projects remain in the same positions to the extent possible to accumulate knowledge and know-how in the organization and to maintain institutional memory.

#### **6. Coordination among Ministry of Interior and Justice and Selected Local Governments**

The Team considers that the coordination mechanism between the Ministry and selected provinces/municipalities/districts is one of the most important issues for the success of the Project. In order to enhance the capacity of the Ministry to monitor and support local governments, current coordination mechanism is to be further studied.

#### **7. Coordination between Ministry of Interior and Justice and Accion Social**

The Team considers that the coordination mechanism, at local level in particular, between the Ministry and Sub-Direction of Accion Social to Support Displaced Persons will be another important aspect for the success of the Project. The Team has found that concrete coordination mechanism should be further discussed prior to the finalization of R/D.

#### **8. Consideration for the non-DP Residents in the Selected Local Governments**

The Team found that various support extended to displaced persons sometimes cause jealousy of neighbouring non-DP residents as displaced persons often settle in the area where other vulnerable sections of society live. In designing projects at local level, special attention would be needed to avoid conflict and to facilitate peaceful resettlement.

#### **9. Coordination with Other Donors**

To avoid duplication and enhance synergy effects, the Project will coordinate with other donors and related institutions.

### **IV. Next Steps**

- R/D will be signed between JICA Colombia Office and the GoC. JICA would dispatch a supplementary study team to discuss further details of the project plan before the signing of R/D, if necessary.
- Ministry of Interior and Justice will prepare the office(s) for the Japanese experts before the start of the Project.

**Annex 1 Project Design Matrix**

**Annex 2 Joint Coordination Committee**

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Tentative Project Design Matrix (PDM) (Version 0)  
 Project Title: The Project for Strengthening Institutional Capacity of Local Governments to Support Displaced Persons in Colombia  
 Counterpart: Ministry of Interior and Justice (MIJ)  
 Target group: Institutions supporting displaced persons in selected provinces (Antioquia, Bolivar, Valle del Cauca, Magdalena) and their capitals  
 Period of Project: 3 years

Date: 27 Feb. 2009

	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
	<p><b>Overall Goal</b> Lessons learnt through strengthening of institutional capacity of the selected provinces/capitals will be introduced to other municipalities.</p> <p><b>Project Purpose</b> Institutional capacity of the selected provinces and their capitals will be strengthened for the formulation, monitoring and evaluation of PIU/projects to support displaced persons.</p>	<p>1. Number of implemented development plans/projects formulated under the project</p> <p>2. Formulated development plans/projects addressing "Effective Possession Rights" in selected local governments.</p>	<p>Development plans/projects</p>	<p>Related institutions disburse appropriate budget for the support of displaced persons</p>
1	<p><b>Outputs</b></p> <p>1 The coordination between national and local entities as well as among local institutions will be reinforced for support to displaced persons.</p>	<p>1-1. Number of meetings of the local committees.</p> <p>1-2. Number of participants to the local committees.</p> <p>1-3. Agenda of the local committees</p> <p>1-4. Information delivered by MIJ to local governments</p> <p>1-5. Evaluation by the committee members on functioning of the committees.</p>	<p>1.Minutes of meetings of local committees.</p> <p>2.Interview to MIJ and local governments</p> <p>3.Evaluation reports</p>	<p>1. Major counterpart personnel remain in their respective positions during the project to the extent possible.</p>
2	<p>Institutional capacity of the selected local "Committees of Integral Assistance to the Population Displaced by Violence" and of other officials related to the assistance to the displaced persons will be strengthened.</p>	<p>2-1. The developed materials on planning/monitoring/evaluation methods.</p> <p>2-2. Number of trained officials</p> <p>2-3. Resources mobilized by the local governments to implement projects</p> <p>2-4. Satisfaction of the local committee members to the formulated projects.</p>	<p>1.Developed materials</p> <p>2.Training reports</p> <p>3.Annual report from local governments</p> <p>4.Satisfaction survey to the local committee members</p>	
3	<p>Information regarding actual situation of displaced persons will be better grasped in the selected provinces and their capitals.</p>	<p>3-1.Updated information regarding displaced persons used in development plans/projects.</p>	<p>1.Development plans/projects</p>	<p>2. Policy for displaced persons remain as priority in selected local governments.</p>
4	<p>Needs of displaced persons will be better reflected in PIU/projects through their participation.</p>	<p>4.1 Number of participating organizations of the displaced persons in the committees</p> <p>4.2 Satisfaction by the representatives of displaced persons</p>	<p>1.Minutes of meetings of the committees.</p> <p>2.Interviews to the representatives of displaced persons.</p>	
5	<p>The coordination and monitoring capacities for enhancing government support to displaced persons of MIJ will be strengthened.</p>	<p>5.1 Number of conducted trainings</p> <p>5.2 Increased advice and guidance from MIJ to local governments</p>	<p>1.Training reports</p> <p>2.Interviews to MIJ and local governments</p>	
1.1	<p><b>Activities</b></p> <p>MIJ concludes agreements with selected local governments.</p>	<p>Japanese Side</p> <p>(1) Experts:</p> <ul style="list-style-type: none"> <li>Long-term expert(s): Planning/Management</li> <li>Short-term expert(s) as necessary : eg. Organization analysis</li> </ul> <p>PCM/Participatory Planning )</p>	<p>Colombian side</p> <p>(1)Counterpart personnel</p> <p>Project Director</p> <p>Deputy Project Director</p> <p>Project Manager</p> <p>Deputy Project Manager</p> <p>Liaison Officers</p> <p>Local Directors</p> <p>Field Managers</p>	<p>The number of displaced persons don't increase drastically in the selected local governments.</p>
1.2	<p>MIJ and committees of local governments identify key stakeholders and their activities.</p>	<p>Information system</p> <p>Peace Building</p>		

Narrative Summary		Objectively Verifiable Indicators	Means of Verification	Important Assumptions
1.3	MIJ organizes orientations to selected local governments in order to national policy priorities to be reflected in PIU/projects plans with regard to displaced persons.		(2) Office space and facilities	
1.4	MIJ disseminates information about the roles and responsibilities of local governments in support of displaced persons.	(2) Equipment as necessary	(3) Local management cost	
1.5	MIJ in collaboration with local committees organizes workshops to identify problems of coordination and their solutions.	(3) Training to Japan and/or third countries		
2.1	Members of local committees clarify their roles and responsibilities.	(4) Local activity cost		
2.2	Members of local committees identify their needs for capacity development (SWOT analysis, etc.).	(5) Advisory mission as necessary		
2.3	Training needs assessment is conducted at local committees.			
2.4	Local committees make annual action plans in line with PIU.			
2.5	MIJ organizes orientation on legal / judicial framework and responsibilities of local institutions.			
2.6	Trainings on planning/monitoring/evaluation methods are implemented.			
2.7	Technical secretariats of local committees plan/implement/monitor projects in line with PIU using learned			
2.8	Technical secretariats of local committees reflect PIU/development plans regarding displaced persons in their			
2.9	MIJ facilitates local committees to hold regular meetings.			
2.10	MIJ in cooperation with local governments holds workshops for sharing lessons.			
3.1	The local committees define necessary variables for a local information system to identify needs of displaced persons and to update actual situation.			
3.2	Members of the local committees regularly share and provide information regarding displaced persons among members of local committees and with MIJ			
3.3	MIJ in cooperation with Accion Social defines standard variables to develop information format for monitoring the situation of displaced persons.			
4.1	Members of the local committees have trainings on methods of participatory planning.			
4.2	Local committees carry out trainings on leadership to representatives of displaced persons.			
5.1	MIJ identifies their needs for capacity development (SWOT analysis, etc.).			
5.2	Trainings to MIJ officials are conducted on guidelines for public policy formulation and methods of planning, implementation, monitoring and evaluation.			
5.3	Training is conducted to learn experiences in other countries.			

**Preconditions**

1. The security situation don't drastically worsened.
2. Budget for displaced persons is secured in selected local governments.

## JOINT COORDINATION COMMITTEE (JCC)

### 1. Functions

The Joint Coordinating Committee of the Project will be held at least once a year and whenever necessity arises.

Its functions are as follows.

- i .To monitor and evaluate the progress of the Project,
- ii .To find out proper ways and means for the solution of major issues arising from or in connection with the Project, and .
- iii. To approve the modification to activities, if necessary.

### 2. Composition

#### i . Chairperson

Vice Minister, Ministry of Interior and Justice

#### iii. Members

##### a) Colombian Side

- Director, Territorial Affairs and Public Order Department, Ministry of Interior and Justice
- Coordinating Advisor of the Group of Coordination and Monitoring of Governorship and Mayors with regard to Assistance to Displaced People, Ministry of Interior and Justice
- Specialized Professional, Group of Coordination and Monitoring of Governorship and Mayors with regard to Assistance to Displaced People, Ministry of Interior and Justice.
- Professionals, Group of Coordination and Monitoring of Governorship and Mayors with regard to Assistance to Displaced People, Ministry of Interior and Justice
- Professional, International Cooperation Office, Ministry of Interior and Justice
- Director, International Cooperation Direction, Accion Social
- Representative of selected Provinces/Districts/Municipalities

##### b) Japanese Side

JICA Experts

Representative of the JICA Colombian office

Other personnel concerned to the Project

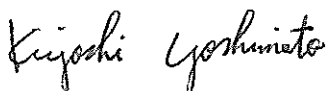
Official(s) of the Embassy of Japan in Colombia may attend the Committee as observer(s).

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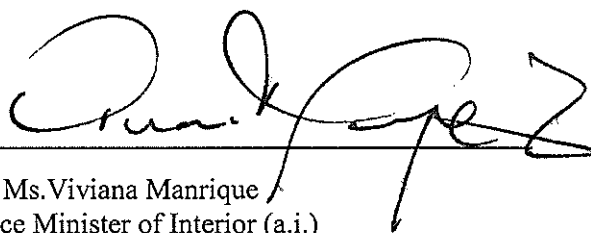
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#### **6. Coordination with Other Authorities**

(1) The Project will coordinate closely with the Agencia Presidencial para la Accion Social y la Cooperacion Internacional (hereinafter referred to as "Accion Social") both at central and local levels.

(2) For the successful implementation of the Project, particularly in selected local governments, commitment and support by the governors/mayors will be critical. Therefore, the Letter of Agreement will be signed between the Ministry and the selected local governments.

(3) Joint Coordination Committee (Annex 2) will be held at least once a year to jointly monitor the progress of the Project.

## **7. Measures to be taken by JICA**

In accordance with the laws and regulations in force in Japan, JICA will take at its expense the following measures according to the normal procedures under the Colombo Plan Technical Cooperation scheme.

### **(1) Dispatch of Japanese Experts**

JICA will provide services of the Japanese experts.

### **(2) Training of Colombian counterpart personnel**

JICA will receive Colombian personnel connected with the Project for technical training in Japan and/or other countries.

### **(3) Provision of Machinery, Equipment, and Materials**

JICA will provide such machinery, equipment and other materials (hereinafter referred to as “the Equipment”) necessary for implementation of the Project. The Equipment will become the property of the GoC upon being delivered C.I.F. (cost, insurance and freight) to the Colombian authorities concerned at the ports and/or airports of disembarkation.


(4) Running expenses necessary for the implementation of the Project, as mutually agreed upon.

## **8. Measures to be taken by GoC<sup>1</sup>**

(1) The GoC will take necessary measures to ensure that self-reliant operation of the Project will be sustained during and after the period of the Japanese technical cooperation, through full and active involvement in the Project by all related authorities, beneficiary groups and institutions.

(2) The GoC will ensure that the technologies and knowledge acquired by the Colombian nationals as a result of the Japanese technical cooperation will contribute to economic and social development of Colombia.

(3) The GoC will grant privileges, exemptions and benefits to the Japanese experts and their families who reside in Colombia in connection with the Project, which are no less favorable than those accorded to experts of third countries working in Colombia under the Colombo Plan Technical Cooperation Scheme.

  
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<sup>1</sup> This part is based on the Convention about Technical Cooperation between the Republic of Colombia and Japan.

(4) The GoC will ensure that the Equipment will be utilized effectively for the implementation of the Project in consultation with the Japanese experts.

(5) The GoC will take necessary measures to ensure that knowledge and experience acquired by the Colombian personnel from the technical training in Japan, or in other countries, will be utilized effectively in the implementation of the Project.

(6) In accordance with the laws and regulations in force in Colombia, the GoC will take necessary measures to provide at its own expense:

- .. Services of the Colombian counterpart personnel
- .. Offices and facilities for the experts
- .. Supply or replacement of machinery, equipment, instruments, tools, spare parts and any other materials necessary for the implementation of the Project other than the Equipment provided by JICA;

(7) In accordance with the laws and regulations in force in Colombia, the GoC will take necessary measures to meet:

- .. Expenses necessary for transportation within Colombia of the Equipment as well as for the installation, operation and maintenance thereof;
- .. Customs duties, internal taxes and any other charges, imposed in Colombia on the Equipment; and
- .. Running expenses necessary for the implementation of the Project, as mutually agreed upon.

### **III. Specifics Confirmed for the Project**

#### **1. Scope of the Project**

The main focus of the Project will be capacity development for the Ministry of Interior and Justice, the Group of Coordination and Monitoring of Governorship and Mayors with regard to Assistance to Displaced Persons in particular, local governments, Accion Social at local level and local "Committees of Integral Assistance for the Population Displaced by Violence" to formulate public policy as well as concrete projects in line with PIU, which is expected to contribute to the function of National System of Integral Attention to People Displaced by Violence (SNAIPD). The Project in this sense will place emphasis on the project formulation/monitoring/evaluation capacity, which includes participatory project formulation, coordination among stakeholders, etc. The formulated projects/activities in line with PIU should be incorporated in the Development Plan and/or Annual Investment Plan of respective local governments. It was confirmed that the implementation of formulated

projects will be done under the responsibility of the concerned local governments with their own costs.

## **2. Target Local Governments**

Two municipalities and two districts (Medellin, Cali, Cartagena, Santa-Marta) were initially nominated by GoC as target municipalities for the training. However, it was later requested by GoC that four province (Antioquia, Bolivar, Magdalena, and Valle del Cauca), in addition to two municipalities (Medellin and Cali) and two districts (Cartagena and Santa-Marta), would be included.

The Team recognized the important role of provinces in terms of supporting municipalities, and both side agreed that the training would be participated by the concerned staff of two municipalities, two districts and four provinces. Out of them, one province and its capital (municipality/district) would be selected for the close monitoring and technical backstopping in implementation process, so that lessons learnt from monitoring process will further contribute to providing feed-back to the planning process. Projects/activities formulated with the technical support by the Project are to be implemented by the concerned province/municipality with their own cost.

## **3. Selection Criteria**

The selection of one province and its capital, as mentioned above, should be jointly made by the JICA and GoC in the early stage of the Project. It was agreed that the criteria of selection should be 1) existence of functional "Committee" at province and municipality/district, 2) commitment of local government to implement the formulated projects/activities, and 3) budget allocation to implement the projects/activities under the Project. Regarding commitment, since Japanese expert is supposed to work closely with selected province and its capital, selected local governments will be expected to provide an office space for Japanese expert as well as to allocate counterpart personnel to work with the expert.

## **4. Acknowledgement and Update of the Actual Situations of Displaced Persons**

It should be recognized that the project formulation and implementation for displaced persons must be flexible enough to accommodate changes of number of target groups, as displaced persons are still in motion (influx and return). The Team found that data of registration does not sufficiently contain date of actual locations of displaced persons, if they get displaced again after the first registration. Close monitoring and prediction of moves of displaced persons should be put in place to enable for projects to amend their designs in accordance with changed target number in timely manner. The security section of the local government as well as international organization can be sources of information for this matter.

### **5. Securing Institutional Capacity**

The Team expressed the concern about frequent turnover of Colombian government personnel both at central and local level. For the strengthening of institutional capacity, it is critical that at least key personnel trained through the projects remain in the same positions to the extent possible to accumulate knowledge and know-how in the organization and to maintain institutional memory.

### **6. Coordination among Ministry of Interior and Justice and Selected Local Governments**

The Team considers that the coordination mechanism between the Ministry and selected provinces/municipalities/districts is one of the most important issues for the success of the Project. In order to enhance the capacity of the Ministry to monitor and support local governments, current coordination mechanism is to be further studied.

### **7. Coordination between Ministry of Interior and Justice and Accion Social**

The Team considers that the coordination mechanism, at local level in particular, between the Ministry and Sub-Direction of Accion Social to Support Displaced Persons will be another important aspect for the success of the Project. The Team has found that concrete coordination mechanism should be further discussed prior to the finalization of R/D.

### **8. Consideration for the non-DP Residents in the Selected Local Governments**

The Team found that various support extended to displaced persons sometimes cause jealousy of neighbouring non-DP residents as displaced persons often settle in the area where other vulnerable sections of society live. In designing projects at local level, special attention would be needed to avoid conflict and to facilitate peaceful resettlement.

### **9. Coordination with Other Donors**

To avoid duplication and enhance synergy effects, the Project will coordinate with other donors and related institutions.

## **IV. Next Steps**

. R/D will be signed between JICA Colombia Office and the GoC. JICA would dispatch a supplementary study team to discuss further details of the project plan before the signing of R/D, if necessary.

.Ministry of Interior and Justice will prepare the office(s) for the Japanese experts before the start of the Project.

## **Annex 1 Project Design Matrix**

**Annex 2 Joint Coordination Committee**





## JOINT COORDINATION COMMITTEE (JCC)

### 1. Functions

The Joint Coordinating Committee of the Project will be held at least once a year and whenever necessity arises.

Its functions are as follows.

- ..To monitor and evaluate the progress of the Project,
- ..To find out proper ways and means for the solution of major issues arising from or in connection with the Project, and .
- .. To approve the modification to activities, if necessary.

### 2. Composition

#### .. Chairperson

Vice Minister, Ministry of Interior and Justice

#### .. Members

##### a) Colombian Side

.Director, Territorial Affairs and Public Order Department, Ministry of Interior and Justice

.Coordinating Advisor of the Group of Coordination and Monitoring of Governorship and Mayors with regard to Assistance to Displaced People, Ministry of Interior and Justice

. Specialized Professional, Group of Coordination and Monitoring of Governorship and Mayors with regard to Assistance to Displaced People, Ministry of Interior and Justice.

. Professionals, Group of Coordination and Monitoring of Governorship and Mayors with regard to Assistance to Displaced People, Ministry of Interior and Justice

.Professional, International Cooperation Office, Ministry of Interior and Justice

.Director, International Cooperation Direction, Accion Social

.Representative of selected Provinces/Districts/Municipalities

##### b) Japanese Side

JICA Experts

Representative of the JICA Colombian office

Other personnel concerned to the Project

Official(s) of the Embassy of Japan in Colombia may attend the Committee as observer(s).

Project Title: The Project for Strengthening Institutional Capacity of Local Governments to Support Displaced Persons in Col  
 Counterpart: Ministry of Interior and Justice (MIJ)  
 Target group: Institutions supporting displaced persons in selected provinces (Antioquia, Bolívar, Valle del Cauca, Magdalena) and their capitals  
 Period of Project: 3 years

Date: 27 Feb. 2009

Narrative Summary		Objectively Verifiable Indicators	Means of Verification	Important Assumptions
<b>Overall Goal</b> Lessons learnt through strengthening of institutional capacity of the selected provinces/capitals will be introduced to other municipalities.				
<b>Project Purpose</b> Institutional capacity of the selected provinces and their capitals will be strengthened for the formulation, monitoring and evaluation of PIU/projects to support displaced persons.		1. Number of implemented development plans/projects formulated under the project 2. Formulated development plans/projects addressing "Effective Possession Rights" in selected local governments.	Development plans/projects	Related institutions disburse appropriate budget for the support of displaced persons
<b>Outputs</b> 1 The coordination between national and local entities as well as among local institutions will be reinforced for support to displaced persons.		1-1. Number of meetings of the local committees. 1-2. Number of participants to the local committees. 1-3. Agenda of the local committees 1-4. Information delivered by MIJ to local governments 1-5. Evaluation by the committee members on functioning of the committees.	1. Minutes of meetings of local committees. 2. Interview to MIJ and local governments 3. Evaluation reports	1. Major counterpart personnel remain in their respective positions during the project to the extent possible.
2 Institutional capacity of the selected local Committees of Integral Assistance to the Population Displaced by Violence, and of other officials related to the assistance to the displaced persons will be strengthened.		2-1. The developed materials on planning/monitoring/evaluation methods. 2-2. Number of trained officials 2-3. Resources mobilized by the local governments to implement projects 2-4. Satisfaction of the local committee members to the formulated projects.	1. Developed materials 2. Training reports 3. Annual report from local governments 4. Satisfaction survey to the local committee members	
3 Information regarding actual situation of displaced persons will be better grasped in the selected provinces and their capitals.		3-1. Updated information regarding displaced persons used in development plans/projects.	1. Development plans/projects	2. Policy for displaced persons remain as priority in selected local governments.
4 Needs of displaced persons will be better reflected in PIU/projects through their participation.		4.1 Number of participating organizations of the displaced persons in the committees 4.2 Satisfaction by the representatives of displaced persons	1. Minutes of meetings of the committees. 2. Interviews to the representatives of displaced persons.	
5 The coordination and monitoring capacities for enhancing government support to displaced persons of MIJ will be strengthened.		5.1 Number of conducted trainings 5.2 Increased advice and guidance from MIJ to local governments	1. Training reports 2. Interviews to MIJ and local governments	
<b>Activities</b>				
1.1 MIJ concludes agreements with selected local governments.		Japanese Side (1) Experts: Long-term expert(s): Planning/Management Short-term expert(s) as necessary: eg. Organization analysis ..... Planning method (including PCM, Participatory Planning) ..... Information system Peace Building	Colombian side (1) Counterpart personnel: Project Director Deputy Project Director Project Manager Deputy Project Manager Liaison Officers Local Directors Field Managers	
1.2 MIJ and committees of local governments identify key stakeholders and their activities.				The number of displaced persons don't increase drastically in the selected local governments.
1.3 MIJ organizes orientations to selected local governments in order to national policy priorities to be reflected in local development plans with regard to displaced persons.			(2) Office space and facilities	

Project title: The Project for Strengthening Institutional Capacity of Local Governments to Support Displaced Persons in Col  
 Counterpart: Ministry of Interior and Justice (MID)  
 Target group: Institutions supporting displaced persons in selected provinces (Antioquia, Bolivar, Valle del Cauca, Magdalena) and their capitals  
 Period of Project: 3 years

Narrative Summary		Objectively Verifiable Indicators		Means of Verification	Important Assumptions
1.4	MU disseminates information about the roles and responsibilities of local governments in support of displaced persons.	(2) Equipment as necessary	(3) Local management cost	Preconditions	1. The security situation don't drastically worsened. 2. IDP support budget is secured in selected local governments.
1.5	MU in collaboration with local committees organizes workshops to identify problems of coordination and their solutions.	(3) Training to Japan and/or third countries			
2.1	Members of local committees clarify their roles and responsibilities.	(4) Local activity cost			
2.2	Members of local committees identify their needs for capacity development (SWOT analysis, etc.).	(5) Advisory mission as necessary			
2.3	Training needs assessment is conducted at local committees.				
2.4	Local committees make annual action plans in line with PU.				
2.5	MU organizes orientation on legal / judicial framework and responsibilities of local institutions.				
2.6	Trainings on planning/monitoring/evaluation methods are implemented.				
2.7	Technical secretariats of local committees plan/implement/monitor projects in line with PU using learned methods.				
2.8	Technical secretariats of local committees reflect PU/development plans regarding displaced persons in their annual budgets.				
2.9	MU facilitates local committees to hold regular meetings.				
2.10	MU in cooperation with local governments holds workshops for sharing lessons.				
3.1	The local committees define necessary variables for a local information system to identify needs of displaced persons and to update actual situation.				
3.2	Members of the local committees regularly share and provide information regarding displaced persons among members of local committees and with MU				
3.3	MU in cooperation with Accion Social defines standard variables to develop information format for monitoring the situation of displaced persons.				
4.1	Members of the local committees have trainings on methods of participatory planning.				
4.2	Local committees carry out trainings on leadership to representatives of displaced persons.				
5.1	MU identifies their needs for capacity development (SWOT analysis, etc.).				
5.2	Trainings to MU officials are conducted on guidelines for public policy formulation and methods of planning, implementation, monitoring and evolution.				
5.3	Training is conducted to learn experiences in other countries.				

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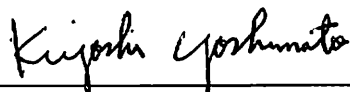
RECORD OF DISCUSSIONS  
BETWEEN  
JAPAN INTERNATIONAL COOPERATION AGENCY  
AND THE GOVERNMENT OF COLOMBIA  
ON JAPANESE TECHNICAL COOPERATION  
FOR THE PROJECT FOR STRENGTHENING INSTITUTIONAL CAPACITY OF  
LOCAL GOVERNMENTS TO SUPPORT DISPLACED PERSONS IN COLOMBIA

Japan International Cooperation Agency (hereinafter referred to as "JICA") exchanged views and had a series of discussions with the Colombian authorities concerned for the purpose of working out the details of the technical cooperation program concerning the Project for Strengthening Institutional Capacity of Local Governments to Support Displaced Persons in Colombia (hereinafter referred to as "the Project").

As a result of the discussions, and in accordance with the provisions of the Agreement on Technical Cooperation between the Government of Japan and the Government of the Republic of Colombia, signed in Bogota on December 22, 1976 (hereinafter referred to as "the Agreement"), Resident Representative of JICA Colombia Office and the Colombian authorities concerned agreed to recommend to their respective Governments the matters referred to in the document attached hereto.

The Record of Discussions was prepared both in English and Spanish. In case of any difference of interpretation between the two languages, the English version prevails.

Bogota, August 31, 2009

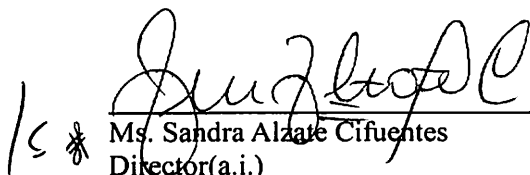


Mr. Kiyoshi YOSHIMOTO  
Resident Representative in Colombia  
Japan International Cooperation Agency  
Japan



Mr. Fabio Valencia Cossio  
Minister of Interior and Justice  
Republic of Colombia

Witness



Ms. Sandra Alzate Cifuentes  
Director(a.i.)  
Presidential Agency for Social Action and  
International Cooperation  
Republic of Colombia

## ATTACHED DOCUMENT

### I. COOPERATION BETWEEN JICA AND THE GOVERNMENT OF COLOMBIA

The Project will be implemented in accordance with the Master Plan, which is shown in ANNEX I.

### II. PROJECT TITLE

Both sides agreed upon change of the project title from “Development of Local Capacity related to the assistance of population under a situation of displacement in Colombia” to “Strengthening Institutional Capacity of Local Governments to Support Displaced Persons in Colombia”

### III. MEASURES TO BE TAKEN BY JICA

In accordance with the laws and regulations in force in Japan and the provisions of Article II of the Agreement, JICA, as the executing agency for technical cooperation by the Government of Japan, will take, at its own expense, the following measures according to the normal procedures under the Technical Cooperation Scheme.

#### 1. DISPATCH OF JAPANESE EXPERTS

JICA will provide the services of the Japanese experts as listed in ANNEX II. The provision of Article V of the Agreement will be applied to the above-mentioned experts.

#### 2. PROVISION OF MACHINERY AND EQUIPMENT

JICA will provide such machinery, equipment and other materials (hereinafter referred to as “the Equipment”) necessary for the implementation of the Project as listed in ANNEX III. The provision of Article IX of the Agreement will be applied to the Equipment.

#### 3. TRAINING OF COLOMBIAN PERSONNEL IN JAPAN

JICA will receive the Colombian personnel connected with the Project for technical training in Japan and other countries.

#### IV. MEASURES TO BE TAKEN BY THE GOVERNMENT OF COLOMBIA

1. The Government of Colombia will take necessary measures to ensure that the self-reliant operation of the Project will be sustained during and after the period of Japanese technical cooperation, through full and active involvement in the Project of all related authorities, beneficiary groups and institutions.
2. The Government of Colombia will ensure that the technologies and knowledge acquired by the Colombian nationals as a result of Japanese technical cooperation will contribute to the economic and social development of Colombia as this Agreement(R/D) will work with projects included in Plan Integral Único(Integrated Unified Program, PIU) which are based on criteria that include effective realization of displaced people's rights.
3. In accordance with the provisions of Article VI of the Agreement, the Government of Colombia will grant in Colombian privileges, exemptions and benefits to the Japanese experts referred to in III-1 above and their families.
4. In accordance with provisions of Article IX of the Agreement, the Government of Colombia will take the measures necessary to receive and use the Equipment provided by JICA under III-2 above and equipment, machinery and materials carried in by the Japanese experts referred to in III-1 above.
5. The Government of Colombia will take necessary measures to ensure that the knowledge and experience acquired by the Colombian personnel from technical training in Japan will be utilized effectively in the implementation of the Project.
6. In accordance with the provision of Article V of the Agreement, the Government of Colombia will provide the services of Colombian counterpart personnel and administrative personnel as listed in Annex IV.
7. In accordance with the provision of Article V of the Agreement, the Government of Colombia will provide the buildings and facilities as listed in Annex V.
8. In accordance with the laws and regulations in force in Colombia, the Government of Colombia will take necessary measures to supply or replace at its own expense:  
machinery, equipment, instruments, vehicles, tools, spare-parts, and any other

materials necessary for the implementation of the Project other than the Equipment provided by JICA as listed in III-2 above, once components are determined and resources for them are requested and approved.

9. In accordance with the laws and regulations in force in Colombia, the Government of Colombia will take necessary measures to meet the running expenses necessary for the implementation of the Project.

## V. ADMINISTRATION OF THE PROJECT

1. Vice Minister of Interior, as the Project Director will bear overall responsibility for the administration and implementation of the Project.
2. Coordinating Advisor of the Group of Territorial Coordination with regard to forced Displacement, Ministry of Interior and Justice, as the Project Manager will be responsible for the managerial and technical matters of the Project.
3. The Japanese Team Leader (Chief Advisor) will provide necessary recommendations and advice to the Project Director and the Project Manager on any matters pertaining to the implementation of the Project.
4. The Japanese experts will give necessary technical guidance and advice to the Colombian counterpart personnel on technical matters pertaining to the implementation of the Project.
5. For the effective and successful implementation of technical cooperation for the Project, a Joint Coordinating Committee will be established whose functions and composition are described in ANNEX VI.

## VI. JOINT EVALUATION

Evaluation of the Project will be jointly conducted by JICA and the Colombian authorities concerned, at the middle and during the last six months of the cooperation term of the Project in order to examine the level of achievement.

## VII. CLAMES AGAINST JAPANESE EXPERTS

In accordance with the provision of Article VII of the Agreement, the Government of Colombia undertakes to bear claims, if any arises, against the Japanese experts engaged in technical cooperation for the Project resulting from, occurring in the course of, or otherwise connected with the discharge of their official functions in the Republic of Colombia except for those arising from the willful misconduct or gross negligence of the Japanese experts.

## VIII. MUTUAL CONSULTATION

There will be mutual consultation between JICA and the Government of Colombia on any major issues arising from, or in connection with, this Attached Document.

## IX. MEASURES TO PROMOTE UNDERSTANDING OF AND SUPPORT FOR THE PROJECT

For the purpose of promoting support for the Project among the people of the Republic of Colombia, the Government of Colombia will take appropriate measures to make the Project widely known to the people of Colombia.

## X. TERM OF COOPERATION

The duration of the project will be three (3) years, starting from the date of the first dispatch  
• of Japanese expert.

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## LIST OF ANNEX

- ANNEX I. MASTER PLAN
- ANNEX II. LIST OF JAPANESE EXPERTS
- ANNEX III. LIST OF MACHINERY AND EQUIPMENT
- ANNEX IV. LIST OF COLOMBIAN COUNTERPART AND ADMINISTRATIVE PERSONNEL
- ANNEX V. LIST OF BUILDING AND FACILITIES
- ANNEX VI. JOINT COORDINATING COMMITTEE
- ANNEX VII. IMPLEMENTATION STRUCTURE

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## **ANNEX I. MASTER PLAN**

1. Title: The Project for Strengthening Institutional Capacity of Local Governments to Support Displaced Persons in Colombia.

### **2. Objective of the Project**

#### **2-1. Overall Goal**

Lessons learnt through strengthening of institutional capacity of the selected provinces/capitals will be introduced to other municipalities.

#### **2-2. Project Purpose**

Institutional capacity of the selected provinces and their capitals will be strengthened for the formulation, monitoring and evaluation of PIU/projects to support displaced persons.

### **3. Outputs of the Project**

- (1) The coordination between national and local entities as well as among local institutions will be reinforced for support to displaced persons.
- (2) Institutional capacity of the selected local “Committees of Integral Assistance to the Population Displaced by Violence” and of other officials related to the assistance to the displaced persons will be strengthened.
- (3) Information regarding actual situation of displaced persons will be better grasped in the selected provinces and their capitals.
- (4) Needs of displaced persons will be better reflected in PIU/projects through their participation.
- (5) The coordination and monitoring capacities for enhancing government support to displaced persons of MIJ will be strengthened.

### **4. Activities of the Project**

#### **(1) Activities for above-mentioned Output 3 (1)**

(1)-1. MIJ concludes agreements with selected local governments.

(1)-2. MIJ and committees of local governments identify key stakeholders and their activities.

(1)-3. MIJ organizes orientations to selected local governments in order to national policy

priorities to be reflected in PIU/projects plans with regard to displaced persons.

(1)-4. MIJ disseminates information about the roles and responsibilities of local governments in support of displaced persons.

(1)-5. MIJ in collaboration with local committees organizes workshops to identify problems of coordination and their solutions.

(2) Activities for above-mentioned Output 3(2)

(2)-1. Members of local committees clarify their roles and responsibilities.

(2)-2. Members of local committees identify their needs for capacity development (SWOT analysis, etc.).

(2)-3. Training needs assessment is conducted at local committees.

(2)-4. Local committees make annual action plans in line with PIU.

(2)-5. MIJ organizes orientation on legal / judicial framework and responsibilities of local institutions.

(2)-6. Trainings on planning/monitoring/evaluation methods are implemented.

(2)-7. Technical secretariats of local committees plan/implement/monitor projects in line with PIU using learned methods.

(2)-8. Technical secretariats of local committees reflect PIU/development plans regarding displaced persons in their annual budgets.

(2)-9. MIJ facilitates local committees to hold regular meetings.

(2)-10. MIJ in cooperation with local governments holds workshops for sharing lessons.

(3) Activities for above-mentioned Output 3 (3)

(3)-1. The local committees define necessary variables for a local information system to identify needs of displaced persons and to update actual situation.

(3)-2. Members of the local committees regularly share and provide information regarding displaced persons among members of local committees and with MIJ

(3)-3. MIJ in cooperation with Action Social defines standard variables to develop information format for monitoring the situation of displaced persons.

(4) Activities for above-mentioned Output 4 (4)

(4)-1. Members of the local committees have trainings on methods of participatory planning.

(4)-2. Local committees carry out trainings on leadership to representatives of displaced persons.

(5) Activities for above-mentioned Output 4 (5)

(5)-1. MIJ identifies their needs for capacity development (SWOT analysis, etc.).

(5)-2. Trainings to MIJ officials are conducted on guidelines for public policy formulation and methods of planning, implementation, monitoring and evaluation.

(5)-3. Training is conducted to learn experiences in other countries.

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## ANNEX II. LIST OF JAPANESE EXPERTS

### 1. Japanese Experts

(1) Chief Advisor / Expert on Management

(2) Expert on Planning/ Local Administration

(3) Short-term expert(s) will be assigned when necessary for smooth and effective implementation of the Project.

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### **ANNEX III. LIST OF MACHINERY AND EQUIPMENT**

1. Necessary machinery, equipment, and training materials for the transfer of technology and monitoring activities by the Japanese and local experts and consultants will be provided.
2. Other materials and equipment mutually agreed upon as necessary will be provided.

*Mr.*

*Q*  
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#### **ANNEX IV. LIST OF COLOMBIAN COUNTERPART AND ADMINISTRATIVE PERSONNEL**

- (1) Project Director: Vice Minister of Interior, Ministry of Interior and Justice
- (2) Deputy Project Director: Director, Department of Territorial Affairs and Public Order, Ministry of Interior and Justice
- (3) Project Manager: Coordinating Advisor of the Group of Territorial Coordination with regard to forced Displacement, Ministry of Interior and Justice
- (4) Deputy Project Manager: Specialized Professional of Group of Territorial Coordination with regard to forced Displacement, Ministry of Interior and Justice
- (5) Liaison Officers: Professionals of Group of Territorial Coordination with regard to forced Displacement, Ministry of Interior and Justice
- (6) Local Directors: Governors and Mayors in selected local governments
- (7) Field Managers: Directors in selected local governments in charge of secretariat of local committees of Integral Assistance for the Persons Displaced by Violence

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## **ANNEX V. LIST OF BUILDING AND FACILITIES**

- (1) Project Office and facilities at Ministry of Interior and Justice in Bogotá
- (2) Other facilities mutually agreed upon as necessary for the implementation of the Project

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## **ANNEX VI. JOINT COORDINATING COMMITTEE**

### **(1) Joint Coordinating Committee**

The Joint Coordinating Committee of the Project will be held at least once a year and whenever necessity arises.

### **(2) Functions**

The Joint Coordinating Committee will meet at least once a year or whenever the necessity arises, in order to fulfill the following functions.

- 2-1. To monitor and evaluate the progress of the Project,
- 2-2. To find out proper ways and means for the solution of major issues arising from or in connection with the Project, and .
- 2-3. To approve the modification to activities, if necessary.

### **(3) Composition**

#### **3-1. Chairperson**

Project Director: Vice Minister of Interior, Ministry of Interior and Justice

#### **3-2. Members**

##### **a) Colombian Side**

- Director, Territorial Affairs and Public Order Department, Ministry of Interior and Justice
- Coordinating Advisor of the Group of Territorial Coordination with regard to forced Displacement, Ministry of Interior and Justice
- Specialized Professional, Group of Territorial Coordination with regard to forced Displacement, Ministry of Interior and Justice.
- Professionals, Group of Territorial Coordination with regard to forced Displacement, Ministry of Interior and Justice
- Professional, International Cooperation Office, Ministry of Interior and Justice
- Director, International Cooperation Direction, Acción Social
- Subdirector, Subdirection of Assistance to Displaced People, Acción Social
- Representative of selected Provinces/Districts/Municipalities

##### **b) Japanese Side**

- JICA Experts
- Representative of the JICA Colombian office

- Other personnel concerned to the Project

Official(s) of the Embassy of Japan in Colombia may attend the Committee as observer(s).

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## **ANNEX VII. IMPLEMENTATION STRUCTURE**

Both JICA and The Government of Colombia as well as Acción Social agreed to have attached here beneath the coordinating structure for the implementation of the Project. A copy of Acuerdo de Entendimiento, signed between Ministry of Interior and Justice and Acción Social, attached herewith.

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#### 4. コロンビア平和構築アセスメント（PNA）

2009 年 2 月 25 日  
JICA コロンビア駐在員事務所  
専門員 小向

##### コロンビア共和国レベル平和構築アセスメント（PNA）のアップデート

2009 年 2 月 14 日から 25 日まで、「国内避難民支援のための地方行政能力開発プロジェクト」の詳細計画策定調査のため、小向専門員がコロンビア（ボゴタ、メデジン）を訪問した機会を捉え、2008 年に実施されたコロンビアの国レベル PNA のアップデートを事務所と共同で行った。

#### 1. 主要なポイント

##### (1) 国レベル

2010 年 5 月の大統領選挙に向け、現ウリベ大統領が再々選できるための憲法改正の国民投票の法案が昨年（2009 年）12 月に下院本会議で可決した。大統領派である農業大臣や上院議員が辞職し、この作業に専心しているとの報道もある。世論調査によると、ウリベ大統領は、最近若干支持率が低下しているものの、継続して 7 割以上の支持率である。民主的治安確保と経済成長を重点としているが、治安向上のため、テロ（政府がテロ組織と認める集団による犯行）による物的あるいは人的損害に対して補償金を出しているほか、犯人に関する情報提供者にも懸賞金を与える等の方策を講じている。

コロンビア統一自衛軍（AUC）は 2003 年に政府と和平合意し、武装解除が実施されている。コロンビア革命軍（FARC）と国民解放軍（ELN）とは、いまだ和平合意に達していないが、国連人道支援事務所ボゴタ事務所の説明では、ウリベ大統領は国内紛争は終了したとして、これら 2 つの武装勢力を和平交渉の相手というよりはむしろテロ組織とみなしており、従ってこの 2 つの武装集団による攻撃で避難した人々は、国内避難民ではなくテロの犠牲者という整理をしようとしている一方、憲法裁判所は現在も紛争は存在し、国内避難民が発生しているという立場をとっており、政府内でも見方に違いがあるとのことであった。

今期（2008 年 7 月から 2009 年 2 月）は、政府軍が FARC の隙を見事に突いて、元大統領候補上院議員イングリッド・ベタンクール女史、米国民間人 3 名、兵士・警察官を含む 15 名を無血救出し、ゲリラ内部の分裂を印象づけた 2008 年 7 月の「チェック（王手）作戦」に代表されるように、FARC の組織としての弱体化が表面化する事件が相次いだ。

チェック作戦後、政府は和平交渉の再開を FARC に提案したが、同軍首脳部はかえって態度を硬化させ、和平交渉への誘いを拒絶、逆に武装闘争を継続し報復作戦に出るとの強い意思を表明した。

ただし実際にはその後も FARC は幹部数名が相次ぎ殺害され、また大量のゲリラ兵士がときには集団投降するなどして、最盛期の 2000 年前後には 1 万 8,000 人を数えた兵力も現在では 8,000 人程度に激減したと推定されている。

かつては国軍と正面から張り合うだけの兵力を誇った FARC も、最近は戦闘形態をいわば「ゲリラ化」した感があり、かつての大規模な市町村攻撃から、ボゴタ、メデジン、カリなどの主要都市での自動車爆弾や小型爆弾缶を使った小規模なテロ攻撃を頻繁に展開するように転換を迫られつつある。

一方で FARC は彼らが主張する「人道的人質交換」の切り札であった元上院議員や元メタ県知事を 7 年、8 年ぶりに解放するなどの動きをみせ、2009 年 2 月には同軍首脳部が政府の提案する和平交渉に歩み寄る準備があるとの態度も示すなど、同軍の複雑な行動には予断が許されない。

2008 年はコロンビア国内主要都市で民間人による数万人規模の人質解放要求デモが同時展開され、また世界の主要都市でもこれに連帯する動きもあり、コロンビアの平和の構築に向けた機運は近年にない盛り上がりを見せている。政府が自己評価する国内治安の回復や国内最大のゲリラ組織 FARC の態度軟化などのポジティブな状況がみられる。

一方で、憲法裁判所では 2010 年 6 月までに国内避難民の問題を解決すべしとしているが、それまでに帰還が終了するような治安状況ではない。今般ボゴタとメデジンで国内避難民へのインタビューを行ったが、治安が回復しない、帰還した知り合いが殺害された等を理由に帰還したくないと

回答した人もいた。国連難民高等弁務官事務所（UNHCR）ボゴタ事務所によると、西部太平洋沿いのチョコ県やナリーニョ県やベネズエラ・ボリバル共和国国境、パナマ共和国国境付近においては、国軍、反政府軍（FARC、ELN）、元パラミタリー、新たなゲリラ組織、麻薬組織、反麻薬キャンペーンを行う団体等多様な組織が入り乱れて紛争が継続しているとのことである。治安の悪化（紛争の発生）が周辺化しており、これらの地域を中心に、2007～2008年は年間30万人程度の新たな国内避難民が発生（国内治安状況が最悪であったともいえる2001、2002年以来最高を記録）しており、彼らの多くは帰還を希望していない。米国国際開発庁（USAID）は、これら治安が悪化している周辺地域を中心に重点地域に定め、コロンビア政府、軍、社会開発の投資を集中させて治安改善を狙う戦略を取っていく（プラン・コロンビアの改訂）との情報もあった。UNHCRメデジン事務所では、反政府軍がいるところに軍が攻撃すると、反政府軍が移動し、それによって国内避難民が発生するという状況が続いており、すぐに状況が改善されるとは思われないと悲観的な見込みが述べられた。

コロンビアは、2005年から4年間連続で地雷被災者数が世界一である。エクアドル共和国国境のナリーニョ県、コルドバ県で地雷被災者が増加しているとの情報があった（コロンビアはオタワ条約に署名・批准しており、地雷を使用しているのは反政府勢力のみである）。

今後、もしも政府が軍事的にFARCやELNに対して勝利したとしても、麻薬問題や土地問題等、根本的課題を解決しなければ、勝利は暫定的なもので、また治安を不安定化する勢力が活動すると考えられる。世界経済不況の影響についてコロンビア政府は楽観的だが、アメリカ経済と密接に関係していることを考えると、その影響は免れず、ウリベ大統領が重点としている経済成長が止まれば国民の不満、治安悪化を引き起こすことも考える。特に富裕層が犯罪のターゲットとなってくると、彼らからのウリベ大統領への支持が失われていく可能性もある。2003年の世界銀行の報告でもコロンビアの人口のうち600万人が貧困層とされているが、貧富の格差は継続してコロンビアの大きな不安定要素である。

国内避難民等の最近の傾向はコロンビア国内紛争の特異性を浮き彫りにしており、当国の平和の構築に向けた歩みはまだまだ険しく長い。わが方を含めた国際社会が息の長い協力をしていく必要性がここに認められる。

## (2) アンティオキア県、メデジン市

アンティオキア県はパラミタリー発祥の地であるが、1980～1990年代、北東部ウラバ地域やマグダレナ川中流域はこれらパラミタリーの活動が盛んであった。加えて、FARCとELNの師団も県内に展開していた。現政権になってから、軍が展開し一定程度の治安が確保されるようになった。メデジンにおいては、1990年代までは麻薬組織に関係する武装組織が勢力をもっていたが、これが解体した後、パラミタリーが若年層を吸収し、土地・物資・人々をコントロールし始めた。

メデジン市長からは、麻薬問題、犯罪率の高さ、貧困という課題はあるものの、1980～1990年代に比べるとかなり状況は改善している、アンティオキア県知事からは、犯罪数は去年（2008年）の同時期より少なく（年初の50日で殺人事件が53件から20件）、反政府勢力の影響の大きな市はなく、北部の麻薬が栽培されている人口から離れた地域にいただけであるという説明があった。一方NGOからは、2005年からAUCの武装解除が進み、指導者達は国内・米国で裁判にかけられた結果、指導者を失った下層の武装勢力が個別に犯罪を行う状況になってコントロールが効かなくなっているとの説明があり、メデジン内務局長からも、過去5年間、軍・警察を配置して治安回復に努め、元パラミタリーメンバーの社会復帰も支援してきたが、犯罪者同士による別の新しい争いが発生してきているのと同時に、これまで武装グループが実施してきたように、占拠や脅迫を行って、人々の移動を引き起こしているとの説明があった。今般インタビューした国内避難民のなかにも、メデジン市内で覆面の武装勢力に襲われて移動したと語った人もいた。

これらの情報を総合して考えると、現在もアンティオキア県内では紛争は継続していると考えられる。県中央部に、それぞれELNとFARCがコントロールしている地域があり、軍との衝突も発生しており、北部のウラバや北東部バホ・カウカでは元パラミタリーが影響力をもっている。麻薬栽培も減少していない。

UNHCRメデジン事務所は、2008年3月に帰還について評価を行ったが、治安問題があるため、

帰還しても持続しないという結果であり、今年（2009 年）3 月にもアンティオキア県東部と中部で 6 市で避難が発生するとみているとの説明があった。

なお、ICRC メデジン事務所から、2008 年のアンティオキア県における地雷被災事故は、北西部ウラバ地域と北東部コルドバ県境近くがほとんどであったこと、最近になって、アンティオキア県東部は紛争が発生しておらず、反政府勢力もいなくなったため帰還が進んでおり、その際に地雷被災にあうケースが出てきているとの情報があった。アンティオキア県の地雷被災者が増加しており、現在も埋設が進んでいる可能性も考えられる。

## 2. 不安定要因・安定化要因

2008 年 6 月にコロンビア事務所によってアップデートされた PNA の不安定要因・安定化要因の表を基に、2009 年 2 月時点でのアップデート作業を行った（7 ページ）。今回は、すでに表に記載されている事項についてのみ変化を確認したが、今後はアップデート作業として、この表に記載されていない新たに観測された要因の挿入、観測の必要なくなった事項の表からの削除も含むこととし、分野の整理のしかたについても作成者・利用者の利便性に合わせて調整していくこととする。

## 3. PNA の活用

### (1) 国レベル PNA（サポーティングドキュメント）の共有

コロンビアで事業を実施するうえで、この国の紛争の背景や経緯、各反政府勢力の概要、関係性等について最低限の知識を有している必要があると考える。この観点から、2007 年に作成されたコロンビア国レベル PNA（サポーティングドキュメント）は、広くコロンビアの JICA 事業関係者と共有することが望ましい。

### (2) 国レベル PNA のアップデート・共有

コロンビアは現在も国内に反政府勢力や非合法武装勢力を抱えており、これらの勢力が土地や人材、物資を支配しようとして国内避難民を発生させたり、あるいはこれらの勢力と軍や警察の交戦が発生したりするなど、政情・治安ともに流動的である。このような状況で開発援助を実施する際には、事業が期待される成果を達成するために、政情や治安の動向のモニタリングが必要である。さらに、紛争の被害者・共生和解支援プログラムを構成するプロジェクトは、投降兵士、地雷被災者、国内避難民を支援のおもな対象としており、これらの人々は政情や治安の影響を直接的に受ける。

従って、今後国レベルの PNA をアップデートした際には、その情報を紛争の被害者・共生和解プログラムを構成するプロジェクトの関係者と情報を共有し、各プロジェクトの実施に活用していくと同時に、各プロジェクトがもっている、政情・治安、紛争状況等に関係する情報についても事務所、他プロジェクト関係者と共有し、PNA のアップデートにも反映していくことが望ましい。今後、派遣が予定されている企画調査員が中心となって、3 ヶ月ごとに PNA のアップデートを行うとともに、専門家との定期会合の機会にプロジェクト関係者との双方向の情報共有を行うことが期待される。

### (3) 地域レベル PNA の実施

事業を実施していく際には、国レベルの情報把握のみならず、今回実施したような地域レベル（県あるいは市）の情報が有用である。紛争の被害者・共生和解支援プログラムを構成するプロジェクトが実施されている地域（ボゴタ市、アンティオキア県／メデジン市、バジェ・デル・カウカ県／カリ市）の情報把握・分析を、企画調査員とその地域で実施されているプロジェクトの関係者が協力して実施していくと、よりプロジェクトに近い PNA となり、プロジェクトの実施・モニタリング・評価に紛争予防配慮が組み込まれると考えられる。プログラム全体のモニタリングを行う際にも、地域ごとに複数のプロジェクトを束ねて、政治・治安・紛争状況と JICA の協力の関係についてモニタリングすることは有効と考える。



	栄養改善	投降兵士	地雷被災者	国内避難民
ボゴタ市	○	○		
アンティオキア県 ／メデジン市			○	○
バジェ・デル・カ ウカ県／カリ市			○	◎（?）
サンタマルタ市				○
カルタヘナ市				○

また、コロンビアの行政組織の全体像・権限・資金の流れ、中央と地方の関係性等は複雑である上、地方政府は独自性も高い。事業実施に際しては、これらの情報を正確に把握することが必要であることから、特にプロジェクトに関係する行政機関についてはこの点について明らかにするとともに、鍵となるポストの人の政治的背景についても併せて抑えておくことが望ましい。

#### (4) プロジェクト共通の配慮事項

投降兵士、地雷被災者、国内避難民の特徴として、以下のようにとまとめることができる。

	投降兵士	地雷被災者	国内避難民
紛争での立場*	加害者	被害者	被害者
社会復帰	コミュニティから反感	身体上の困難さ	コミュニティから差別
今後の紛争の影響	（軍が優勢の場合） 投降者の増加	被災者の増加	避難の発生
政府の手当て	優遇	優遇	優遇
不平等感・反感	被害者・一般市民	作業事故・病気による障害者	非認定避難民・貧困層
グループ内の関係	戦闘相手：FARC・ELN・AUC	特筆すべき関係性なし	異なる民族間等で対立
政治性	特に高い	地雷埋設に係る 情報をもっている	攻撃した勢力についての 情報をもっている
支援の終了	課題（社会的弱者へ転向?）	障害者支援が継続	課題（社会的弱者へ転向?）

\*加害者と被害者の線引きは難しい。投降兵士のなかには、ある武装組織に攻撃され、身を守るために他の組織に入った者もいる。また、地雷被災者（6割は軍・警察関係者といわれる）や国内避難民のなかにも加害者は含まれる。

投降兵士、地雷被災者、国内避難民の間には共通した特徴もみられるため、プロジェクト同士で共通に配慮すべき事項も抽出できる。例えば、どの対象者も、今後の紛争・治安状況が母数の人数の増加に直接的に影響するため、上記のとおり対象地域における紛争・治安状況のモニタリングが必要である。さらに、どの対象者も比較的政府の手当てが優遇されているために、これを受益しない人々から不平等感や反感をもたれる可能性があり、それが彼ら自身の社会復帰にネガティブな影響をもちうるため、受け入れコミュニティ等周囲の人々にも間接的・直接的な裨益が行き渡るような工夫が必要と考えられる。また、投降兵士と国内避難民については、同じグループ内にも対立構造が確認されているため、グループ内の和解を促進するような配慮も必要とされる。

逆に、JICA がこれらの人々を対象としたプロジェクトを実施することによって、対象者内、あるいは対象者とコミュニティの和解促進に貢献する可能性もあり、これはコミュニティレベルの平和構築へのインパクトと考えることができる。栄養改善プロジェクトの住民代表からは、「異なる武装集団からの投降兵士が国内避難民や貧困層と一緒に居住しているが、和解は進んでおり、特段問題は発生していない」との発言があり、専門家からも本プロジェクトのコミュニティ和解への貢献が言及された。地雷被災者についても、以前は対立関係にあった地雷被災者同士が、社会活動と一緒にすることを通じて和解が促進した例があるとの情報もあった。

紛争の被害者・共生和解支援プログラムを構成するプロジェクトから、上記のような好事例を拾

っていつて、平和構築へのインパクトという観点からも、モニタリング・評価が行われることが望ましい。

また、経済的な社会復帰という面については、投降兵士プロジェクトと国内避難民支援プロジェクトでは、技能訓練や起業支援等、似通った方策を提供する可能性が高いため（国内避難民プロジェクトは行政能力強化支援なので直接支援は行わないが）、課題克服のための工夫、政府のスキーム（技能訓練、マイクロクレジット等）、政府以外のリソース等、具体的な情報・ノウハウを共有することは有効と考えられる。

以上



不安定／安定要因（2009年2月25日現在）

	不安定要因	安定化要因
ガバナンス	<ol style="list-style-type: none"> <li>1. 政府の軍事中心戦略と国家改革に対するコミットメントの不足 -軍事支出は増加傾向</li> <li>2. 農地改革の遅延と土地所有の分極化</li> <li>3. 寡頭支配体制による国民の政治参加からの排除</li> <li>4. 法の支配の欠如 -政府による暴力、人権や財産権の侵害 -治安当局による人権侵害</li> <li>5. 中央地方行政官の能力不足</li> <li>6. 政府関係者の汚職 -政府関係者とパラミリタリーを含むゲリラグループ、麻薬組織との癒着</li> </ol>	<p>政治的影響を受けない憲法裁判所の存在</p> <p>テクノクラートによる健全なマクロ経済運営 行財政改革の実施 公共財政管理の改善 -歳出の硬直性は若干改善 -社会福祉への政府支出の配分を増加 -地方自治体の財政状況の改善 (2003年以降財政黒字)</p>
政治	<ol style="list-style-type: none"> <li>1. 政府とゲリラグループの和平合意の遅延</li> <li>2. 難民流出など、紛争を原因とする周辺国との外交摩擦</li> </ol>	<p>2大政党以外の「第三の勢力」の出現の可能性 和平プロセスへの市民社会の参加 (p.59) 米国、欧米諸国との友好的な関係</p>
経済	<ol style="list-style-type: none"> <li>1. 麻薬資金の流入・麻薬経済への依存</li> <li>2. 雇用機会の欠如 -失業率は1990年代半ばから上昇傾向</li> <li>3. 経済格差 -貧富の格差が中南米諸国のなかで最も大きく、2003年まで格差拡大 -絶対的貧困は1990年代半ば以降上昇傾向</li> </ol>	<p>経済格差 -ジニ係数、貧困者比率の低下のための社会プログラムの実施 -貧困者比率は2002年以降減少傾向 -不平等指標は1999年以降改善 米国との自由協定（期限について要確認） 良好なマクロ経済動向 -2006年GDP成長率6.8%、国内需要9.9%増 豊富な天然資源 (p.15) 「アンデス特惠関税麻薬取締協定」は2009年末まで延長された</p>
社会	<ol style="list-style-type: none"> <li>1. 社会セクターの未整備 -教育機会の不平等 -公共施設の整備率の地域間格差が顕著</li> <li>2. 世界第2位の国内避難民を抱える* -国内避難民に関する法律の存在と実践のギャップ -都市部での避難民状態が長期化 -農村から都市への住民流入</li> <li>3. 農村部での貧困層の生活困窮</li> <li>4. 先住民の生活悪化 -先住民が武装グループの攻撃・殺害の対象</li> <li>5. 少年兵の存在</li> <li>6. 真実究明・補償・和解プロセスの遅れ</li> </ol>	<p>高い教育水準 -公共施設の整備率は中南米でも高い水準 -保健サービスへのアクセス改善・健康保険加入率が増加</p> <p>国内避難民に対する支援プログラムの強化</p> <p>貧困層の社会サービスへのアクセス改善</p>

\*国内避難民の数を統計として把握できている国としては世界一。ただし実際の数字（推定値）ではスーダン共和国が依然世界第1位

## 5. P I U 例（部分和訳）

### カリ市 P I U

#### 1. これまでの経緯

1994 年 9 月

- ・ 国家政府は国内避難民を認知し、国家開発計画のなかに言及した。

1997 年 国家経済社会審議会（CONPES）2924

- ・ 予防、緊急支援、社会経済的強化と安定

1997 年 Ley387

- ・ 国内避難民への統合的支援のための国家システム（SNAIPD）創設
- ・ Art.7 国内避難民支援のための県、市委員会の創設（県知事、市長が主宰）
- ・ Art.9 国内避難民支援のための国家計画：避難の原因や関係者の分析、避難民の流出、受け入れに係る被害を受けた主な地域の特定、人道的支援、再編成、市・農村開発や帰還、移転プログラムへの参加などについて必要な社会経済的、法的、政治的手段の計画と適用

2005 年 Decreto250

- ・ 統一包括計画（PIU）を介入と戦略路線と介入から活動を統合する。

2005 年 Autos 176、177、178 でまた違憲状態とした。

- ・ SNAIPD を構成する組織の政治的責任の設定
- ・ 県、市委員会は調整と組織能力の強化の戦略を定める。
- ・ 委員会が PIU の枠組みのなかで調整機関として、政治路線を調整、開発し、域内の計画、プログラム、プロジェクトを策定する。そのためにテーマ別委員会、地域学習会を開催する。

2006 年 Auto218

- ・ 憲法議会は判決 T025 に対する回答をし、10 の重要ポイントを指摘した。
  - ① 国内避難民支援のシステムの調整不足と支援政策の分裂
  - ② 避難民登録と性格づけの問題
  - ③ 避難民への支援政策により多くの予算づけの必要
  - ④ 信頼でき重要な結果指標の不在
  - ⑤ さまざまな要素における支援政策の特定不足
  - ⑥ 先住民族とアフロコロンビア人の避難
  - ⑦ 帰還プロセスのための保障の不足
  - ⑧ 2004 年 T 2 5 と 2005 年 Auto176、177、178 の適用の前に避難した人とその後避難した人に対する支援の違いがないこと
  - ⑨ 内務司法省（MIJ）側の地域機関の努力の不十分な調整
  - ⑩ 国内避難民支援政策のなかで予防の焦点の不在

## 2. PIU の策定プロセス

- PIU はさまざまなレベル（国、県、市）の開発計画に基づいて策定されている。SNAIPD はアクション・ソシアル（Acción Social）の調整の下で存在しており、市レベルでは市の平和局が市国内避難民支援委員会の書記局を占める。
- PIU は国内避難民支援のためのさまざまなアクターの努力を述べ、また市の開発計画の下で SNAIPD の戦略として定められている。PIU には以下のことを含む。①市における避難状況に係る一般状況、②避難状況における人の性格づけ、③国、県、市レベルで避難状況に支援システムの一部となる異なる機関の努力である。
- 市の平和局が市長を頭とする技術書記局を務め、市と地域の公共行政の異なる機関、民間機関、NGO の調整を行う。

## 3. バジェ県の国内避難

- 1995 年の発生から 2006 年 10 月 31 日現在バジェ県には 10 万 8,920 人の避難民がいる。1995 年からその数は増加してきたが、2003 年以来減少してきている。そのなかでカリや Buenaventura に移住してきたアフロ系が多い。
- バジェ地方内部（15 市）で、平均 170 くらいのプログラムよりもよりよい社会経済指標をもっている。

## 4. 避難民の社会経済的状況

- 避難民の 76%、脆弱層の 78% が予防接種のカードを持っている。教育については、小学校学齢層は学校に行っている割合が高い。住居については、避難民の半分以上や脆弱層の 40% が不適切な設備を備えている。住居の不足や住居財の深刻な状況がうかがえる。この住民の失業率は国家平均より高い。
- 年齢構成としては、ピラミッド型になっており、10 歳までは変わらないが、それ以降は歳を取るにつれて減少する。避難民は主に黒人か先住民族で、県庁都市に排水、下水、教育、保健、住居の面で緊急の対応を迫っている。

## 5. 国内紛争による避難民への支援のための公共政策の確立の促進

国内避難民支援のための政策は大変複雑な力学により確立される。コロンビアは世界的にも本分野で最も進んだ法制のひとつをもっている。文書とノルマの発行と実際の結果との間に大きなギャップが存在する。この広い法制度により避難民に対する公的支援が非保護であり、脆弱であるため、制憲議会が国家政府に対して違憲だとし、彼らの権利の緊急の保護が必要であるとした。

## 6. 国内避難民の支援のための公的政策の基礎的要素

1. ～5. に書いたように、避難民支援の政策の策定は国家、地方政府による義務である。地方政府は上記支援のための基礎をもつ必要がある。それらは次のようなものである。

- ① 内戦の解決、避難の防止、帰還の可能性
- ② 保護、内戦のなかでの規範の遵守、緊急人道支援
- ③ 強制避難が示唆する特別な脆弱性にあった公的・社会的支援への基本的アクセス政策の開発
- ④ 生産的プロセスへの挿入の可能性、民主的参加のための保証、社会的文化的連携の再建
- ⑤ 取引の法制度の権利の支援とリハビリの可能性を理解する避難民の条件に関係した特有の政策

上記は市政府が義務の形で公共政策の発布を達成しなければならない。政策の形成のために市が3つの基礎的な側面を規定する。

- ① 防止と保護：情報と注意のシステムに関連し、このテーマが組織、状況の肉づけ、偶発性の計画として基本的な点を拡大するかもしれない。
- ② 緊急人道支援：緊急人道支援：強制的避難により生み出される効果を軽減する。
- ③ 社会経済的再建：保護、社会経済的安定と確立を勘案して、中長期的の支援により帰還したい避難民を助ける。

## 7. 国内避難民支援市政策について

国内避難民支援のための市政策を確立するときに、以下のことを達成すべきである。

- ① 中心の責任は市政府による。当該市の一般的調整である。その政策の一般的調整を引き受ける管理チームを定める。
- ② 分析、計画、実施、モニタリング、評価の手段を組織化する。
- ③ その実施と達成を決定するための期間を設定する
- ④ 公共政策を実現するために重要なセクターに対して、モニタリング、評価、実施を行う。そのなかで最も重要なアクターは国内避難民である。

## 8. 国内避難民支援政策を保証するために

- ・ 1997年法第387号により定められた基本的な権利とともに、生活の質の向上、社会統合、避難民の権利を保証するものである。
- ・ また、同PIUでは、子ども、青年、成人、老年別の強制的避難民のFODA分析（機会、強み、脅威、弱み）を行っている。

## カルタヘナ市 PIU

PIU は避難という問題の複雑さと多面性とそのインパクト、国内避難の問題に対処するための市の組織的財政的能力によって形づくられる。

### 1. PIU の一般的目的

- ・ 強制的避難の防止と避難民への支援のための介入と戦略を確立する統合的構造的な政策を通じて、カルタヘナ市にいる避難民の権利の効果的な行使を促進する。
- ・ 3つのPIUの介入フェーズ：2005年の政令250号が定めている。
  - ① 防止と保護フェーズ  
避難の危険が存在する市民に暴力のインパクトを防ぐ。
  - ② 緊急人道支援フェーズ  
避難のすぐ後の支援
  - ③ 社会経済的安定化フェーズ  
帰還か再定住を選ぶ避難民のための経済社会的安定化を得るための中長期的活動や手段を促進する。

### 2. 市の避難民問題の診断

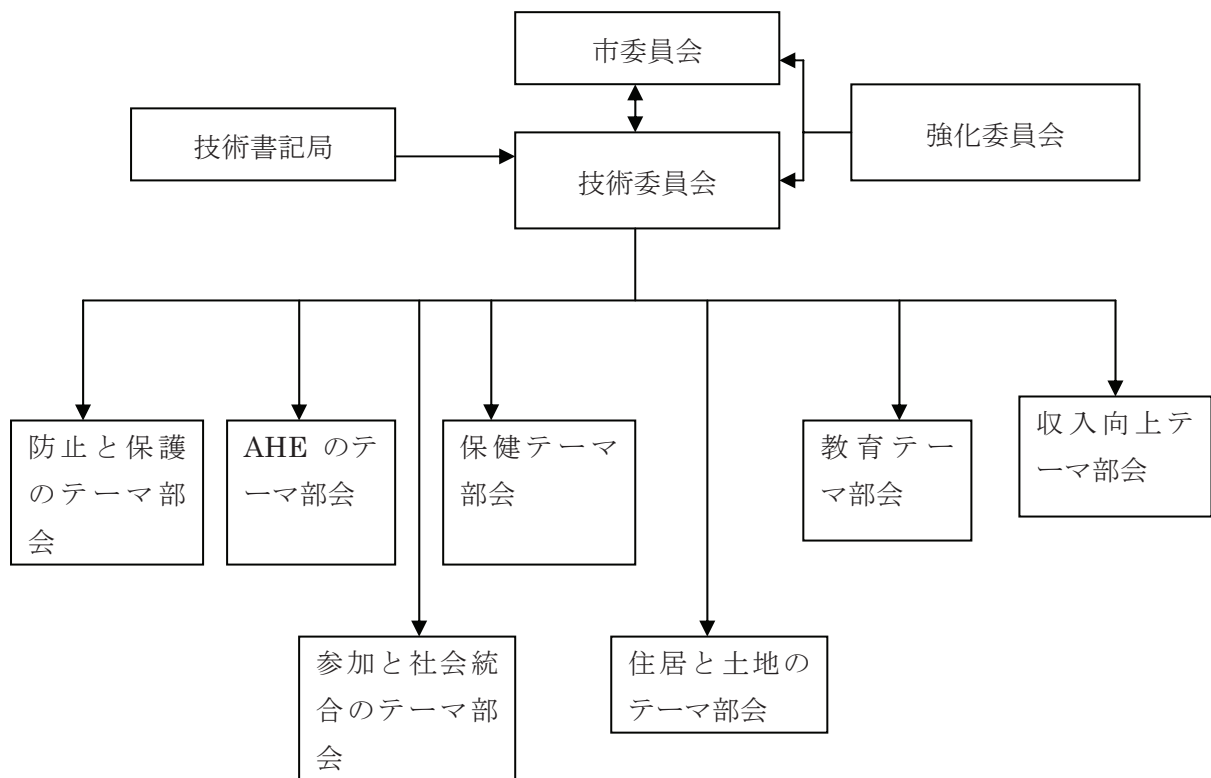
- ・ 同市の避難民は220万人（49万5,000世帯）いる。彼らは組織的な暴力や所有物の喪失、社会心理的、経済的インパクト、社会的文化的関係の喪失を受けている。
- ・ 強制的避難は不平等や貧困を生んだ歴史的な国家組織の弱さに呼応している。2005年の人間開発報告書は政治的緊迫と経済的圧力が武力紛争へ変貌する危険を増したいくつもの側面を指摘している。第1に、国家全土における市民の安全を保証するための国家の弱い能力、第2に、基礎的公共サービスを供給する保証がないこと、第3に、紛争解決を仲裁するための組織的能力がないこと—これが国内での武力紛争の原因と継続の一部を説明している—を指摘している。
- ・ 大西洋岸は最も避難民を多く出し、受け入れたところのひとつである。この地域を占める7つの県で2007年までに14万5,990世帯が避難退出し、14万8,651世帯を受け入れた。カルタヘナ市に避難した人はボリバール県、アンティオキア県から流出している。県のなかでカルタヘナ市が一番避難民を受け入れている。
- ・ 避難民を特定することについては、身分証の保持で確認することができるが、2007年の時点で成人人口の71%が身分証を持っていることがわかった。



### 3. 参加と社会統合

- ・ 避難民の参加の点については目立った進歩がみられない。避難民代表は基本的に集権的な国であるが強化のメカニズムを通じて裨益した。

- ① 100名の避難民が新しいリーダーの養成研修に参加した。
- ② 避難民組織は違うできごとのためのロジスティックな支援のための資源を享受する。
- ③ 40名の先住民族が彼らの法制度や彼らのための政府をつくるワークショップに参加した。
- ④ 40名のリーダーが避難民の国家調整委員会の国家審議会に参加するために助成された。
- ⑤ 61名の女性がエンパワーメント網により資源が与えられている。



- ・ 2006年3月より市は、その避難民への統合的支援委員会の再活性化のなかで、直接的な形で避難民の効果的な参加を可能にするために、重大な努力を払ってきた。これは調整機関の再定義化と、上図の避難民組織市強化委員会の各組織の性格づけを伴う形成を意味する。

- ・ これは避難民とその組織と代表者のための政策策定における前進と市民の影響を発生させ、市民プロセスと地域の予算上の努力において具体的な向上を生じさせた。それにもかかわらず、まだ解決されていない次のような問題がある。

- ① 避難民に対する国家統合支援システムの機関は避難民の効果的な参加を促進するような調整された戦略を策定しておらず、彼らはその権利を知ることがない。
- ② 避難民に対する国家統合支援システムの機関は避難民及びその代表の効果的な参加の権利を保証するために必要な条件—それらの戦略を実施するために十分な予算措置をとる、その予算上の優先基準を定義する—をつくらない。
- ③ 避難民に対する国家統合支援システムの機関は避難民、その組織と代表の避難民に対する支援と避難の防止のための政策における参加を制限されたものにしか行っていない。そのため、法制的に市委員会とその構成員の介入と参加の法制的なプロセスを確立する空間としての市の強化委員会の形成や、市の避難民に対する支援委員会の異なる機関における避難民の効果的な参加を保証するための条件についての明確なルールの定義、各機関の参加に必要な情報を知らせる避難民に対する国家統合支援システムと避難民との間の交流メカニズムの拡大と機会が必要である。

## PIU サンタマルタ市

PIU は5つの分野（組織間調整と市民参加、性格づけ・方向づけと支援、防止と保護、大量避難時、社会経済的安定化）に分かれている。

組織間調整 と市民参加	性格づけ、 方向づけと 支援	防止と保護	大量避難時	社会経済的安定 化
市社会政策 審議会	支援方向付 けユニットの 確立	一般に組 織、組合、 NGOsへの コミュニ ケーション、 啓蒙戦略	緊急計画の 現実化をは かる	統合支援（社会 心理、登記、栄 養、公共サービ ス、住居、保健、 教育、住民登録、 スポーツ、レク リエーション、 文化への質のあ る拡大
市避難委員 会、テーマ別 議会	生活の質の 指標	防止保障 審議会	地方/地域 のモニタリン グ	
開発計画策 定とモニタリ ングのため の市計画審 議会	サービスへ のアクセス への道	先住民共 同体とアフ ロ系コロシ ビア人への 特別な支援		
計算書の提 示	社会需要を 特定する	緊急人道支 援		
閣僚政府、 市民	組織、NGO と企業社会 責任を管理 する			
	供給、範囲、 アクセス、機 会、適応化、 質、持続性、 及び調整に かかる主要 指標のモニ ター			
	情報システ ム			
	避難民家族 の性格づけ			



予算がそれぞれの分野で下記のようにあてられている。

(単位：ドル)

活動	県	その他
1. 性格づけ、 方向づけ、 支援	30,000,000	
2. 防止と保護	30,000,000	
4. 社会経済安 定化	8,794,200	25,370,400

以 上





