



MAPPING OF ORGANIZATIONS OF FAMILIES OF MISSING PERSONS AND OF OTHER ORGANIZATIONS OF THE CIVIL SOCIETY: COLOMBIA.



MAPPING OF ORGANIZATIONS OF FAMILIES OF MISSING PERSONS AND OF OTHER ORGANIZATIONS OF THE CIVIL SOCIETY: **COLOMBIA.**

Roles and challenges of organizations of FAMILIES and of non-governmental organizations that carry out their work on the search of missing people.



Title:

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AND OF OTHER ORGANIZATIONS OF THE CIVIL SOCIETY: COLOMBIA

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The ideas presented here exclusively reflect the position of the ICMP International Commission on Missing Persons and, therefore, do not represent the official point of view of ICMP donors, nor of its States Parties, nor of the organizations participating or described here.

Table of contents

I. Introduction	17
2.1. Methodology and Concepts	
2.2. Missing events concepts	
2.3. Civil Society concept and scope of mapping	
2.4. The FARC and its National Committee for the Search of Missing Persons.	
III. More than 40 years of advocacy by Colombian civil society on the issue of disappearance, especially forced disappearance	27
3.1. 1970s and 1980s Starting of Human Rights NGOs and organizations of FAMILIES	
3.2. The 90s: Kidnappings and mass attacks	
3.3. The 2000s: The Democratic Security Policy, the Justice and Peace Law and the operations of the Search Commission	
3.4 2011-2017: From the Victims and Land Restitution Law to the Peace Agreement	
3.5. From 2017: The Comprehensive System of Truth, Justice, Reparation and Non-Repetition and the creation of FARC’S National Committee for the Search of Missing Persons.	
IV. ORGANIZATIONS OF FAMILIES OF MISSING PERSONS	38
4.1. Grouping Family Organizations (OF)	
4.2. Territorial Scope	
4.3. Activities: Achievements and Challenges	
V. Non-governmental organizations on the issue of disappearances	62
5.1. Grouping NGOs	
5.2. Territorial Scope	

5.3. Activities: Achievements and Challenges

VI. FARC’S National Committee for the Search of Missing Persons. 73

6.1. Context

6.2. The FARC and its National Committee for the Search of Missing Persons.

6.3. Role of the FARC in efforts to account for missing persons:
Statement 62 and identification of bodies in cemeteries

6.4. Role of the FARC in the Special Process for the Collection of Humanitarian
Information

6.5. Continuation of the information gathering process and articulation with the
UBPD

6.6. Organizational capacity as victims

6.7. Challenges of the FARC in the process of accounting for missing persons

VII. Cross-cutting aspects of NGOs and FARC

85

7.1. Regulatory framework for participation and organization

7.2. Resources and sustainability

7.3. Mechanisms of institutional participation and collaboration of the civil society

7.4. Security environment

VIII. Conclusions

Annex I: Organization mapping 108

**Annex II: Organizations with which family members organizations and NGOs
collaborate 112**

About ICMP 118

121

List of acronyms

ACDEGAM	Peasant Association of Ranchers and Farmers
ACOMIDES	Colombian Association of Military Victims of Kidnapping and forced disappearance
ACOVINES	Colombian Association of Victims of the Armed Conflict "La Nueva Esperanza"
ADIV	Association of Integral Development for Victims Regional Nariño
AFAVIDELET	Association of Victims of Disappearance Luz de Esperanza La Espriella
AFAVIT	Association of FAMILIES of Victims of Trujillo
AFUSODO	Association of FAMILIES United in a Single Pain
AMVIDENAR	Association of Women Victims of Forced Disappearance in Nariño
ANDUPAZ	Association of Victims of the Armed Conflict, United for Peace
ASFADDES	Association of FAMILIES of Disappeared Detainees
ASFAMIPAZ	Colombian Association of FAMILIES of Members of the Public Force Held and Released by Guerrilla Groups
ASORVIMM	Association of Victims of State Crimes - Magdalena Medio
ASOVICOMPI	Association of victims building the country of Ipiales
ASVIPAD	Association of Victims for Peace and Development
AVIDES	Association of Victims of Forced Disappearance of Nariño
CAPS	Psychosocial Attention Center Corporation
CCAJAR	José Alvear Restrepo Lawyers Collective Corporation
CCALCP	Luis Carlos Pérez Lawyers Collective Corporation

CCE-EU - MTDF	Coordination Colombia Europe United States - Working Table On Forced Disappearance
CCJ.	Colombian Commission of Jurists
CCNPB	Claretian Corporation Norman Pérez Bello
CDR	Regional Development Corporation
ICRC	International Committee of the Red Cross
IACHR	Inter-American Commission on Human Rights
I/A Court H.R.	Inter-American Commission on Human Rights
CIJP	Interchurch Commission of Justice and Peace
CINEP	Centre for popular education and research
CJL	Liberty Legal Corporation
CJYC	Yira Castro Legal Corporation
COFB	Orlando Fals Borda Socio-Legal Collective
COPSIC	Colombian Psychosocial Collective
CPDH	Permanent Committee for the Defense of Human Rights
CREDHOS	Regional Corporation for the Defense of Human Rights
CSIVI	Commission for Monitoring, Promotion and Verification of Implementation of the Final Agreement
CSJ	Legal Solidarity Corporation
CSPP	CSSP Political Prisoners Solidarity Committee
DHColombia	dhColombia - Network of Human Rights Defenders
DHOC	Foundation for the Defense of Human Rights and IHL in the East and Center of Colombia.

ECIAF	Colombian Forensic Anthropological Investigations Team
ELN	National Liberation Army
EQUITAS	Colombian Interdisciplinary Forensic Work Team and Psychosocial Assistance
ESAL	Non-Profit Entities
ETCR	Territorial Area for Training and Reincorporation
FAMILY MEMBERS COLOMBIA	Association of FAMILIES of Forcibly Disappeared by Mutual Support Family Members Colombia
FARC	Fuerza Alternativa Revolucionaria del Común
FARC-EP	Fuerzas Armadas Revolucionarias de Colombia -Ejército del Pueblo
FASOL	Corporación Fondo de Solidaridad con los Jueces Colombianos
FAVIDESC	Asociación de Familiares y Víctimas de Desaparición Forzada en el Caquetá
FEVCOL	Federación de Víctimas de las FARC
FARC-EP	Revolutionary Armed Forces of Colombia-People's Army
FASOL	Corporation Fund for Solidarity with Colombian Judges
FAVIDESC	Association of FAMILIES and Victims of Forced Disappearance in Caquetá
FEVCOL	Federation Federation of Victims
FHUMUCOL	Manos Unidas Humanitarian Foundation for Colombia.
FNEB	Nydia Erika Bautista Foundation
FOHV	Victims of State Foundation Forced Disappearance Human Rights
FUNDEPAZ	Development and Peace Foundation - Nariño
FUNVIDES	Foundation for the Protection of the Rights of Victims
GIDH	Interdisciplinary Group for Human Rights
SONS	Sons and Daughters for Identity and Justice Against Forgetfulness and Silence

ICMP	International Commission on Missing Persons
INMLyCF	National Institute of Legal Medicine and Forensic Sciences
JEP	Special Jurisdiction for Peace
M-19	April 19 Movement
MAFAPO	False Positive Mothers from Colombia
MAS	Death to Kidnappers
MOVICE	Movement of Victims of State Crimes
OACNUDH	Office of the United Nations High Commissioner for Human Rights
OAS	Organization of American States
OF	Organization of FAMILIES of Missing Persons
NGOs	Non-governmental organization
UN	United Nations
PARES	Peace and Reconciliation Foundation
PAZYRECOL	Peace and Reconciliation Foundation for Colombia
PNR	Normalization and Reincorporation Point
PODERPAZ	Building Power, Democracy and Peace Corporation.
REINICIAR	Corporation for the Defense and Promotion of Human Rights
SIRDEC	Information System Network of Missing and Dead Bodies
SIVJRN	Comprehensive System of Truth, Justice, Reparation and Non-Repetition
UARIV	Unit for Attention and Reparation for Victims
UBPD	Search Unit for Missing People

Table of figures

Figure 1	Timeline 1970-1989: Origin of civil society dedicated to the problem of disappearance, especially forced disappearances	29
Figure 2	Timeline 1990-1999: Colombian civil society on the issue of disappearance	30
Figure 3	Timeline 2000-2010: Colombian civil society on the issue of disappearance. NGOs	30
Figure 4	Timeline 2000-2008: ORGANIZATIONS OF FAMILIES OF missing persons	33
Figure 5.	ORGANIZATIONS OF FAMILIES OF missing persons	35
Figure 6	Timeline 2010-2018: Non-governmental organizations on the subject of missing persons	35
Figure 7	Organizations of FAMILIES with an identity related to a specific type of missing persons	
Figure 8	Organizations of FAMILIES by members or projects associated with the type of disappearance	40
Figure 9	Family member organizations or associated projects differentiated to specific population groups	42
Figure 10	Family organizations by members or projects associated with the victims by occupational group or affiliation	43
Figure 11	Female leadership in ORGANIZATIONS OF FAMILIES OF missing people	47
Figure 12	Gender focus in ORGANIZATIONS OF FAMILIES OF MISSING PERSONS	48
Figure 13	Presence of FOs, NGOs, Platforms, ETCR, UBPD and CEV by department	49
Figure 14	Number of FOs present in each department	50
Figure 15	Departmental coverage of FOs	52
Figure 16	FOs working abroad with FAMILIES of missing persons	53
Figure 17	Types of activities carried out by FOs	54
Figure 18	FOs with list or records of missing persons	59

Figure 19	Number of reports or cases of missing persons registered by FOs	59
Figure 20	Source of information on reports or cases of missing persons registered by FOs	60
Figure 21	Method of processing missing persons reports	60
Figure 22	NGOs with projects due to a victimizing act	64
Figure 23	Attention of NGOs to guerrillas or security forces as victims of disappearance	64
Figure 24	Attention of NGOs to social, population or occupational groups	65
Figure 25	Presence of NGOs by department	66
Figure 26	Departmental reach of NGOs	67
Figure 27	Activities carried out by NGOs	68
Figure 28	NGOs with list or records of missing persons	71
Figure 29	Number of records of reports of missing persons by NGOs	71
Figure 30	Sources of information from NGO missing persons records	72
Figure 31	NGOs method for the processing of missing persons records	72
Figure 32	Presence of the National Committee for the Search of FARC's Missing Persons per department	75
Figure 33	List of training schedule for FARC members in implementation of humanitarian information collection format	80
Figure 34	FARC Team Participants who reported having a missing relative	82
Figure 35	Organizations of FAMILIES with legal status	88
Figure 36	Family organizations with external resources	91
Figure 37	Types of resources available to FOs	92
Figure 38	Types of resources available to NGOs	93
Figure 39	Salary range in FOs and NGOs	94

Figure 40	Priority areas for FOs for which resources are required	
Figure 41	Annual required amounts estimated by FOs	95
Figure 42	Priority areas for which resources are required in NGOs	96
Figure 43	Estimated annual amounts in US dollars required by NGOs	97
Figure 44	Timeline: Platforms	98
Figure 45	FOs and NGOs that have received threats	102
Figure 46	FOs and NGOs that have received threats and that have or had measures of protection	106
Figure 47	Instance that ordered the protective measures	106
		107

FAMILIES of missing persons in Colombia, example of strength and hope

Foreword by the Ambassador of the European Union to Colombia, Patricia Llombart, to the mapping of organizations of FAMILIES of missing persons and other civil society organizations in Colombia, prepared by the International Commission on Missing Persons.

When I think of the paths that Colombia has had to travel in search of peace, I find a great variety of efforts and resilience that show that achieving peace is difficult, but not impossible. The Final Agreement, the new institutions, laws and regulations that make up this new reality have an essential characteristic: they put people at the center, especially the victims, who mostly transformed their pain and the damage caused by the armed conflict into courage and determination to move forward. And of course, this includes the people who work on the search of missing persons, who are protagonists of this report.

I am pleased to present this mapping of organizations of FAMILIES of missing persons and of other civil society organizations in Colombia working on the issue of disappearance. It has been prepared, with the support of the European Union, by the International Commission on Missing Persons, ICMP, and supports the arduous work of the Missing Persons Search Unit. The document highlights the development of the organizations, their struggles, victories and unfinished business - illustrating their path to address some of the consequences of disappearances.

The document focuses on organizations of FAMILIES of missing persons. I think of the many stories of strength, determination and hope I have heard from them, mostly women and mothers who are heads of households, whose life projects were cut short by the disappearance of a relative. Everyday life changed them, they were forced into a relentless search, endless nights in the hope that one day the nightmare will end, an endless search that has even passed on to the next generation. This mapping recognizes the persistence and appreciates the impulses that the families of missing persons provide to national actors and members of the international community to support the pending tasks.

The document also addresses Farc's transformation into a civil society actor and its work to fulfill its commitment to help account for missing persons. It also describes the experiences of FAMILIES of people who disappeared due to guerrilla action, including FAMILIES of police and military personnel. All these pains are reminiscent of the indiscriminate effects of the conflict and the need to respect the rights of all victims. It's about coming out of the shadow and finding the light, a long-term path that's just beginning.

In this important period of the implementation of peace, the impulse of civil society has been oriented towards the Integral System of Truth, Justice, Reparation and Non-Repetition and the three institutions that make it up. The Missing Persons Search Unit (UBPD for its acronym in Spanish);

as well as the Special Jurisdiction for Peace (JEP for its acronym in Spanish) and the Commission for the Clarification of the Truth (CEV for its acronym in Spanish), based on their mandates, have fostered spaces for participation that contribute to guaranteeing the rights that were violated. Associations of FAMILIES of missing persons and civil society organizations are also having a decisive impact in ensuring the involvement of victims in these instances.

I would like to highlight two messages that I consider key in this document: the first is that civil society is an active and dynamic force that constantly seeks to promote and is part of the paths taken by Colombia to account for the disappeared.

The second is that disappearances have a profound effect, not only by affecting the immediate families of the disappeared, but also by hurting the social fabric of an entire country. The organizations of FAMILIES of missing persons remind us that justice in relation to the past is a prerequisite for making progress in building the society we want, a society in which new generations inherit dreams and hopes instead of uncertainty and anguish.

The European Union has supported the ICMP for nearly two decades in its efforts to address the global problem of people missing as a result of conflict, human rights abuses, disasters and of other circumstances.

In 2019, the European Union launched a program to support the Missing Persons Search Unit, UBPD, to, with the support of ICMP, to support the unit in its mandate to find the more than 120,000 people missing persons due to the internal armed conflict of more than 50 years and, in particular, to improve the participation of the Colombian Civil Society in this process. Just thinking that this figure multiplies, when we think of mothers, fathers, spouses and/or children of the disappeared, shows us the urgency of healing this wound and of supporting the efforts of the institutions committed to its search.

I want to thank ICMP for leading this characterization, and I invite that this mapping be widely consulted as reference material in the development of actions that have to do with the hard work of giving account of the Missing Persons in Colombia.

Patricia Llombart

Ambassador of the European Union to Colombia

Bogotá, Colombia, July 2020.



Introduction

It is intended to illustrate that family organizations are the engine that have made progress in the development of policies and institutions on the issue of disappearance, and that their actions are the ultimate manifestation of a dynamic civil society, highly competent and determined to guarantee efforts that allow to account for the Missing Persons and the realization of rights of FAMILIES. Likewise, the work of Farc's National Committee for the Search of Missing Persons testifies to the possibilities of the Peace Agreement, whose success depends on the full cooperation of both parties.

Introduction

It is estimated that during the more than 50 years of armed conflict in Colombia at least 120,000 people¹ have disappeared as a result of actions by state agents, paramilitary groups, guerrillas and of other actors. A large number of FAMILIES of these victims have organized themselves to remind the Colombian State of its obligation to respond and guarantee justice in each case, as well as to enforce the rights of the organizations of FAMILIES of missing persons, and to identify and propose solutions to address structural and social causes that have allowed or have caused these disappearances.

The organizations of FAMILIES of missing persons, grouped together in organizations of FAMILIES, are the fundamental pillar of organized civil society in Colombia, which has been present throughout the modern political history of the country, and whose work has been notably in the creation of an institutional framework and highly developed public policies to address the problem of disappearance. More recently, thanks to the mobilization of the Colombian civil society, and mainly that of the victims of the armed conflict, during the negotiations that resulted in the adoption in 2016 of the "Final Agreement for the Termination of the Conflict and for the Construction of a Stable and Lasting Peace" ("Peace Agreement") it was achieved not only the integration of a specific chapter to attend the victims, but also the creation of an institution dedicated specifically to address one of the forms of victimization: the disappearance of people. This institution, named "Unit for the Search for Missing Persons (UBPD)", started in 2018 through Decree 589 (2017) which executes and materializes the state's obligations to account for missing persons in the context and due to the armed conflict.

In addition to requiring the full investment and political will of the Colombian Government, the implementation and sustainability of the Peace Agreement and the achievements that the UBPD may have will depend considerably on the degree of support, synergy and participation of the FAMILIES of the Missing Persons and the non-governmental organizations that accompany them. Therefore understand, strengthen and accompany the work of The organizations of FAMILIES of missing persons

¹ Ortiz María Isabel, (2019), Interview with Luz Marina Monzón, "We must find more than 120,000 disappeared". <http://www.eltiempo.com/justicia/jep-colombia/unidad-de-busqueda-de-personas-desaparecidas-ya-empezo-territorial-work-368222> (Accessed 1 June 2019).

is essential to achieve sustainable and efficient efforts to account for them.

Likewise, the National Committee for the Search of Missing Persons, created within the movement of the Revolutionary Alternative Force of the Common (hereinafter "the FARC"), which was established as a political party with the dissolution of the Revolutionary Armed Forces of Colombia - People's Army ("the FARC-EP") resulting from its signing of the Peace Agreement, plays an essential role in the delivery of information to the UBPD, from ex-combatants and its families. Supporting its way of organization and operation is essential to guarantee an impartial process and in line with the obligations contained in the Peace Agreement.

In light of the global mandate of the International Commission on Missing Persons (ICMP) and its role as a companion to the Peace Agreement, ICMP is honored to make public this document containing the results of the mapping carried out between 2018 and 2019 within the framework of a project funded by the GIZ agency (commissioned by the Government of the Republic of Germany) , as well as by the ICMP program in Colombia, which is funded by the European Union.

This document identifies the existence of at least 41 organizations of FAMILIES of missing persons (FOs) dedicated to the issue of disappearance present in 31 of 32 departments in Colombia. In addition, it describes the work of 50 non-governmental organizations (NGOs) on the issue of missing persons, four NGO platforms and describes the work of Farc's National Committee for the Search for Missing Persons.

Because of the centrality of the families of Missing Persons in the process of reporting their FAMILIES, this document highlights and deepens information on this group of civil society actors. It is intended to illustrate that family organizations are the engine that have made progress in the development of policies and institutions on the issue of disappearance, and that their actions are the ultimate manifestation of a dynamic civil society, highly competent and determined to guarantee efforts that allow to account for the Missing Persons and the realization of rights of FAMILIES. Likewise, the work of Farc's National Committee for the Search for Missing Persons testifies the possibilities of the Peace Agreement, the success of which depends on the full cooperation of both signatory parties.

To illustrate the contributions and challenges of civil society and FARC, this document is organized as follows: After presenting the conceptual framework and methodology of this mapping (II), we analyze the historical development of Colombian civil society working on the issue of disappearance (III). The analysis of the groups, population served, activities, location, geographical scope, achievements and challenges faced by family organizations - FOs and NGOs is presented in sections IV and V, respectively. Section VI is devoted to understanding Farc's way of working on disappearance and

section VII covers cross-cutting aspects of these three groups including the issues of resources and sustainability, collaboration mechanisms and security. A series of conclusions compiled by ICMP are presented in the final section. Annex I contains the list of organizations of FAMILIES of missing persons and mapped non-governmental organizations. Annex II contains a list of other entities mentioned by the organizations interviewed, which provide support to families.

The information collected has helped ICMP to design its program to support civil society in Colombia, as well as to design other actions that ICMP will develop in relation to points 5 and 6 of the Final Agreement for the termination of the conflict, especially with regard to support in the implementation and development process of the UBPD and its functions. At the same time, the publication of this document seeks to provide Colombian institutions with information that will facilitate the implementation of its mandates and thereby encourage the participation of FAMILIES and civil society in efforts to account for missing persons.

The dissemination of the mapping also seeks to contribute to the understanding by the donors about the needs of civil society organizations that work on the issue of disappearance in Colombia and thereby increase funding opportunities in critical and priority areas for The organizations of FAMILIES of missing persons, NGOs and Farc's National Committee for the Search of Missing Persons.

It is also anticipated that the socialization of this document will facilitate mutual recognition between organizations and will contribute with the strengthening coordination, synergy, cooperation and networking within civil society. The central objective is for this document to increase the capacity of family organizations to ensure that those unorganized and vulnerable victims without access opportunities realize their rights and can, through joint action, build resilience and participate in efforts to account for their missing FAMILIES.²

ICMP acknowledges that, even considering the limitations of the universe studied as part of this project (described in section 2.2.2), this document does not constitute the entire record of organized civil society seeking to promote efforts to account for missing persons, and therefore reiterates its commitment to continue its study and receive corrections or additions to the information provided herein.

ICMP reiterates its gratitude to all the people who agreed to be interviewed as part of this project, and who have expressed their trust in ICMP. First and foremost, ICMP recognizes their work as a central element in promoting the realization of the rights of the families of Missing Persons in order to achieve stabilization and build peace.

² ICMP estimates that there are no more than 10,000 victims organized on the issue of disappearance. This calculation is made by estimating a membership of 200 members per family organization (39 organizations), plus 1400 members of the three largest family organizations, resulting in a maximum of 9,200 family members affiliated with an organization dedicated to the issue of disappearance.

2.1. Methodology and Concepts

This report reflects the analysis of the information collected based on documentary and field research that included the completion of a questionnaire of 40 questions to document the form of organization, characteristics, region of work and population served by civil society actors; identify the type of activities they perform, their roles, their organizational needs and the main challenges for carrying out those activities; to know about the security and/or protection situation of the organizations; and identify available resources, sources of financing and strategic alliances. The questionnaire was completed by ICMP staff between October 2018 and March 2019 via group sessions in Bolívar, Bogotá, Caquetá, Cauca, Meta, Nariño, Santander and Norte de Santander, or remotely.

In an initial investigation, ICMP identified organizations or associations of FAMILIES, nongovernmental organizations dedicated to the issue of disappearance, interaction platforms, and members of the 12 of the 24 Territorial Training and Reintegration Spaces (ETCR for its acronym in Spanish) and 8 Normalization and Reintegration Points (PNR for its acronym in Spanish) working in Farc's National Committee for the Search for Missing Persons.

All the entities initially mapped were invited to answer the ICMP questionnaire, resulting in responses from 102 entities located in villages or municipalities of 17 of the 32 departments of Colombia: Meta, Arauca, Casanare, Norte de Santander, Cesar, Guajira, Nariño, Caquetá, Putumayo, Cauca, Valle del Cauca, Cundinamarca (Soacha), Bogotá, Antioquia, Bolívar, Guaviare and Santander:

- 33 responses from ORGANIZATIONS OF FAMILIES OF MISSING PERSONS (FOs) (out of a total of 41 organizations systematized in the mapping);
- 35 responses from non-governmental organizations (NGOs) (out of a total of 50 NGOs systematized in the mapping)
- 3 platform responses and a bilateral interview with a fourth platform;
- 23 responses from members of Farc's National Committee for the Search of Missing Persons, 16 of them with at least one missing relative;
- Three responses from FAMILIES of missing persons not organized in Colombia; and
- In addition, ICMP interviewed four FAMILIES of missing persons residing outside Colombia (in Germany, France, Italy and Mexico).

The information collected from the questionnaire, along with interviews with a sample of respondents, and additional research, allowed the writing

³ ICMP, "Questionnaire for FAMILIES of missing persons, NGOs and FARC", Documents, icmp csi 019 1 spa doc; icmp csi 020 1 spa doc.

of a first version of the report. This first version was shared between May and July 2019 with the Missing Persons Search Unit, the Truth Commission and various experts. Between July and August 2019, a process of feedback and validation of information was developed coordinated by organizations of FAMILIES of missing persons and with Farc's National Committee for the Search for Missing Persons, which allowed this public version to be consolidated.

2.2. Concepts of disappearance

In line with ICMP's mandate and with an approach guided by the principle of impartiality required in the rule of law, this document uses in a generic way the broad concept of "disappearance", which is understood as one that takes place in all contexts and causes in which the whereabouts of a person are unknown. This is that a disappearance can happen as a result or in the context of an armed conflict or not, as a result of human rights violations, natural disasters, actions of organized crime or of unlawful armed groups, or in the context or as a result of migration.⁴

This broad concept of disappearance also includes but is not limited to the definition provided by the Colombian Criminal Code, which classifies it as deprivation of liberty in whatever form, followed by concealment and refusal to acknowledge such deprivation or to provide information on its whereabouts, removing it from the protection of the law committed by public servants, by individuals, or by individuals acting under the determination of public servants.⁵ The broad concept of disappearance used in this document also includes disappearances "given in the context or due to the armed conflict" which is covered by the UBPD's mandate,⁶ and which contemplates various forms of disappearance such as recruitment, hostage-taking, among others.

Other forms of disappearance in Colombia that are included in the broad concept of disappearance are disappearances resulting from extrajudicial executions, killings of protected persons known as "false positives", kidnapping or detention of persons, human trafficking, natural disasters or disappearance resulting from the handling of identities or of bodies that results in the loss of information that allows to locate, identify or return the victim to his or her family member whether, they are or are not, within the context of the armed conflict.

⁴ ICMP, *Agreement on the Status and Functions of the International Commission on Missing Persons. (2014) United Nations Treaty System, registration number I-53403.*

⁵ *Colombian Criminal Code, Law 599 of 2000, art. 165.*

⁶ *Presidency of the Republic of Colombia. (April 5, 2017). Article 2 [Title I] Decree 589 of 2017 by which the Unit for the Search for Persons Reported missing in the context and due to the armed conflict is organized. Official journal year CLII. N. 50197.*

However, in view of the actions of social organizations and of the importance of making visible the magnitude of forced disappearances, its individual impact on family and on the social impact, and in a context where such human rights violations have been justified and normalized, this document emphasizes and uses in a different way the term "forced disappearance" which is defined by different international instruments and where there is direct responsibility in the commission of the crime by an agent of the State or by an individual acting with its complicity or acquiescence.⁷

2.3. Civil society concept and scope of the mapping

Although theoretical approaches have been explored that review the tensions between the individual and collective dimensions of civil society, which are highly relevant in the orientation of the concept of civil solidarity,⁸ the "Civil Society" object of this study is defined using the concept assumed by the European Union, namely "non-state forms of organization". , non-profit, nonpartisan, and nonviolent that bring together individuals who seek goals and ideals whether political, cultural, social, or economic."⁹ Within this definition, the project contained in this document was limited to the study of only four Colombian civil society groups: OF FAMILIES OF MISSING PERSONS who have organized themselves, non-governmental organizations, the platforms specialized in the issue of disappearance that work with them, and the National Committee for the Search for Missing Persons of the FARC. This last group is included in the concept of civil society, taking into account its capacity as a non-violent entity and constituted by citizens since the signing of the Peace Agreement.

2.3.1. Definition of organizations or Associations of FAMILIES of missing persons (FOs) and scope of the mapping

For mapping purposes, ICMP considered FAMILIES of missing persons as anyone who has a missing relative and self-identifies as a relative of a missing person. In turn, family members who meet and self-identify as part of an organization composed and led by other family members in an organized manner constitute these FOs. For mapping purposes, OFs are considered as organizations, concept

⁷ *International Convention for the Protection of All Persons from forced disappearance.*

⁸ Alexander, J.C. (1997). *The Paradoxes of Civil Society.* *International Sociology*, 12(2), 115–133. <https://doi.org/10.1177/026858097012002001>.

⁹ *European Commission (2012), Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committees of the Regions: The Roots of Democracy and Sustainable Development: Europe's commitment to civil society in external relations (Brussels, 12.9.2012 COM(2012) 492 final).*

which includes associations, collectives, foundations, or any other distinctive name regardless of whether or not the organization has legal status.

In line with the broad definition of disappearance used by ICMP and in this mapping, the definition of the FOs includes organizations composed by family members whether or not they are recognized as victims within the Colombian legal framework.¹⁰ Meaning, the definition of FOs for ICMP and for the purpose of mapping includes family members included as victims in the Colombian framework, but also those excluded within this legislation. For example, the mapping also considers:

- FAMILIES of persons who have disappeared for reasons other than forced disappearance as defined in the Colombian Penal Code (human trafficking, forced recruitment, natural disasters, or any other cause);
- FAMILIES of persons disappeared in a consanguinity degree different from that provided by law for recognition as victims;
- FAMILIES not covered by Law 1448 of 2011, for example, FAMILIES of ex-combatants who disappeared because of acts or events caused by unlawful armed groups;¹¹
- Victims of disappearance before January 1, 1985, date from which law 1448 of 2011 recognizes people as victims;
- FAMILIES of people who disappeared after the signing of the Final Agreement;
- FAMILIES of persons reported missing outside the "context and reason for the armed conflict" and;
- Any other.

With regard to organizational and leadership processes among family members, this document has focused on understanding the organizational action of FAMILIES and therefore has considerable limitations in relation to FAMILIES of Missing Persons who are not part of an organization. This excluded universe comprises on one hand those who have decided not to join an association and who nevertheless consolidate themselves as men or mostly women leaders. There are countless of such people who have achieved recognition in emblematic cases, who have managed to influence jurisprudence and have contributed to the search for truth. An example of them is Fabiola Lalinde, and her tireless search work through "Operation Sirirí" among many others. The consolidation of a directory of individual leadership of FAMILIES deserves a dedicated study, and their individual work a specific recognition that is beyond the scope of this document.

On the other hand, among the not organized victims are those, mostly the most vulnerable, who do not have access to justice. They do not have a guide to have access to mechanisms to report missing persons.

¹⁰ The Colombian legal framework for the recognition of victims includes several instruments such as the Penal Code, article 165; Law 1408 of 2010 art 2; Law 1448 of 2011, art. 2; Decree 589 of 2017 art. 1.

¹¹ Congress of the Republic. (10 June 2011). Article 3 numeral 2. Law 1448 of 2011, by which measures of attention, assistance and integral review are dictated to the victims of the internal armed conflict and of other provisions are dictated.

They have no access to reparations or rights, and above all they are cut off from any support and solidarity to face the challenges associated with the disappearance. Although a certain number of not organized victims were invited to respond to the questionnaire for this mapping, the design of this project does not have the scope to document the specific challenges of victims that are not organized. However, challenges are identified to ensure that existing family organizations extend their impact to more beneficiaries, including them.

2.3.2. Non-governmental organizations (NGOs)

For mapping purposes, the term NGOs is used to identify those civil society organizations, other than family organizations, that are incorporated as an association, corporation or foundation, that dedicate programs and resources to any specific activity and that are directly related to the problem of disappearance, its causes and its consequences.

The mapping included only NGOs created and governed locally, to the platforms, meaning, organizations or structures whose function is more than programmatic it is of coordination or representation, and which are constituted by two or more NGOs, and which may include organizations of FAMILIES.

The universe of 50 NGOs identified to develop this document is just a sample of the non-governmental actors that have worked for more than four decades on the issue of disappearance. This sample has not included, for example:

- Colombian NGOs specialized in psychosocial support, protection, security or other areas that provide assistance to family organizations, but whose area of expertise is not direct or exclusive to the issue of disappearance;
- International NGOs that despite the fact that their mandate is focused on the issue of disappearance are not of Colombian creation or of origin (although they may be registered in Colombia);
- International NGOs that without having a presence in Colombia work and support in a central way Colombian NGOs or FOs, despite not having a specialization in the issue of disappearance;
- Universities whose study programs devote significant resources to the issue of disappearance and provide spaces to study the work carried out by NGOs and FOs;
- Entities of a non-secular nature or with direct ties with religious entities working on the issue of disappearance; and
- Other entities that do not work directly on the issue of disappearance but that, because of its ties with communities or related issues, are essential partners of the FAMILIES of Missing Persons, including trade or communal associations, organizations working with

peace-building, or with other types of victimization other than disappearance;

- Finally, this study also excludes from its scope the media, which, despite being private or public sector entities, are an essential partner of civil society and of family organizations.

2.4. The FARC and its National Committee for the Search of Missing Persons

Following the signing of the Final Agreement in November 2016, FARC-EP began a process of reintegration into civilian life and established itself as a political party known as the FARC.

Within Farc's organizational structure, a National Committee for the Search of missing persons was set up, with the mandate to collect information among the relevant institutions, on the contexts know by them, about the disappearance of members of the security forces or of civilians. It also has the mission of searching for missing FARC members and organizing the victims in the ETCR and elsewhere.

Also within its social base, there are different organizations, including FAMILIES of victims of missing persons who have the status of being ex-combatants or FAMILIES of ex-combatants. The mapping considers the action of Farc's National Committee for the Search of Missing Persons, described in section VI.



**More than 40 years
of advocacy of the
Colombian civil
society
on the subject of
disappearance, especially
forced disappearance**

The more than 50 years of armed conflict in Colombia have been the scene of the creation of a civil society strongly oriented towards the defense of human

rights, which has consolidated itself as a central actor in the process of promoting institutional frameworks to address the problem of disappearance and promote access to justice, truth and reparation to the FAMILIES of the missing persons. The work of civil society can be identified through periods marked by specific policies that have evidenced the development of the problem of disappearance, as well as solutions to account for missing persons.

3.1. The 70s and 80s: Birth of human rights NGOs and of FAMILIES' organizations

Colombian civil society as it is known today has its origins in forms of non-governmental organization institutionalized in the early twentieth century.¹² The first civil society organizations dedicated to human rights were created in the seventies and eighties in follow-up to the adoption of the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights in 1966, and the American Convention on Human Rights in 1969. Its orientation was inspired by the development of social sciences in its theoretical, practical and critical dimensions and by the emergence of a theoretical discourse alternate to the political discourse of the two hegemonic powers, the United States and the Soviet Union.¹³

The institutionalization of the protection of human rights at international level and the emergence of this civil society coincide in Colombia with policies of social control and repression, such as those developed within the framework of the National Security Bylaws between 1978 and 1982, which gave the military branch, expanded powers and police and judicial functions, which resulted in the use of forced disappearance in Colombia to deal with guerrilla groups such as the 19 de Abril Movement (M-19), the National Liberation Army (ELN) and FARC-EP.

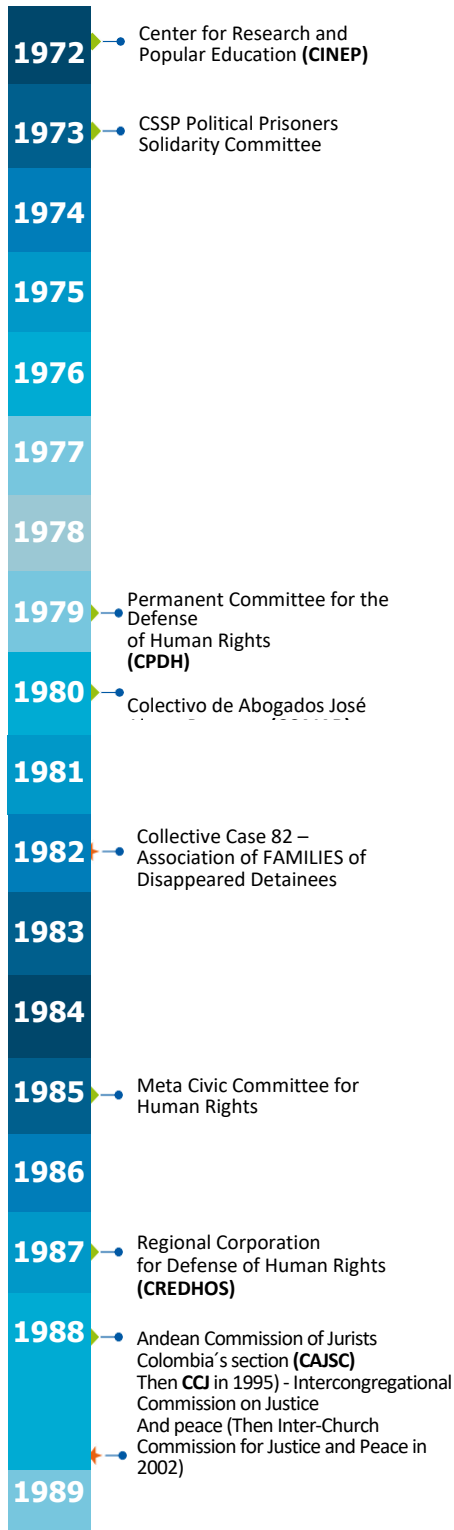
State action expands to parastatal groups. Centrally, the group called MAS (Death to Kidnappers) created in 1981, and of other actors that take their name after their dissolution, as well as the Peasant Association of Cattlemen and Farmers (ACDEGAM for its acronym in Spanish), as a third financier of paramilitary groups, frames violent actions in a logic of retaliation against the kidnapping carried out by the guerrillas.¹⁴

¹² See: Briceño Ayala Augusto (1995). "NGOs and the Social Sector Development in Colombia", *Superior School of Public Administration*, 1995 p. 13; Margarita Flórez (1997), "Non-governmental organizations and philanthropy: The Colombian Case", *International Journal of Voluntary and Non Profit Organizations*, Volume 8: 4 (1997), p. 388; Eduardo Cáceres, , "The Role of NGOs in Latin America: The challenges of a changing present," October 2014, *Articulation Group of National Platforms and Regional Networks in Latin America and the Caribbean Regional Project*, p. 9, https://ccong.org.co/files/496_at_ROL-NGO-Latinoamerica.pdf (Accessed January 2019).

¹³ Briceño Ayala (1995), p. 17.

¹⁴ Tamayo Gomez Camilo (2019). "From Resilience to Memory: understanding Kidnapping in Colombia from a Civil Society's Perspective," Paper presented

Figure 1:
Timeline 1970-1989:
Origin of civil society dedicated to the
problem of disappearance, especially
forced.¹⁷



Convention: ★:FO. ◆

Disappearance was one of the forms of violence that marked the beginning of the MAS operation even with the participation of security agencies of the Medellin Cartel¹⁵. The modus operandi was to identify individuals who had bonds with the guerrillas of the M-19, that were tortured for information, they were extrajudicially executed and their bodies disappeared¹⁶.

These attack patterns, however, are not limited to armed groups, they also expand towards social organizations resulting in a systematic dynamic and focused on the disappearing against leftist activists (such as Faustino Lopez Guerrero, Leonardo Gómez, Amparo Tordecilla, Cristóbal Triana and Nydia Erika Bautista, among many others), students and political figures including more than 5,000 members of the Union Patriótica (Patriotic Union), the peaceful political expression and recognized as legal arising from agreements between the government and the FARC-EP.

Human rights violations committed by the State or with its acquiescence, creates the need for advocacy at national and international level. Thus the work of people like José Eduardo Umana Mendoza, Javier Giraldo Moreno SJ, Gilberto Vieira and Gerardo Molina is set to create organizations, and from that moment begin to exercise key functions on the issue of missing persons. These organizations focused since its inception in influencing institutional mechanisms for adapting existing legislation in accordance with international standards on human rights; encourage multilateral bodies such as the Organization of American States (OAS), the United Nations Organization (UN) and of other international organizations gave their view on the situation in Colombia; and perform other tasks such as documenting cases, obtaining resources, and legal representation of victims in investigations of arbitrary detention, torture, extrajudicial executions and forced disappearances. Its creation in chronological order can be found in Figure 1.

Alongside this work of NGOs constituted by legal experts, created in 1982 the first major organization that brought together FAMILIES of people forcibly disappeared, the Association of FAMILIES of Detained and Disappeared (ASFADDES for its acronym in Spanish).¹⁸ ASFADDES was initially formed by FAMILIES of 13 people

¹⁷ In the workshop 'Global Perspectives on Kidnapping and Crimes of (Im) mobility'. University of Leeds, University of Exeter and Texas University at El Paso. El Paso, Texas, United States, April 2019 11.

¹⁵ Verdad Abierta (23 September 2011) "Death to kidnappers MAS: The origins of paramilitarism " Procuraduría General de la Nación, Recuperado de: <https://verdadabierta.com/muerte-a-secuestrado-res-mas-los-origenes-del-paramilitarismo/>.

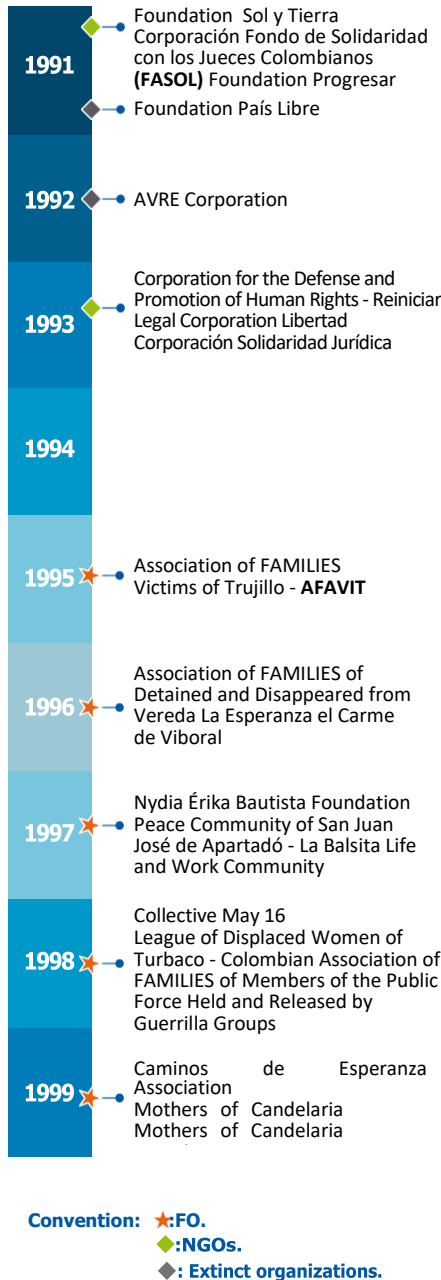
¹⁶ Inter-American Court of Human Rights, Case Vera Rodríguez v. Colombia, Judgment, November 14 2014.

¹⁷ ICMP, ICMP.CSI.019.1.spa.doc Responses to Questionnaire, Question 38 and additional research ICMP.

¹⁸ To know the history of ASFADDES see: Association of FAMILIES of Detained and Disappeared (2003).

"Twenty years of history and struggle. Asfaddes: having the right," Bogotá.

Figure 2:
Timeline 1990-1999: Colombian civil society on the issue of disappearance²²



disappeared that year, mostly students from the National University of Colombia, in the case known as Colectivo 82. After the events in the Court House in November 1985, the families of the disappeared began to congregate.

The work of the NGOs at this time and the mobilization of ASFADDES, both carried out mainly from Bogotá, gave international visibility to the internal situation, attracting the attention of international NGOs such as Amnesty International, and resulting in visits to Colombia by international mechanisms such as the Inter-American Commission on Human Rights (1980), the United Nations Working Group on Forced Disappearances of the UN (1988), and the United Nations Rapporteur on Extrajudicial, Summary or Arbitrary Executions in (1989). These visits generated the first reports on the situation in Colombia documenting the commission of arbitrary or extrajudicial executions and forced disappearance. This incidence results in the inclusion of the prohibition of forced disappearance in the 1991 Constitution.¹⁹

3.2. The 90s: Kidnappings and massive attacks


Violent actions by the FARC and of other guerrillas, such as kidnappings and forced recruitment that occurred since the 80s, resulted in the creation, in the 90s, of organizations that congregate victims of kidnapping by the guerrillas, such as País Libre. in 1991 (already dissolved) and ASFAMIPAZ (Colombian Association of FAMILIES of Members of the Public Force Retained and Released by Guerrilla Groups) in 1997. The FAMILIES of kidnapped people achieved a massive mobilization that results in the adoption of the Anti-Kidnapping Law in 1993.²⁰ Its creation in chronological order can be found in Figure 2.

In parallel, the dynamics of forced disappearances changes, given the strengthening and creation of new paramilitary groups. While forced disappearances continued to target left-wing leaders and militants, they were also used as a generalized control strategy for the civilian population that was not aligned with any particular ideology. In this sense, the paramilitary groups used disappearances as mechanisms of terror and social control to consolidate their territorial presence.²¹


¹⁹ Political Constitution of Colombia (1991). Art. 12: "No one shall be subjected to forced disappearance, torture and cruel treatment or punishment, inhuman or degrading treatment."

²⁰ Law 40 of 1993. On the role of FAMILIES in the creation of this law, see, Camilo Tamayo Gómez, (2019). "From Resilience to Memory: understanding Kidnapping in Colombia from a Civil Society's Perspective," Paper presented in the workshop 'Global Perspectives on Kidnapping and Crimes of (Im)mobility'. University of Leeds, University of Exeter and Texas University at El Paso. El Paso, Texas, United States, April 2019, 12.

²¹ National Center for Historical Memory (2016), *Until we find them. The drama of forced disappearance in Colombia*, CNMH, Bogotá.



In 1982 the first and main organization that brought together FAMILIES of forcibly missing persons was created, the Association of FAMILIES of the Detained and Disappeared (ASFADDES)



This diversifies the profile of the population victimized by the disappearance and results in incidents with a massive number of victims. The family members of these incidents or collective cases of forced disappearance are organized in instances and groups such as the families of the Pueblo Bello case, the May 16 Collective, the Peace Community of San José de Apartadó, the Community of Life and Work la Balsita-Dabeiba, and the Trujillo Victims' Family Association (AFAVIT). In 1997 the Nydia Erika Bautista Foundation (FNEB) was created, which from exile is made up of victims disappeared by state agents and paramilitary groups. Within Colombia, associations of victims of paramilitarism were also created, such as the Caminos de Esperanza Madres de la Candelaria Association in 1999. At this time, the Ruta Pacifica de las Mujeres platform also emerged, an organization that concentrates its work on defending the human rights of women who are specifically affected by the armed conflict.

While the number of disappearances continues to increase, the legislative incidence of the FAMILIES of the disappeared occurs in the incorporation in the Criminal Code in 2000 of the classification of forced disappearance and in the legal creation of the Commission for the Search of missing persons under Law 589 of 2000.

3.3. The 2000s: The Democratic Security Policy, the Justice and Peace Law and the operations of the Search Commission

Beginning in 2002, the Democratic Security Policy contemplated the granting of benefits and privileges for military personnel who reported deaths of members of guerrilla groups, called “positive”. This triggered the massive disappearances of young people from the civilian population, in most cases in unfavorable economic conditions, who were presented as “members of the guerrillas killed in combat.” This type of crime activated the work of civil society organizations and family members in the legal representation of said victims known as the “false positives”²³.

During this period, the emergence of broad civil society initiatives that sought to evidence practices of extrajudicial executions and forced disappearances in urban areas was observed, such as “Women Walking for Truth and Justice” in Medellín, who since 2002 have carried out demonstrations

²² ICMP, *Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, question 38 and additional ICMP research.*

²³ National Center for Historical Memory (2016), *Until we find them. The drama of forced disappearance in Colombia, CNMH, Bogotá. p.18.*

Figure 3:
Timeline 2000-2010: Colombian civil society on the issue of disappearance NGOs²⁶



and protests in rejection of military operations that left a large number of missing persons, such as the case of "Operation Marshal" and "Operation Orion", which occurred in May and October 2002, respectively.²⁴ (See Figure 3).

In 2005, within the framework of Law 975 of 2005, known as the Justice and Peace Law,²⁵ the paramilitary groups signed a demobilization agreement with the National Government, from which the United Self-Defense Forces of Colombia disarmed under the commitment to tell the truth about their actions, provide information on the whereabouts of missing persons and pay penalties of between five to eight years for the crimes committed. Based on the statements of demobilized paramilitaries, the Attorney General's Office initiates exhumation processes and in this context the need for independent specialized technical advice is seen. Additionally, in this period, civil society organizations with technical capacities in the forensic area emerged, such as EQUITAS (Colombian Interdisciplinary Team of Forensic Work and Psychosocial Assistance) and ECIAF (Colombian Team of Forensic Anthropological Investigations) who carry out expert opinions and oversight at the request of the victims. and eventually strengthen the expertise of civil society.

At this time, other organizational processes of FAMILIES also emerged, such as the organization Association of FAMILIES of the Forcibly Disappeared for Mutual Support "Familiares Colombia" (2005) and the MOVICE (Movement of Victims of State Crimes) that was formally born June 25, 2005, bringing together more than 280 human rights organizations and victims of various crimes committed by the state and paramilitaries, several of them involving forced disappearance (See Figure 4). New human rights NGOs are also emerging to follow up on demobilization cases and represent the victims in these processes. At the same time, given the mobilization of FAMILIES of kidnapped people, especially by the guerrillas, the Congress of the Republic adopts criminal measures to protect the victims of kidnapping, starting with Law 986 of 2005.

In this decade, the Commission for the Search of missing persons finally began to operate²⁷, marking an institutional context in which NGOs and organizations of FAMILIES began to be recognized for their work on disappearances through direct participation in this institutional mechanism. ASFADDES has a permanent seat on the Commission and there is a rotating seat for organizations

²⁴ Tamayo Gomez Camilo, "The Case of Women Walking for Truth: Some clues to understand political communication in terms of Citizenship and Territory." in *Political Communication in Colombia: Discourses, Practices and Aesthetics* (2017): 111- 113.

²⁵ Congress of the Republic of Colombia, (July 25, 2005), Law 975 of 2005, which dictates provisions for the reincorporation of members of unlawful armed groups, who effectively contribute to the achievement of national peace and of other provisions are dictated for humanitarian agreements.

²⁶ ICMP, Responses to Questionnaire, ICMP.CSI.019.1 spa.doc, Question 38 and additional research from ICMP.

²⁷ Presidency of the Republic, (March 23, 2007), Decree 929 of 2007, which establishes the regulations of the Commission for the Search for missing persons created by Law 589 of 2000. Official Gazette year CXLII. N. 46579. 23, MARCH, 2007. PAG. 1.

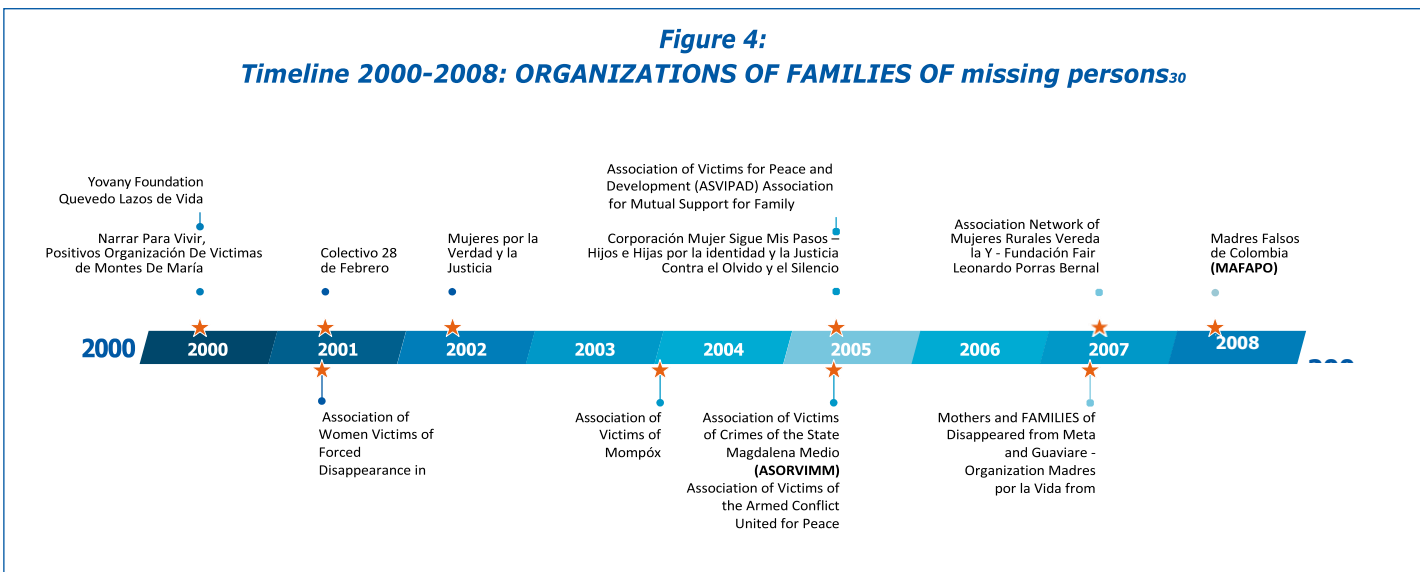
It is in 2008 that ICMP began its relationship with organizations of FAMILIES and NGOs by virtue of the technical support that was provided at this time to the Prosecutor's Office and the Search Commission.

belonging to the Task Force on Forced Disappearance.²⁸ It is in 2008 that ICMP began its links with family organizations and NGOs by virtue of the technical support that was provided at this time to the Prosecutor's Office and the Search Commission.

The work of family organizations since mid-2009 intensified legislative advocacy. Through the Inter-Institutional Roundtable to Support Victims of Forced Disappearance sponsored by the Office of the High Commissioner for the United Nations and the International Committee of the Red Cross (ICRC), family and civil society organizations, promoted by ICMP, project a law for the identification of victims of disappearance that proposes to create the Bank of Genetic Profiles of Missing Persons (initially "Law of Graves"), which was adopted as Law 1408 in 2010, known as "Law that pays homage to victims of the crime of forced disappearance".

At this time, organizational processes not centered in Bogotá also emerged, such as AFUSODO (Association of FAMILIES United for a Single Pain) that emerged due to forced disappearances and extrajudicial executions or false positives committed in the Colombian Caribbean,²⁹ and many others. illustrated in figure 4.

Figure 4:
Timeline 2000-2008: ORGANIZATIONS OF FAMILIES OF missing persons³⁰



²⁸ According to Article 8 of Law 589 of 2000, in addition to the institutions, a representative of the Association of FAMILIES of the Disappeared Detainees, ASFADDES and a representative of non-governmental organizations have a seat on the Commission for the Search of missing persons. Human Rights governments chosen by themselves. The CCJ represented human rights NGOs until 2010 and since then the election has been made through the Forced Disappearance Working Group of the Colombia Europe United States Coordination.

²⁹ Center for Historical Memory, *Until We Find Them*, Bogotá 2016, p. 327.

³⁰ ICMP, *Responses to Questionnaire*, ICMP.CSI.019.1.spa.doc. Question 38 and additional research ICMP.

3.4 2011-2017 From the Victims and Land Restitution Law, to the Peace Agreement

Advocacy work on the legislation by the family movement continued during 2010 to ensure that as victims, families are subjects of comprehensive reparation, and benefit from provisions related to measures of satisfaction, guarantees of non-repetition and duties of the public workers. These efforts resulted in the adoption in 2011 of Law 1448 or Victims Law,³¹ as well as the ratification by Colombia of the International Convention for the Protection of All Persons from Forced Disappearance through the sanction of Law 1418 of 2010.

In 2011, new ORGANIZATIONS OF FAMILIES OF missing people were formed, especially at the local level to participate in the access to rights contemplated in the Victims Law. Likewise, the work of the National Center for Historical Memory generated a space for researching information collected by civil society

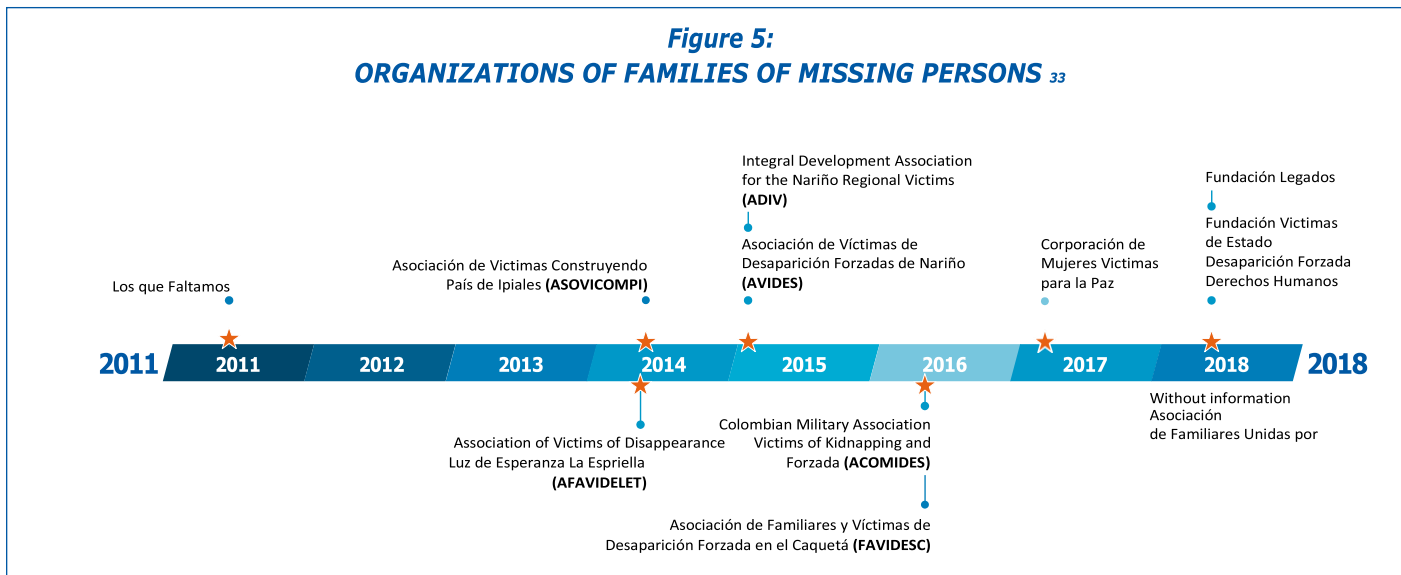
Subsequent to the implementation of the Victims Law, new organizations of FAMILIES of missing persons were formed, especially at the local level to participate in accessing the rights contemplated in the victims' law (see figure 5). This included legal representation to access emergency humanitarian aid, rehabilitation mechanisms that include psychosocial care, as well as satisfaction measures that are materialized from acts of memory supported with resources from the Unit for Comprehensive Attention and Reparation to the Victims (UARIV). Likewise, the work of the National Center for Historical Memory, created based on the same law, created a space for the collection of information and research compiled by civil society, including on the part of stories, testimony and documents provided by FAMILIES of missing persons from various contexts.

During the negotiation process between the government and the then guerrilla of the Revolutionary Armed Forces of Colombia FARC-EP that began in 2012 in Havana, Cuba, the FAMILIES of missing persons from various contexts, both the victims of forced disappearance and the victims of the FARC, constituted in 2015 as the Federation of Victims of the FARC (FEVCOL), participated in scenarios of discussion and conclusion of agreements on the various forms of disappearance. As a result of this participation, the challenges of the victims of disappearance were included as a point to be discussed in the agenda of conversations and were later incorporated into the provisions of point 5 of the Agreement, referring to victims. These measures, at the request of the victims, contemplate the creation of the UBPD, and request the international accompaniment of ICMP, the ICRC and the Swedish Embassy on this matter.³² (See Figures 5 and 6).

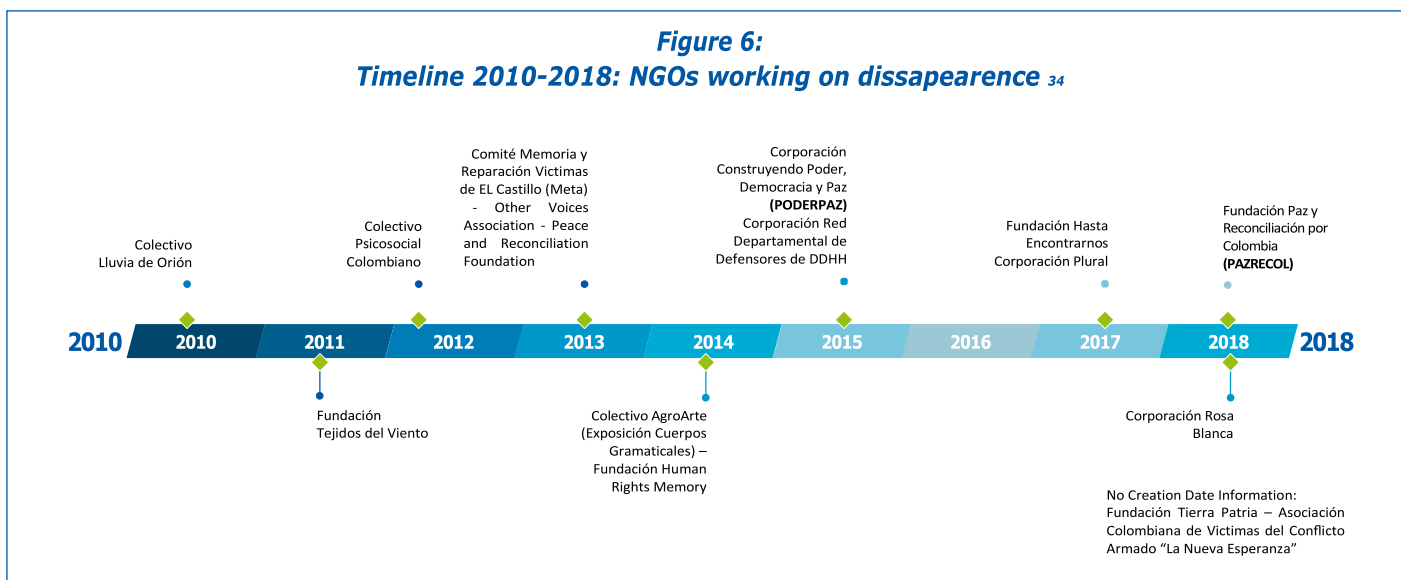
³¹ Congress of the Republic. (10 June 2011). Law 1448 of 2011, by which measures of attention, assistance and integral review are dictated to the victims of the internal armed conflict and of other provisions are dictated.

³² Government of Colombia and FARC - EP (2015). Joint Communiqué of the Government of Colombia and the FARC-EP number 62 of October 17, 2015. Available at: <http://www.altocomisionadoparalapaz.gov.co/mesadeconversaciones/PDF/comunicado-conjunto--1445137230.pdf> .

**Figure 5:
ORGANIZATIONS OF FAMILIES OF MISSING PERSONS ³³**



**Figure 6:
Timeline 2010-2018: NGOs working on disappearance ³⁴**



³³ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, question38 and additional ICMP investigation.

³⁴ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, question38 and additional ICMP investigation.

3.5. From 2017: The Comprehensive System of Truth, Justice, Reparation and Non-Repetition and the creation of FARC'S National Committee for the Search of Missing Persons.


With the signing of the Peace Agreement and its integration into the constitutional order through Legislative Act 1 of 2016, during 2017 and 2018, organizations related to the issue of disappearance focused on the process of installing the UBPD with contributions to the decree for the organization and the process of choosing its Director, Luz Marina Monzón, who had a long history from NGOs representing victims' families judicially and participating in advocacy, among others.

Additionally, with the signing of the Peace Agreement, there is a need to facilitate the participation of unorganized victims and their dialogue with the institutions of the Comprehensive Truth, Justice, Reparation and Non-Repetition System (SIVJNR).

With the start of the work of the UBPD, a large part of the family organizations and human rights NGOs that work with them have concentrated on organizing information that can be delivered to the UBPD itself. The organizations have also concentrated on preparing documentation for the Special Jurisdiction for Peace (JEP) and the Truth Commission, as well as on raising with the SIVJNR the need to guarantee their effective participation in all transitional public policy measures, especially in search plans and in this way, build new forms of relationship and participation that are different from those experienced with previous institutions.

With the Peace Agreement that stipulates the transformation of the FARC-EP into a political movement called Fuerza Alternativa Revolucionaria del Común, and its population present in the ETCR, the creation of work teams to collect information on the missing persons of those that have knowledge, to deliver it to the corresponding instances within the SIVJNR. At the same time, they have initiated processes of organizing FAMILIES who have missing persons who were part of the ranks of the guerrillas and the organization of ex-combatants with FAMILIES of missing persons. These new roles of former FARC combatants are inserted in civil society actions framed within the new scenarios for the search for missing persons.


The participation of these entities, FAMILIES of missing persons from all contexts, NGOs and the FARC team, described in the sections that



During this period, the emergence of broad initiatives by civil society that sought to evidence practices of extrajudicial executions and forced disappearances in urban areas was observed.

are recognized as central indicators of the impact of the Peace Agreement and necessary for the achievement of UBPD results.

ICMP identified 41 FOs of which 33 participated in interviews and sessions as part of this mapping. These organizations are listed in Annex I. Comparing this number of FOs against the existing records in the National Registry of Missing Persons as of February 21, 2019, which mentions the existence of 97,402 persons reported as missing,³⁵ it can be calculated that there is one family organization for every 2,375 missing persons.



They all come together under the common interest to seek, denounce, make visible, defend and promote the rights of the victims in their own cases and those of others, as well as influence in actions in order to have the State providing attention and account for the whereabouts of people presumed missing, which entails a large programmatic and work load.

The following sections describe how they are grouped, how and where family organizations work in Colombia.

³⁵ SIRDEC, <http://sirdec.medicinalegal.gov.co:58080/mapaDesaparecidos/> (accessed February 21, 2019).

IV

Organizations of FAMILIES of missing persons

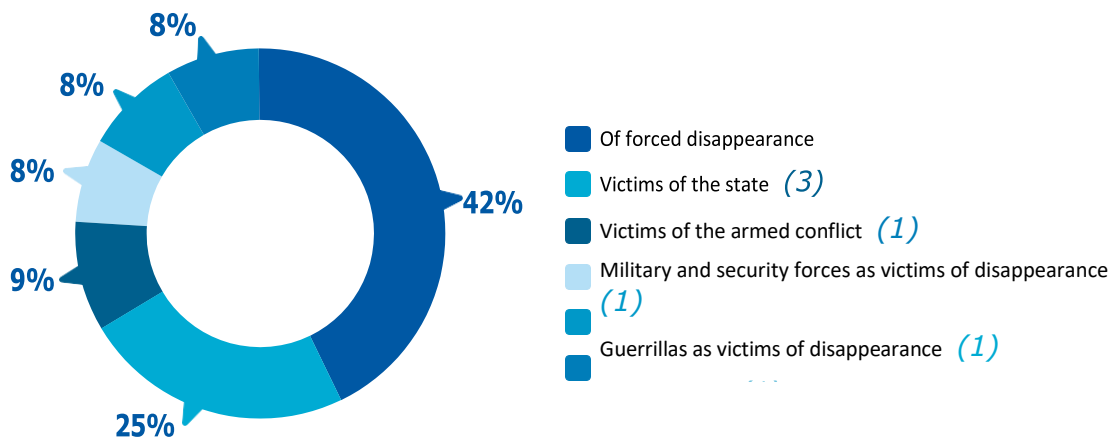
4.1. Grouping Family Organizations (FOs)

4.1.1. Association around victimizing or perpetrating acts

Most of the family organizations existing in Colombia are FAMILIES of victims of forced disappearance. These arose from common contexts of victimization, initially in relation to forced disappearances, followed later by those of kidnapping victims. Given this historical reality, ICMP hoped to be able to identify defined groups of victims around types of victimization, or according to the type of perpetrator.

On one hand, it was found that in fact 11 out of 34 FOs self-identify themselves (by name) around a specific type of victimization: five for forced disappearance, three as victims of the State, one on cases of extrajudicial executions (false positives), one of members of the military and public forces as victims and victims of the armed conflict, as well as an organization where FAMILIES of disappeared ex-guerrilla combatants participate.

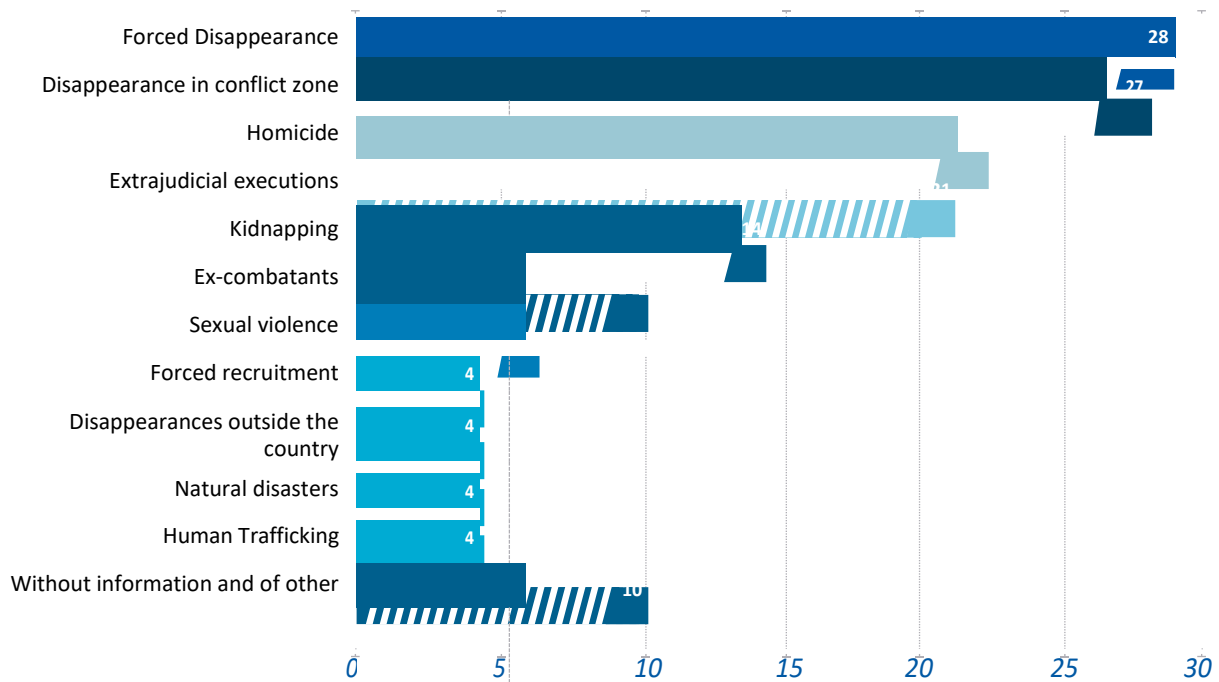
Figure 7:
Organizations of FAMILIES with an identity related to a specific type of disappearance³⁶



³⁶ Identity defined in relation to the name of each mapped organization.

On the other hand, the mapping revealed that all the interviewed family organizations have open membership and are considered representative or inclusive of all types of disappearance regardless of the affiliation of the perpetrator or of the form of disappearance. In practice, the organizations effectively group more than one “type” of victim, emphasizing as follows: of 41 FOs mapped, the majority work with victims of forced disappearance (28) and of these, twenty-seven work with victims in armed conflict zones. The victims of disappearances resulting from human trafficking, forced recruitment or natural disasters are the least represented in less than four FOs; ten organizations work with FAMILIES of ex-combatants, while seven work with victims of kidnapping.

Figure 8:
Organizations of FAMILIES by members or projects associated with the type of disappearance³⁷



³⁷ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.eng.doc, questions 1, 2 and 4.

4.1.2. Association by social or population group represented

The FOs are not associate exclusively around specific identities of the victims' social groups or populations. In other words, there are no exclusive associations and organizations for specific groups, although there are organizations that integrate differential approaches, but not exclusive ones, for certain types of social or population groups as follows:

- **Children**

24 out of 33 organizations say they work on missing cases of minors.

- **Afro-descendants** It is estimated that 25 percent of the Colombian population is Afro-descendant, and this constitutes a group particularly affected by the conflict. Of all the organizations interviewed, 19 out of 33 indicated having Afro-descendant family members among their members. There is no information on specific projects for this type of population.

- **Indigenous Groups**

As of 2005, in Colombia, 87 indigenous groups were recognized, representing an estimated population of 3.5% or 1.3 million people ³⁹ located in various departments and regions in Colombia, including areas particularly affected by the conflict. In the framework of the mapping, 14 of 33 organizations report having among their members victims reported as missing belonging to indigenous communities.

- **LGBTTTIQ community**

The context of structural exclusion of discrimination based on sexual orientation and gender identity increases the vulnerability of the Lesbian, Gay, Bisexual, Transgender, Transgender, Transvestite, Intersex, Queer (LGBTTTIQ) community. Despite the particular gender focus included in the Peace Agreement, no specific group was identified with family members identified with the victimization of the LGBTTTIQ community. However, 14 out of 33 organizations indicate that they have families of missing LGBTTTIQ individuals among their members.

- **Palenqueros**

The Palenquera community is made up of the descendants of the enslaved who, through acts of resistance and freedom, took refuge in the territories of the North Coast of Colombia since the 15th century, called palenques. There are four recognized Palenques: San Basilio de Palenque (Mahates - Bolívar), San José de Uré (Córdoba), Jacobo Pérez escobar (Magdalena) and La Libertad (Sucre), ⁴⁰ and under the focus

³⁸ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.eng.doc, questions 1, 2 and 4.

³⁹ National Administrative Department of Statistics, 2005, https://www.dane.gov.co/files/censo2005/etnia/sys/colombia_nacion.pdf (accessed January 15, 2019).

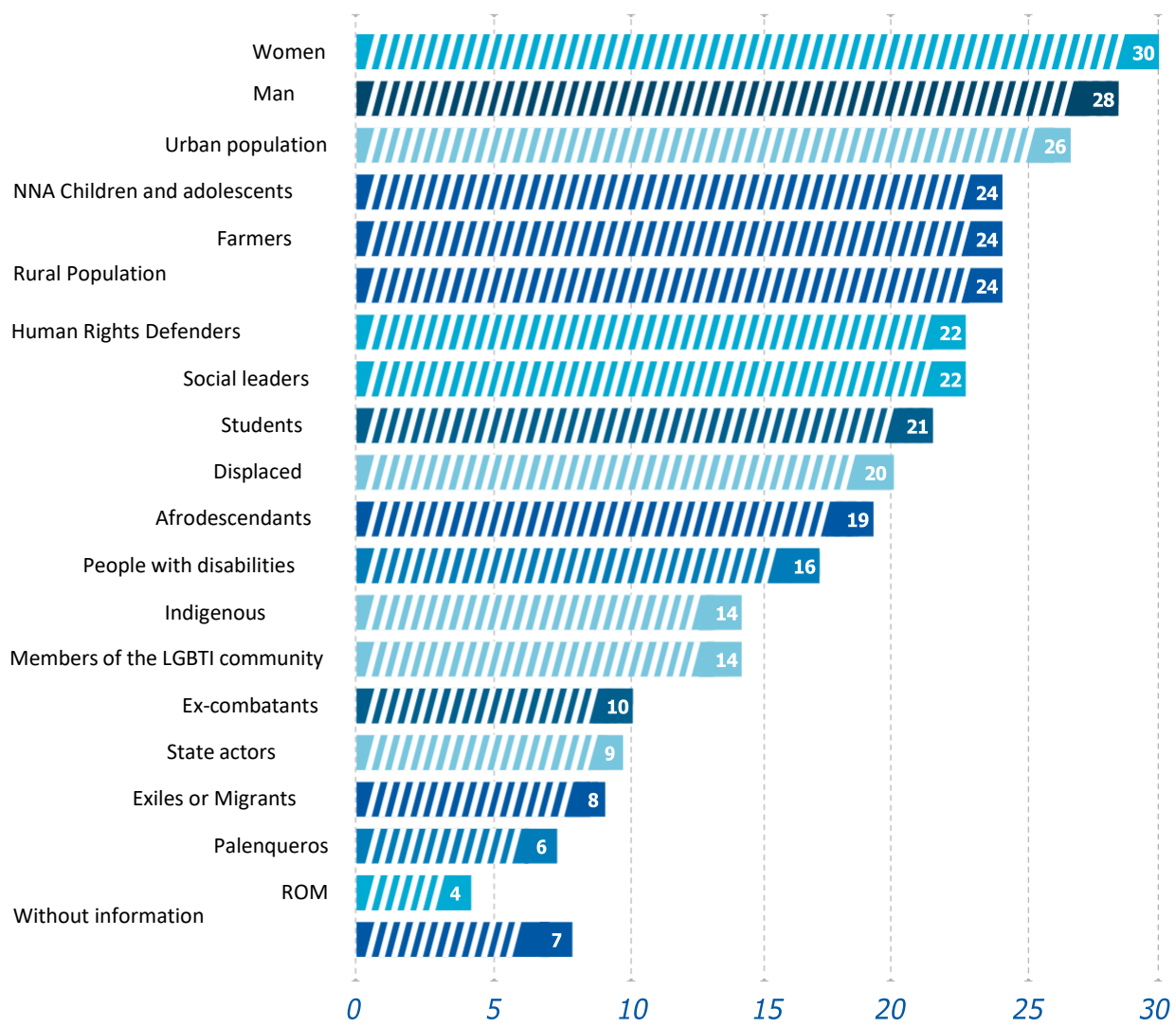
⁴⁰ Ministry of the Interior (December 9, 2011), Decree Law 4635 of 2011. "By which measures of assistance, attention, comprehensive reparation and land restitution are issued to victims belonging to black, Afro-Colombian, Raizal and Palenqueras communities."

differential of the Peace Agreement constitute a group of special attention. Six organizations out of 33 indicated having among their members FAMILIES of Palenquero origin.

- **Rom or Gypsy**

There is no information in the Information System for the Disappeared and Corpses Network (SIRDEC) about how many Rom or Gypsy people may be missing. Of the organizations participating in the mapping, four out of 33 indicated having ties with FAMILIES of the Rom population affected by disappearances.

Figure 9:
Organizations of FAMILIES with members or projects associated in a different way to specific population groups³⁸



4.1.3. Association by occupational group

Regarding the membership of victims of specific occupational groups, the following was found:

- **Farmers**

24 out of 33 FOs responded that among their members that had FAMILIES of missing Farmers.

- **Opposition groups, political and social leaders, students** 21 out of 33 organizations of FAMILIES who are victims of missing persons, that address disappearances from the opposition, political and social leaders, as well as students.

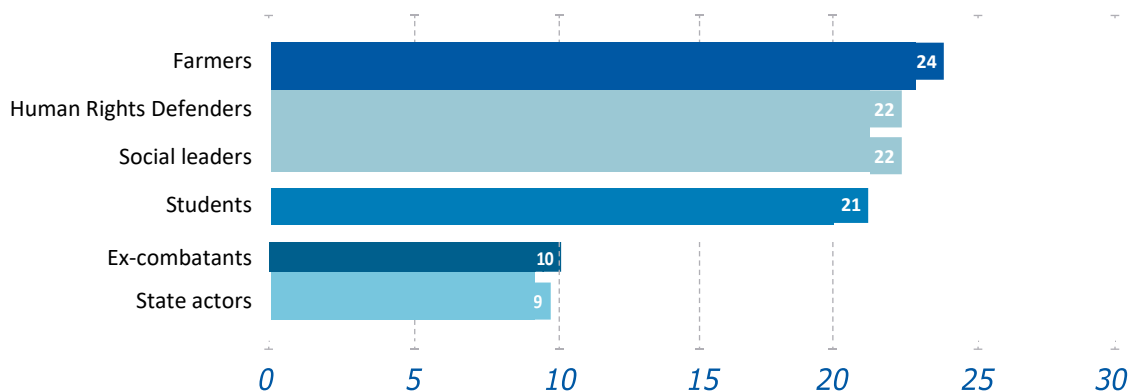
- **Security forces**

As indicated, from the mapping, it was possible to identify one (1) exclusive organization of members of the public force, and 9 organizations of FAMILIES of persons considered missing that bring together FAMILIES of members of the Public Force, that is, the military and police, victims of kidnapping or other victimizing acts that involve forms of disappearance.

- **Farc ex-combatants**

One (1) organization of FAMILIES of ex-combatants, including the FARC, was identified, and 10 organizations indicated that they have included FAMILIES of ex-combatants among their members.

Figure 10:
Family organizations by members or projects associated with victims by occupational group or affiliation⁴¹



⁴¹ ICMP, Answers to the ICMP Questionnaire. CSI.019.1.eng.doc, question 1.

4.1.4. Organizational processes from specific incidents

ICMP identified seven groups of family members organized around a specific incident:

- **Collective 82**

It was born from the forced disappearance of eight students of the National University, a student of the District University ⁴², three independent workers and one farmer. These sequential disappearances occurred within nine months from March 4 to September 15, 1982 and committed by State agents belonging to F2, (police intelligence agency). Of the 13 missing victims, two of them were reported as killed in police operations ordered by the National Police's DIPEC (Information, Judicial and Statistical Division). ⁴³

- **FAMILIES of the Courthouse**

On November 6 and 7, 1985, an M-19 guerrilla commando took over the Courthouse in Bogotá, leading to a military retake action by the army. The initial toll of victims of this event was more than 100 deaths and 12 missing persons, including eight employees of the Cafeteria of the Courthouse, three occasional visitors and a member of the M-19 guerrilla group. Initially, a collective composed of the FAMILIES of 11 of the 12 victims of disappearance was created. The number of victims and consequently associated FAMILIES increases when it is revealed that some of the remains handed over to other families, especially of magistrates reported as deceased, did not correspond to the identity of the individuals. The association and the various victims have been accompanied by private lawyers and several human rights organizations, such as the lawyer Eduardo Umaña Mendoza, and later, after his murder in 1998, the Corporación Colectivo de Abogados José Alvear Restrepo (CCAJAR), Justicia y Paz, DH Colombia and the Fundación Hasta Encontrarlos, continued. While the Inter-American Court of Human Rights recognized 11 victims ⁴⁴, it is currently estimated that the number of disappeared would be more than 25.

- **Asociación Familiares de Víctimas de Trujillo - AFAVIT** In 1995 AFAVIT emerged, composed of FAMILIES of victims of homicides and enforced disappearances that occurred between 1989 and 1994 in this municipality

⁴² The missing persons were: Pedro Pablo Silva Bejarano, Orlando García Villamizar, Alfredo Rafael y Samuel Humberto Sanjuán Arévalo, Édgar García, Rodolfo Espitia, Gustavo Campos, Hernando Ospina, Rafael Guillermo Prado Useche, Edilbrando Joya Gómez, Antonio Medina, Bernardo Eli Acosta Rojas, Manuel Darío Acosta Rojas.

⁴³ Colombian League for the Rights and Liberation of Peoples, Colectivo de Abogados José Alvear Restrepo (1988) "El Camino de la Niebla: The forced disappearance in Colombia and impunity." Bogotá.

⁴⁴ Inter-American Court of Human Rights. Vera Rodríguez Case and Others (Disappeared of the Courthouse) v Colombia. 14 November 2014. Available at: http://www.corteidh.or.cr/docs/casos/articulos/resumen_287_esp.pdf.

of Trujillo, Valle del Cauca. AFAVIT emerged the same year that the friendly solution was reached before the IACHR (Inter-American Commission on Human Rights) with the Colombian State. The friendly settlement agreement as a recognition of the state's responsibility for the nearly 342 crimes known as "the Trujillo massacre."

- **Association of FAMILIES of Detained and Disappeared from Vereda La Esperanza el Carme de Viboral**

Between June and December 1996, paramilitaries of the Autodefensas Campesinas del Magdalena Medio, under the command of Ramón Isaza, raided the village of La Esperanza in the municipality of Carmen de Viboral, Antioquia, taking out from their homes about twelve people and forcibly disappearing them. On November 2017, the Inter-American Court of Human Rights condemned the Colombian State for these forced disappearances, pointing out to the responsibility of members of the Army's Eagle Task Force in Cocorná, Antioquia, who cooperated with the paramilitary action. The FAMILIES organized with the accompaniment of the Legal Corporation Libertad continue the search for the disappeared.

- **Collective Mayo 16**

It emerged as an organization of the FAMILIES of victims of the massacre that occurred on May 16, 1998 in Barrancabermeja, Santander, committed by paramilitaries in complicity with the police. In the events, seven people were killed and 25 were arrested in several neighborhoods of the city of Barrancabermeja, being subsequently killed and their bodies disappeared. Within the framework of the actions of the FAMILIES with the accompanying organization, the CCAJAR, it was possible for paramilitaries under the Justice and Peace Law to provide information in their free versions to achieve the location, exhumation and subsequent identification and dignified burial of 8 of the bodies, maintaining the search of 17 more. This case has been admitted by the IACHR.⁴⁵

- **Collective 28 de febrero**

On February 28, 1999 in Barrancabermeja, Santander, nine people were killed and two others disappeared by a group of paramilitaries from the self-defense groups of Santander and Southern Cesar. The FAMILIES and the community decide to begin a collective process to learn the truth of the facts, in which security agents of the Ecopetrol company were allegedly involved in collusion with paramilitary groups, as has been revealed by postulates to the Justice and Peace Law.

- **Madres Falsos Positivos de Colombia MAFAPO**

Between January and August 2008, 19 young people from the municipality of Soacha and Bogotá disappeared without a trace. The victims did not know each other and neither did their families. After months of searching,

⁴⁵ Inter-American Commission on Human Rights. Report 75/03. Petition 042/2002. Admissibility José Milton Cañas Canto and Other Acts (Acts of May 16, 1998). Colombia, October 22, 2003, Available at: <https://www.cidh.oas.org/annualrep/2003sp/Colombia.04202.htm>.

their FAMILIES received the news that the lifeless bodies of the youngsters were found in cemeteries and in mass graves in Ocaña and Cimitarra, Norte de Santander, where they had been presented as "guerrilla members killed in combat with the 15th Brigade of the National Army"⁴⁶. It was eventually revealed that since 2005, the Ministry of Defense was implementing a directive granting rewards to the military for each capture or for each killing of a leader from an outlaw organization. The cases of the missing youths in Soacha and Bogotá had similar characteristics. Most were young people from poor or farmer families. The mothers of these young people created the Foundation Madres Falsos Positivos Soacha y Bogotá (MAFAPO) and the Foundation Fair Leonardo Porras. According to the book "Extrajudicial Executions in Colombia 2002–2010," written by Omar Eduardo Rojas Bolaños, a retired police officer, 10,000 cases of extrajudicial executions were reportedly filed in the country in that period of time.

4.1.5. Gender dimension

Historically in Colombia the victims of disappearance are mostly men, which has a significant impact from the social point of view on women. The disappearance places them in a position in which they must assume the process for searching for and denouncing their FAMILIES. In this quest to face threats, blackmail, scams, added to the permanent anguish and social stigmatization for failing in their role as caregivers.

Women assume the process for searching and for denouncing their FAMILIES and face threats, blackmail, scams, added to the permanent anguish and social stigmatization to fail in their role as caregivers.

Similarly, in cases of disappearance of women for which there are no specific figures but which are estimated to range from 5,000 (documented in 2005 by the Victims Unit) to 14,000 documented by the National Institute of Legal Medicine and Forensic Sciences⁴⁷; it is evident that they are also mothers, sisters or female FAMILIES who assume responsibility for the search.

Some causes of the disappearance of women that have been evidenced include the use of women as a strategy of revenge against them for breaking with patterns of behavior and against their siblings or partners.

With regard to the gender perspective in the phenomenon of disappearance and the organization of FAMILIES found the following:

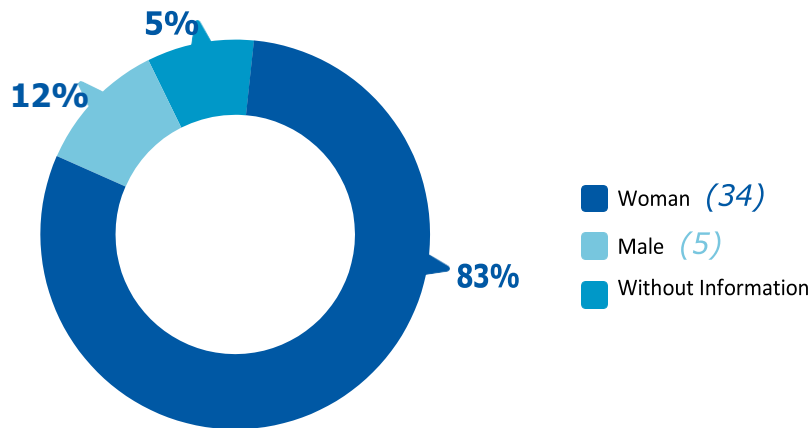
- **Women's leadership in the face of FOs**

At least 34 of the 41 family organizations identified are led by women; (See Figure 11)

⁴⁶ See Center for Historical Memory, News "A decade without an answer for the mothers of Soacha" October 10, 2018, <https://soundcloud.com/memoriahistorica/una-decada-sin-respuesta-para-las-madres-de-soacha?in=memoriahistorica/sets/conmemora-radio-1> (Accessed August 25, 2019).

⁴⁷ See Nydia Erika Bautista Foundation, "Discrimination and Impunity: Forced Disappearance of Women in Colombia, a case study 1985-2005" 2015, pp. 16-17.

Figure 11:
Female leadership in organizations of FAMILIES of missing persons⁴⁸



- **Women as organizational identity**

Of the 41 FOs identified, the name of 11 of them reflect their organizational identity around the victimization of women (i.e. Corporación de Mujeres Víctimas para la Paz) or around their quality as mothers (i.e. Madres de la Candelaria, Madres de Soacha, Organization Madres por la Vida de Buenaventura). One of them is named after a woman (Foundation Nydia Erika Bautista).

- **Women as victims of disappearance**

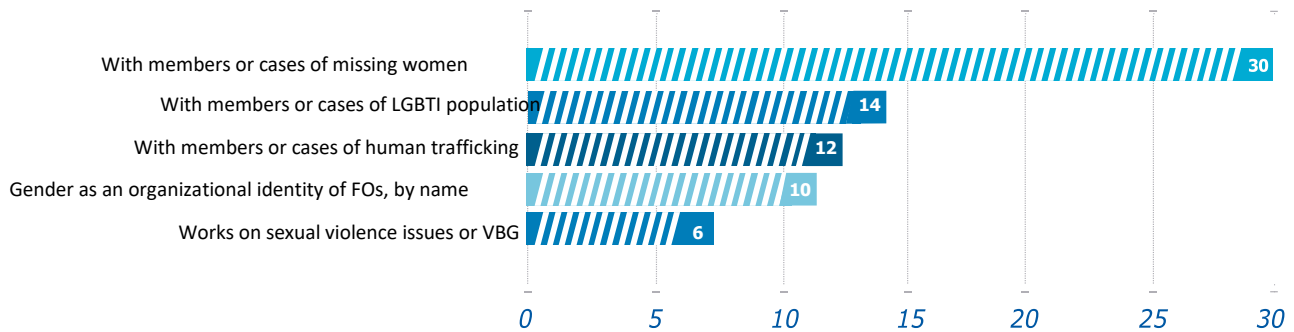
30 out of 33 organizations claim to be working on the issue of the disappearance of women. However, three in particular are characterized by leading public policy proposals with a gender focus for the specific attention of this population group, recognizing the particularity and impact of this crime when it comes to female victims, differentiating the impacts and motivations and executing specific actions to highlight the gender focus in research, search, location, dignified surrender and punishment of those responsible.

- **Focus on sexual or gender-based violence**

Additionally, the mapping identified that 6 family organizations also focus on addressing the sexual violence suffered by missing persons or their families, and as indicated above, 12 work on human trafficking, a phenomenon that has women as main victims. (See figure 12)

⁴⁸ Based on ICMP investigation.

Figure 12:
Gender focus in organizations of FAMILIES of missing persons ⁴⁹



4.2. Territorial scope

4.2.1. Departmental presence

The mapping confirmed the vast territorial presence of family organizations, identifying that there is at least one family organization in 23 of the country's 32 departments. (See figure 13)

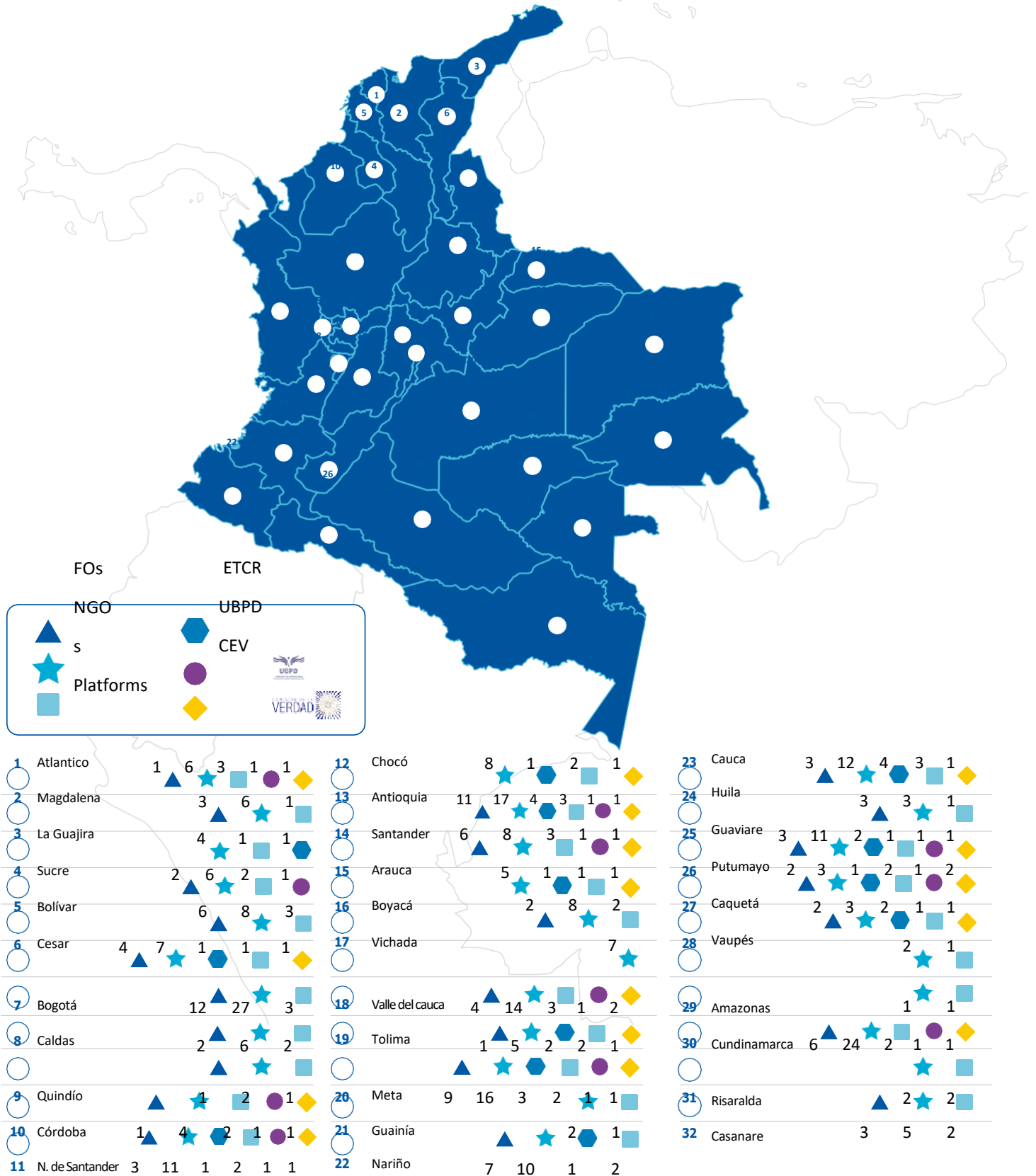
In the following nine departments, no FO was found:

- Amazon region Amazonas, Guainía, Vaupés;
- Andes region Risaralda Department
- The Caribbean Region: Guajira;
- insular region: San Andres and Providencia;
- Orinoquía Region: Arauca, Vichada;
- Pacific Region: Chocó Department

Bogotá-Cundinamarca is the region that has the largest number of organizations or associations of FAMILIES, several of which also have a presence in other departments.




⁴⁹ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 1 and 2.

Figur3 13:
Presence of FOs, NGOs, Platforms, ETCR, UBPD and CEV by department



Antioquia, Meta and Nariño follow Bogotá in the number of FOs, as follows:

Figure 14:
Number of FOs present in each department⁵⁰

	 Department	 Number of FOs present in each department (32) and Bogotá	 SIRDEC record
1.	Bogotá	12	25460
2.	Antioquia	11	12650
3.	Meta	9	5245
4.	Nariño	7	2876
5.	Cundinamarca	6	3350
6.	Santander	6	2340
7.	Bolívar	6	1686
8.	Cesar	4	2007
9.	Valle del Cauca	4	8713
10.	Guaviare	3	1691
11.	Cauca	3	1272
12.	Huila	3	1452
13.	Norte de Santander	3	3796
14.	Magdalena	3	2299
15.	Atlántico	1	1289
16.	Sucre	2	676
17.	Caldas	2	1991
18.	Boyacá	2	1254
19.	Putumayo	2	2352

20.	Caquetá	2	2164
21.	Casanare	3	1327
22.	Córdoba	1	1823
23.	Quindío	1	715
24.	Tolima	1	2174
25.	Vaupés	0	56
26.	San Andrés y Providencia	0	26
27.	Chocó	0	1424
28.	Vichada	0	391
29.	Arauca	0	1249
30.	Amazonas	0	65
31.	La Guajira	0	680
32.	Risaralda	0	1870
33.	Guainía	0	60

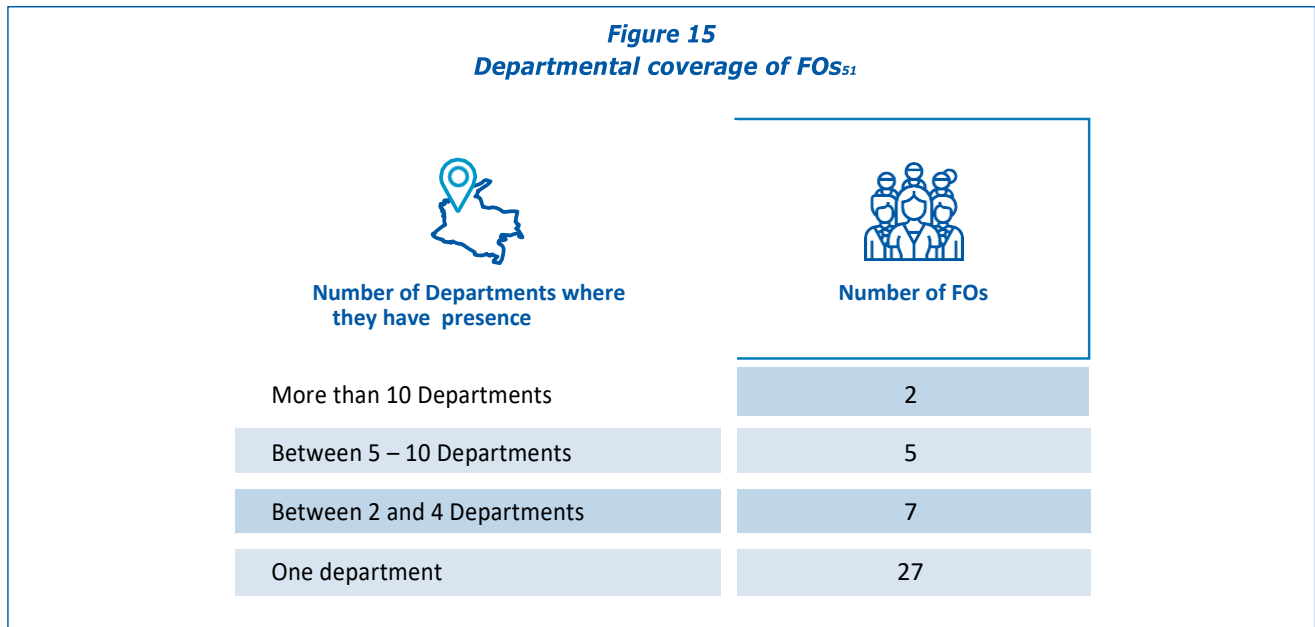
4.2.2. Scope per organization

The mapping also identified the territorial scope of each organization. Two FOs have a presence in twelve departments at the same time, however, the majority (27) have presence in only one department.

It should be noted that in all cases family organizations record a high degree of participation in rural areas, taking into account that the disappearances that have occurred in the last decade have had a greater impact on the farmers' population. In this regard, The organizations of FAMILIES of missing persons that are based in the capitals of the departments or even in Bogotá have woven support networks with FAMILIES of victims who have presence in the rural sector, which has led to their association with organizations and their participation from the municipalities and villages. (See figure 15)

⁵⁰ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, question 5.1.

Figure 15
Departmental coverage of FOs⁵¹



4.2.3. Presence abroad

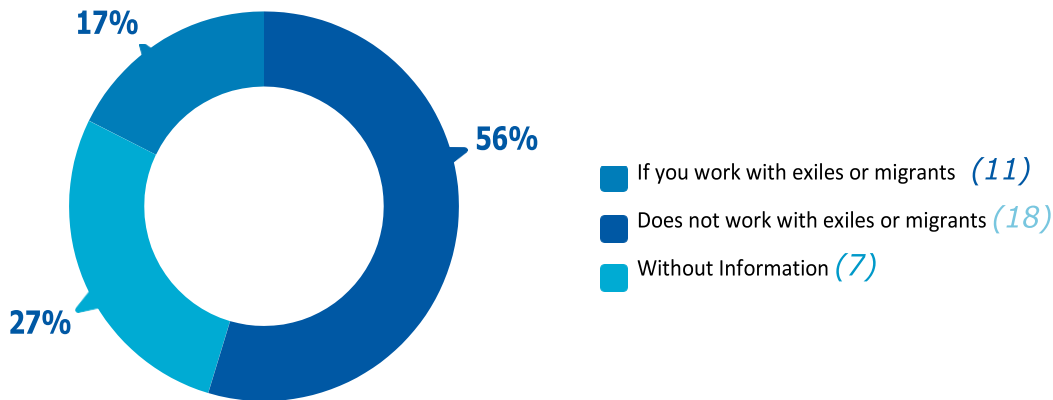
Through the mapping exercise, it was possible to establish the presence of FAMILIES of missing persons living abroad, most of them in exile.

ICMP was able to identify groups of victims of FAMILIES in Argentina, Germany, Canada, Spain, France, Italy, The Netherlands, United Kingdom, Sweden and Switzerland, Most of these victims are part of or represented by organizations in Colombia. The processes for family members to organize and form an organization are only incipient.

Eleven out of 41 FOs reported working with FAMILIES of missing persons living abroad. (See Figure 16)

⁵¹ ICMP, *Icmp Questionnaire Responses. CSI.019.1.spa.doc, questions 2 and 5.*

Figure 16:
FOs who work abroad with FAMILIES of missing persons ⁵²



4.3. Activities: achievements and challenges

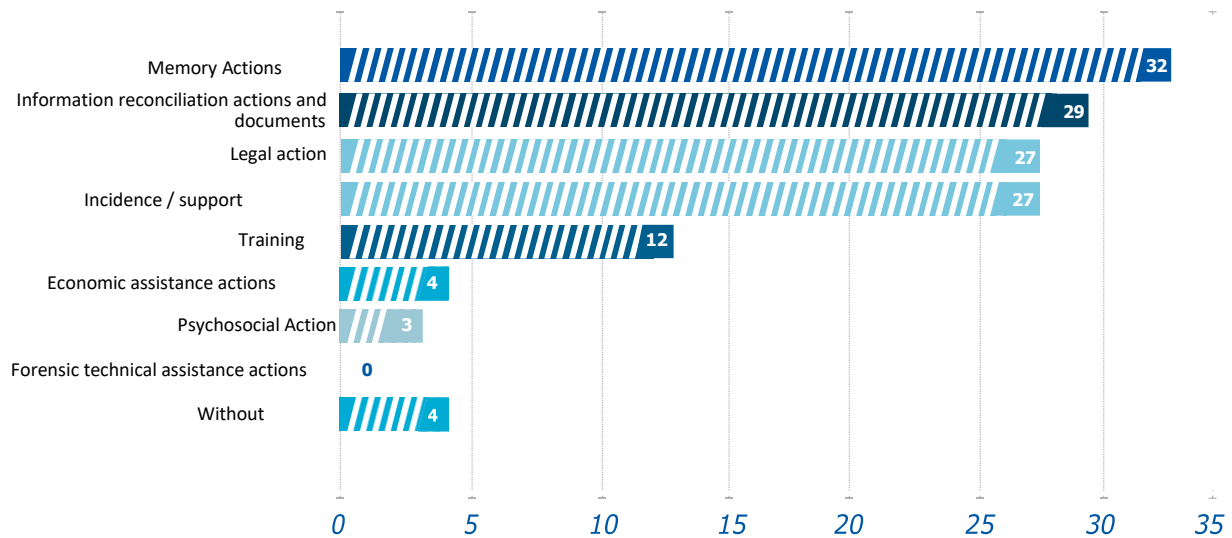
Family organizations have been pioneers in the characterization and understanding of the disappearance of persons, contextualizing the cases in order to establish the causes and establish responsibilities, as well as in the work of telling their stories to vindicate their FAMILIES and understand the multiplicity of impacts and damages that disappearance causes in their lives and in collective processes.

Their contributions have also been fundamental to advance in the construction of mechanisms and scenarios that help to consolidate peace in the country, therefore the importance of their participation in the framework of discussion of the peace agreements in which, from their experience, they warned the need to transform injustices, expand democracy and avoid impunity, in order to advance in a true reparation with guarantees of non-repetition.

The following section addresses the contributions of family organizations and the different tasks that organizations have developed and the challenges that arise in carrying out these activities. The actions of memory, documentation of cases and legal representation of cases are the most common. Psychosocial and financial assistance are the least common. (See Figure 17)

⁵² ICMP, Answers to the ICMP Questionnaire.CSI.019.1.eng.doc, questions

Figure 17
Types of activities carried out by FOs⁵³



4.3.1. Training

FOs create spaces for training in organizational skills and knowledge about the process of giving information of their FAMILIES for the benefit of other families. The training tasks are carried out in seminars, workshops and congresses whose purpose is to discuss and train victims about their rights, the purposes of the organization, the processes established by law and other issues necessary in the demand for the search, truth, justice and reparation. Some organizations also carry out activities aimed at the personal and professional development of family members. It was found that 12 out of 41 FOs report carrying out training activities.

4.3.2. Challenges

Among the challenges highlighted by the mapping participants, to achieve training, training and organization, actions to overcome and / or strengthen the following situations stand out:⁵⁴

- Lack of funding for education, training and empowerment activities;
- Lack of trust in some aspects, among civil society organizations, and division among some victims, which does not mean that

⁵³ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, question 3.

⁵⁴ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 13.

there are no signs of solidarity among family members and rejection of all the facts and actors that have caused disappearances;⁵⁵

- Physical, security and time obstacles to access remote areas where more family members are;
- Lack of understanding and information about the institutional processes that will be derived with the installation of the Integral System created by the Peace Agreement;
- Need to professionalize the capacities of the leaders of the organizations; and
- Situation of hopelessness, fear and anger of the FAMILIES that discourages them getting organized.

4.3.3. Incidence

The political advocacy carried out by organizations of missing persons is comparable in its sophistication and content to the work of human rights organizations. This activity contemplates a whole process of actions aimed at:

- The development of norms and institutions;
- Compliance with current regulations regarding the investigation of disappearance and kidnapping, this incident is carried out with institutions such as the Attorney General's Office, before whom specific follow-up actions are carried out on cases and on search processes;
- Requirement in terms of search, location and identification of people considered missing or kidnapped;
- Follow-up to the process of attention and reparation contemplated in Law 1448 of 2011 before the Unit for Reparation and Comprehensive Attention to Victims;
- Preparation of reports to the Inter-American Human Rights System and to the United Nations in many cases with success;⁵⁶
- Promotion of excavation and identification processes; and
- Monitoring of the implementation of the agreements and the entry into operation of the Comprehensive System of Truth, Justice, Reparation and Guarantees of Non-Repetition.

Of 41 FOs, it was found that 26 carry out advocacy activities, these have been protests, dissemination campaigns, lobbying actions against political actors, research to support their claims, elaboration or comments on legislation or public policies, among others.

4.3.4. Accompaniment and legal representation

Among the tasks that are carried out by family organizations we can mention: those that have to do with judicial or legal resources.

⁵⁵ Mapping Validation Document. Foundation Nydia Erika Bautista, August 1, 2019.

⁵⁶ See, among others, Inter-American Court of Human Rights, Case of Rodríguez Vera v. Colombia, judgment, November 14, 2014.

In this sense, there are organizations of FAMILIES that, based on their own experience, recognize the need to support victims of disappearance through legal representation in order to guarantee effective access to the administration of justice. When there are no lawyers within the organizations, agreements are made with other FOs or NGOs that carry out legal representation work.

The presentation of cases before the Inter-American Human Rights System, the delivery of information to the institutions of the SIVJNR and the representation of victims before the JEP (for example, on the macro case 001 in relation with illegal retentions by the FARC, among many others).

Of 41 FOs, it was found that 32 carry out activities related to the accompaniment or legal representation of families. Certain organizations can handle up to 500 cases.

The main challenge identified for carrying out this type of activity is: ⁵⁷

- The lack of human and financial resources to represent the cases that are associated with the organizations and the workload associated with this work.

4.3.5. Memory

Memory actions perform a pedagogical function because the stories and experiences of family members are put at the service of society to generate awareness, solidarity and leave a legacy on a reality that the country should not ignore.

Memory activities in relation to the problem of disappearance carried out by family members, in addition to being diverse and recurrent, have become the main activity to make this issue visible and raise awareness, and therefore require a specialized study that goes beyond the scope of this report.⁵⁸ In general, these are first part of a process of individual expression of feelings, memories or experiences. Second, memory actions are collective tools for recognizing a disappearance and for the searching. Third, in Colombia, expressions of memory have been combined with demanding actions against the obligations of the institutions, and claiming rights.

The FAMILIES have used different means of action such as protests and sit-ins in which they come out with photographs and flowers demanding truth, justice and search. Also, the memory actions perform a pedagogical function since the stories and experiences of the family members are put at the service of society to generate awareness, solidarity and leave a legacy about a reality that the country should not ignore. These include in many cases biographical accounts of victims who remain missing or autobiographical accounts of victims who managed to escape the kidnapping.⁵⁹ Finally, institutional spaces of


⁵⁷ ICMP, Answers to the questionnaire ICMP.CSI.019.1.eng.doc, question 13 and 14 combined.

⁵⁸ For an account of the contributions of family organizations in the preservation of memory, see Centro de Memoria Histórica, *Hasta Enconrarlos*, Bogotá, 2016, pp. 329-383.


⁵⁹ For an account of the memory mobilization of kidnapping victims, see Camilo Tamayo Gómez, "From Resilience to Memory: understanding Kidnapping in Colombia from a Civil Society's Perspective," Paper presented at the workshop 'Global Perspectives on Kidnapping and Crimes of (Im) mobility'. University of Leeds, University of Exeter and Texas University at El Paso. El Paso, Texas, USA, april 2019, 18.

memory, mainly ordered by the Inter-American Court of Human Rights, allow family members to receive reparation and restitution. It was found that 27 out of 41 organizations of surveyed FAMILIES participate with different expressions such as the creation of places of memory, galleries or visual displays about the victims, victimizing events, as well as commemorative or tribute events about a specific event or a victim, artistic and cultural expressions, vindication of the life stories of the victims and of the organizational processes, investigations or special reports on the events, elaboration of communicative pieces of memory through videos, sound pieces, performance, plays, among others.

In Colombia, dates that have been institutionalized as commemorative for the FAMILIES are:



One of the main achievements of the FOs is in the capacity of documentation of cases and collection of information that is possible given the degree of trust they have between them.



- On March 6, declared by MOVICE as the Day of the Victims of State Crimes;
- On April 9, National Day of Memory and Solidarity with Victims, according to Law 1448 of 2011;
- The last week of May as International Week of the Disappeared Detainee as established since 1981 by FEDEFAM and recognized in Colombia by Article 14 of Law 1408 of 2010;
- August 30 as the International Day of the Victims of Forced Disappearances according to the declaration of the United Nations General Assembly in Resolution 65/209 of 2010;
- On September 9, National Human Rights Day in tribute to San Pedro Claver who died in Cartagena on this date, and which was established according to Law 95 of 1985 and Decree 1974 of 1999;
- On December 10, International Human Rights Day, in homage to the date on which the Universal Declaration of Human Rights was given in 1948, at the United Nations General Assembly and;
- Dates commemorating specific incidents or the constitution of organizations.

Among the most notable achievements in expressions and initiatives of memory is the significant increase in commemorative spaces and the installation of monuments, as well as the creation of a Colombian Network of Places of Memory, where close to 20 places located in different parts of the country converge, most of which have been promoted by victims' and human rights organizations themselves.

Among the challenges highlighted by the mapping participants, to promote memory-related actions, where we can name:⁶⁰

- Lack of financial resources;
- Need to innovate in the ways of remembering to achieve greater impact;

⁶⁰ ICMP, Responses to Questionnaire, ICMP.CSI.019.1.spa.doc Question 15.

- The need to have more coverage by the media about memory activities;
- Need to connect with the private sector on the subject of memory;
- Lack of specific spaces and / or places dedicated to memory; and
- Complex administrative procedures to obtain permits to carry out memorial acts.
- Absence of specific entities mandated to guarantee the commemoration by the State of the disappearance events.

4.3.6. Information gathering, including missing persons reports

One of the main achievements of the OFs is the capacity to document cases and collect information. Taking into account that the highest degree of trust of the FAMILIES is among themselves, there are a large number of documented cases of missing persons that have relevant information about the location of bodies. In the area of information gathering, the historical and legal documentation of the events where the disappearances occurred, as well as the consolidation of reports of specific cases of disappearance, stands out.

While 28 FOs document cases and carry out research on them, the mapping confirms that 30 organizations of surveyed FAMILIES have some type of list, registry or database with information on cases of missing persons. (See Figure 18)

The information appears to be scattered, as most organizations have fewer than 50 records of missing persons and some other organizations have more than 2,000 records and up to 10,000. (See Figure 19)

In the vast majority of cases (29), the records were compiled based on the direct testimony of FAMILIES, while judicial files, the media or information on perpetrators are sources of information in 3 of the 30 cases. (See Figure 20)

In relation to processing systems, organizations have physical records in 16 of the 30 cases, and 13 have digitized information either in word processors, spreadsheets or PDF documents. No FO shares having a computer system for information management, which is made up of applications that allow at least to disaggregate, reorganize, view, and share information in an advanced way. (See Figure 21)

Figure 18:
FOs with list or records of missing persons⁶¹

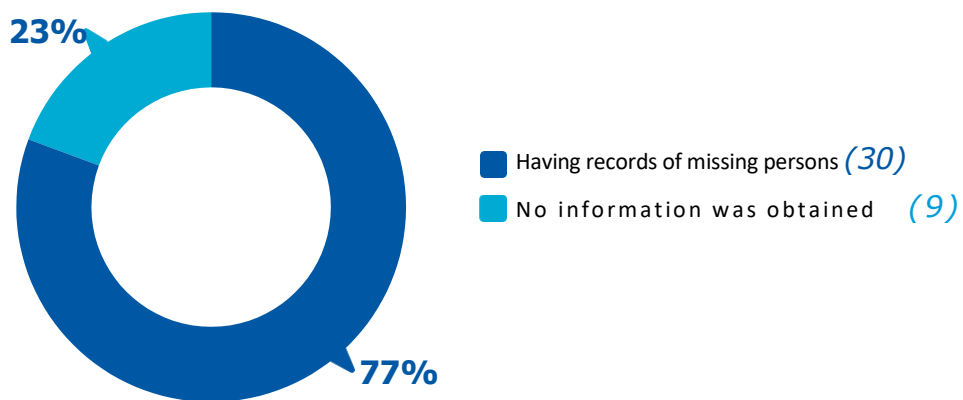
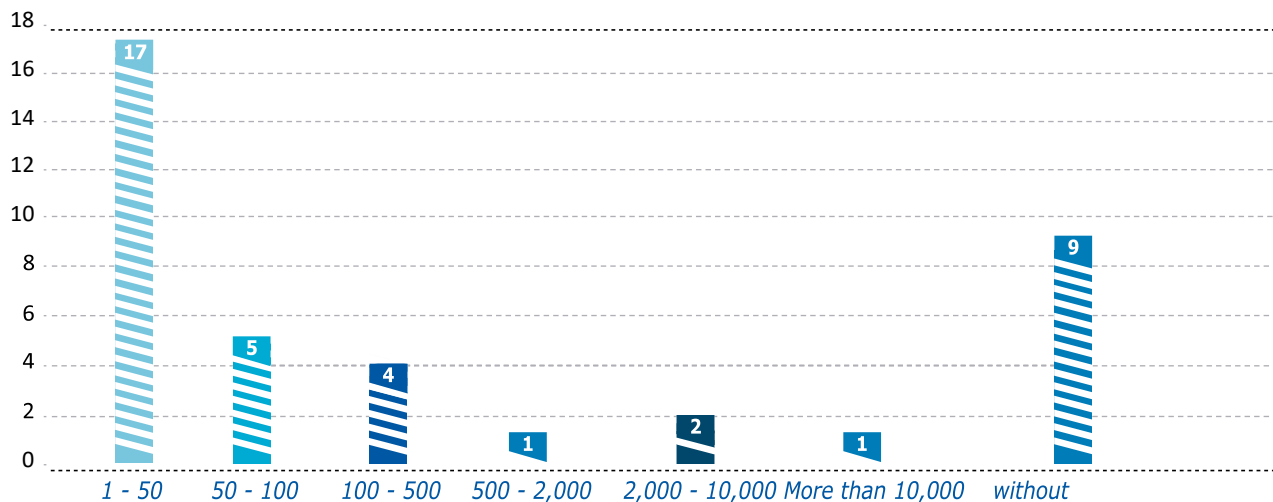


Figure 19:
Number of reports or cases of missing persons registered by FOs⁶²



⁶¹ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.eng.doc, question 8.

⁶² ICMP, Answers to the ICMP Questionnaire.CSI.019.1.eng.doc, question 10.

⁶³ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, question 11.

Figure 20:
Source of information of reports or cases of missing persons registered by FOs ⁶³

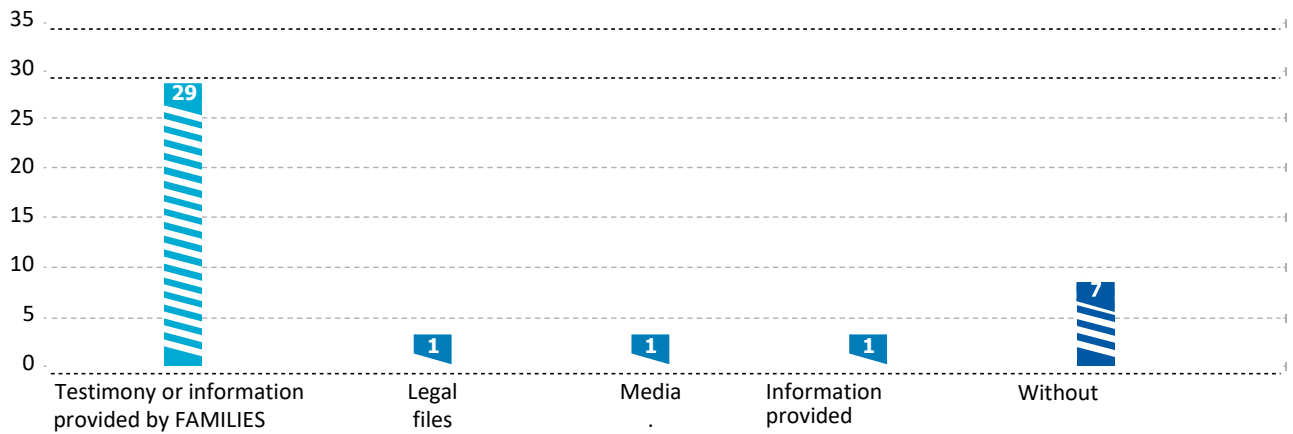
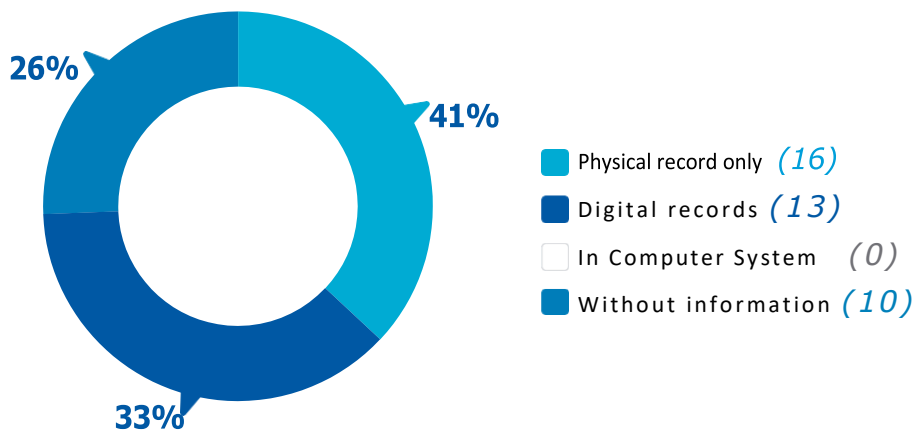


Figure 21:
Method of processing missing persons reports⁶⁴



Among the challenges identified in the mapping, to advance in the collection of information by family members, the following difficulties stand out:⁶⁵

- Physical difficulties in gaining access to family members and collecting the information available to them;
- Difficulties in guaranteeing the safety of family members who participate in the collection of information and of those who deliver it, as well as to guarantee the safety of the information that is collected;
- Diversification and fragmentation of information as many organizations compile cases that are not shared;

⁶⁴ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, question 9.

⁶⁵ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 12.

- Lack of knowledge to collect information in a specialized way;
- Lack of work tools, including a basic and specialized system for the management (analysis, protection and sharing) of the information they handle; and
- The need to invest resources and strategies to build trust in family members and that they are willing to provide information.

4.3.7. Activities of family members abroad

Based on interviews, it was identified that the FAMILIES of missing persons abroad carry out visibility and advocacy actions based on the presentation of the situation of disappearances in Colombia at different scenarios such as the United Nations, the European Parliament, Academic Institutions, Cooperation Agencies and International Organizations, among others.

Given the bonds of family members abroad with organizations within Colombia, these FAMILIES serve as ambassadors or extensions of the organizations outside Colombia.

Victims abroad support each other to carry out direct procedures through the Colombian consulate to have access to comprehensive reparation within the framework of Law 1448.

In the same way, and like the majority of FAMILIES of missing persons in the world, they carry out memorial events and commemorations, elaborate artistic and theatrical pieces in honor of their FAMILIES.

4.3.8. Less represented activities

No family organization was identified with scientific technical assistance activities (such as body recovery activities or collection of genetic information) to the process of accounting for missing persons, although it is recognized that the actions of FAMILIES in the search activities were key for the entry of organizations that carry out this work in a specialized way.

Only three surveyed family organizations responded that they provide psychosocial services to families, generally in agreement with other more specialized organizations. However, it is important to highlight that, on a broader concept of psychosocial support, all family organizations respond to this need and carry out different actions that help manage pain and its impacts on families.

Four surveyed family organizations responded that they provide economic or humanitarian assistance. Such activities include raising funds to provide financial support to families for their livelihood.



**Non-governmental
organizations on the issue
of disappearance**

Of the 50 non-governmental organizations identified, only four work exclusively on the issue of disappearance.

In Colombia, there are numerous non-governmental organizations focused on the issue of disappearance in its various forms. As indicated in section three, this mapping focuses solely on Colombian NGOs. The mapping did not extend to the important work of trade unions, political parties, universities, religious organizations and international NGOs that work in Colombia and that decisively support the victims of the disappearance.

ICMP identified at least 50 civil society organizations with programs or projects dedicated to the problem of disappearance in its different forms and four platforms that bring together NGOs and FOs that work on disappearance. ICMP invited these organizations to provide information about their work and received responses from 35 of them, as well as from three platforms, while an additional platform was interviewed on several occasions for information validation.

5.1. Grouping NGOs

Of the 50 non-governmental organizations identified, only four work exclusively on the issue of disappearance. The rest have other areas of work, mainly related to human rights or to the armed conflict. Only one platform, the Working Group on Forced Disappearance, is dedicated exclusively to the issue of disappearance.

5.1.1. NGO focus on different types of disappearance

Regarding the work of the organizations divided by victimizing event or by perpetrator, the following data emerged from 35 responses to the questionnaire (See Figure 22).

- Regarding the victimizing events, all the mapped organizations understand within their actions the disappearance of people in the context of the armed conflict.
 - Of 35 NGOs, 16 work on the victimization suffered by combatants or ex-combatants. Of these, 10 also deal with cases or work on the victimization of public security forces, while 6 more deal with cases of public security forces but not of guerrillas or former guerrillas.
 - 10 organizations serve victims of kidnapping, 12 victims of human trafficking, 10 victims of forced recruitment and 6 victims of natural disasters. (See Figure 23)

Figure 22:
NGOs with projects for victimizing act⁶⁶

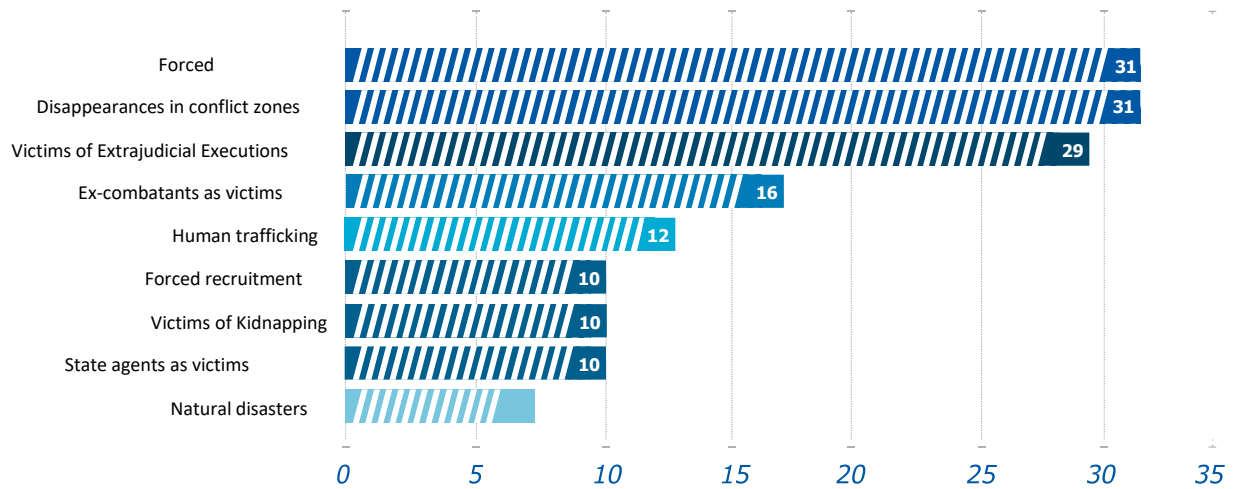
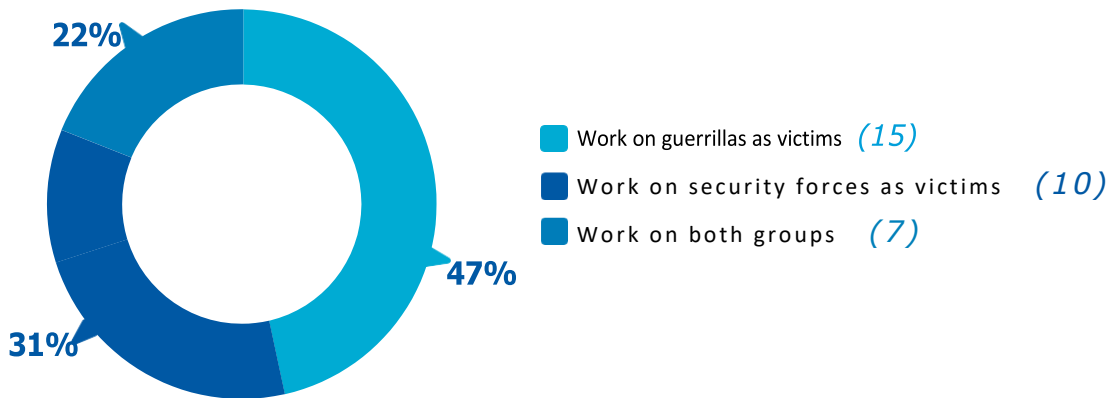


Figure 23:
NGO assistance to guerrillas or security forces as victims of disappearance⁶⁷



5.1.2. NGO focus on specific groups

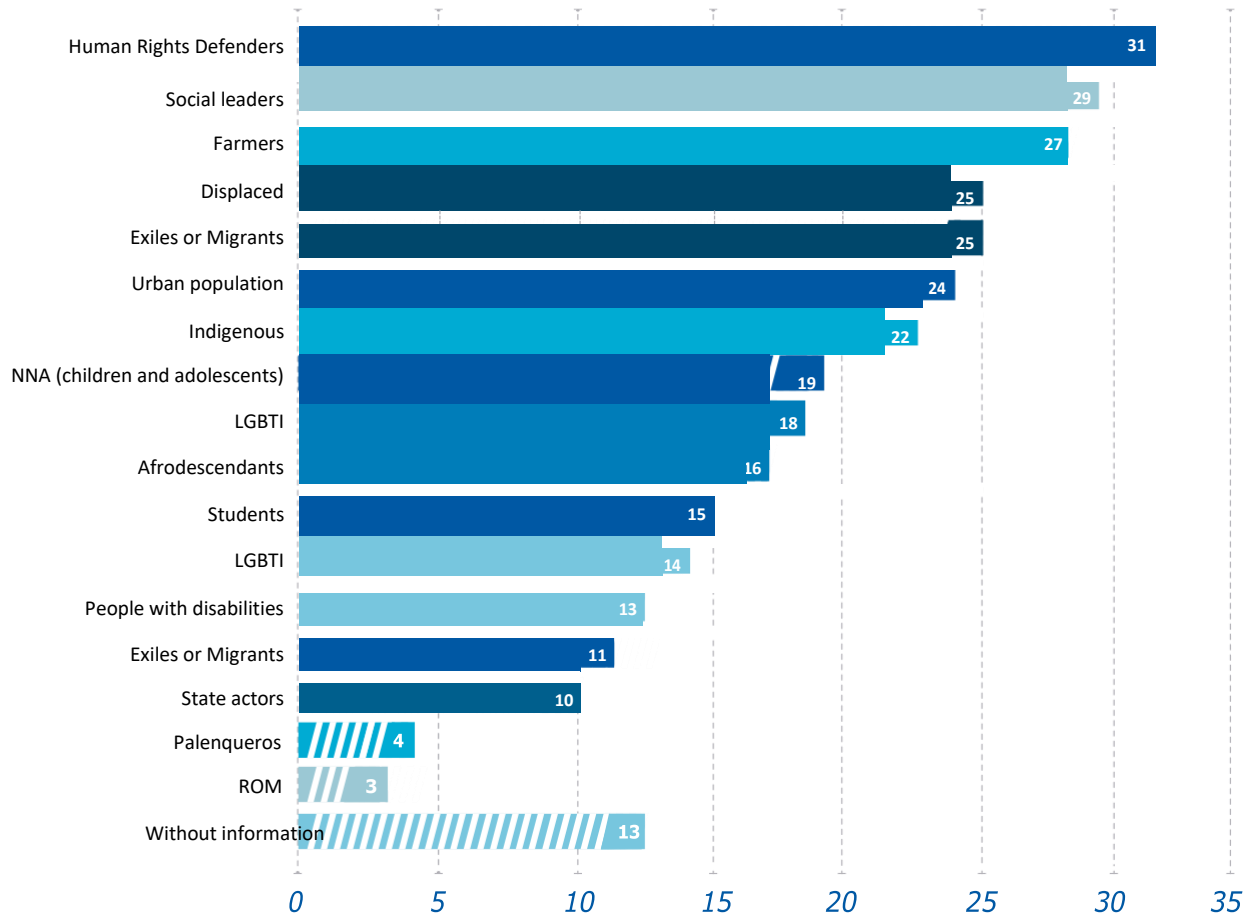
None of the NGOs focus exclusively on a population sector, but rather on the type of victimizing act or on the modality of the disappearance, the

⁶⁶ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 1, 2 and 4.

⁶⁷ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, question 4.

region of the country or department where they carry out their work, and in many cases the link of the victims with one of the existing organizations.

Figure 24:
Attention of NGOs to social, population or occupational groups⁶⁸







5.2. Territorial scope

Of the 32 existing departments in Colombia, 31 of them have NGOs that include work on missing persons in their focus. Only in one department, San Andrés, Providencia and Santa Catalina, it was not possible to locate an NGO with presence or work. Most of the NGOs are concentrated in Bogotá (27), followed by Cundinamarca (24) and the departments of Antioquia (17), Meta (16), Valle (14), Cauca (12), Norte de Santander (11), and Guaviare (11)

⁶⁸ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 1 and 2.

In Amazonas (Amazon region) there is only one NGO present. The Andean region has the largest presence of NGOs, followed by the Pacific, Orinoquía, Caribbean and Amazon regions in that order.

Figure 25:
Presence of NGOs by department⁶⁹



	 Region	 Department	 Number of NGOs that have presence	 SIRDEC record
1.	Andina	Bogotá	27	25460
2.	Andina	Cundinamarca	24	3350
3.	Andina	Antioquia	17	12650
4.	Andina	Meta	16	5245
5.	Orinoquía Region	Valle	14	8713
6.	Pacific Region	Cauca	12	1272
7.	Pacific Region	Norte de Santander	11	3796
8.	Pacific Region	Guaviare	11	1691
9.	Amazon Region	Nariño	10	2876
10.	Andean Region	Santander	8	2340
11.	Pacific Region	Chocó	8	1424
12.	Orinoquia Region	Bolívar	8	1686
13.	Amazon Region	Boyacá	8	1254
14.	Andean Region	Cesar	7	2007
15.	Orinoquia	Vichada	7	391
16.	Andean Region	Caldas	6	1991
17.	Andean Region	Atlantico	6	1289
18.	Caribbean Region	Magdalena	6	2299

19.	Caribbean Region	Sucre	6	676
20.	Caribbean Region	Arauca	5	1249
21.	Amazon Region	Casanare	5	1327

22.	Andean Region	Risaralda	5	1870
23.	Andean Region	Tolima	5	2174
24.	Caribbean Region	Córdoba	.	1823
25.	Caribbean Region	La Guajira	.	680
26.	Caribbean Region	Huila	3	1452
27.	Amazon Region	Putumayo	3	2352
28.	Amazon Region	Caquetá	3	2164
29.	Amazon Region	Quindío	2	715
30.	Andean Region	Vaupés	2	56
31.	Amazon Region	Guainía	2	60
32.	Caribbean Region	Amazonas	1	65
33.	Insular	San Andrés	0	-

Regarding territorial scope, 9 NGOs have a presence in between 10 and 15 departments. They are followed by another 15 NGOs with a presence in 2 to 4 departments and 13 NGOs having presence in a single department.

Figure 26:
Departmental scope of NGOs ⁷⁰

Number of Departments where they have presence 	Number of NGOs 
More than 10 Departments	9
Between 5 – 10 Departments	11
Between 2 and 4 Departments	15
One department	13

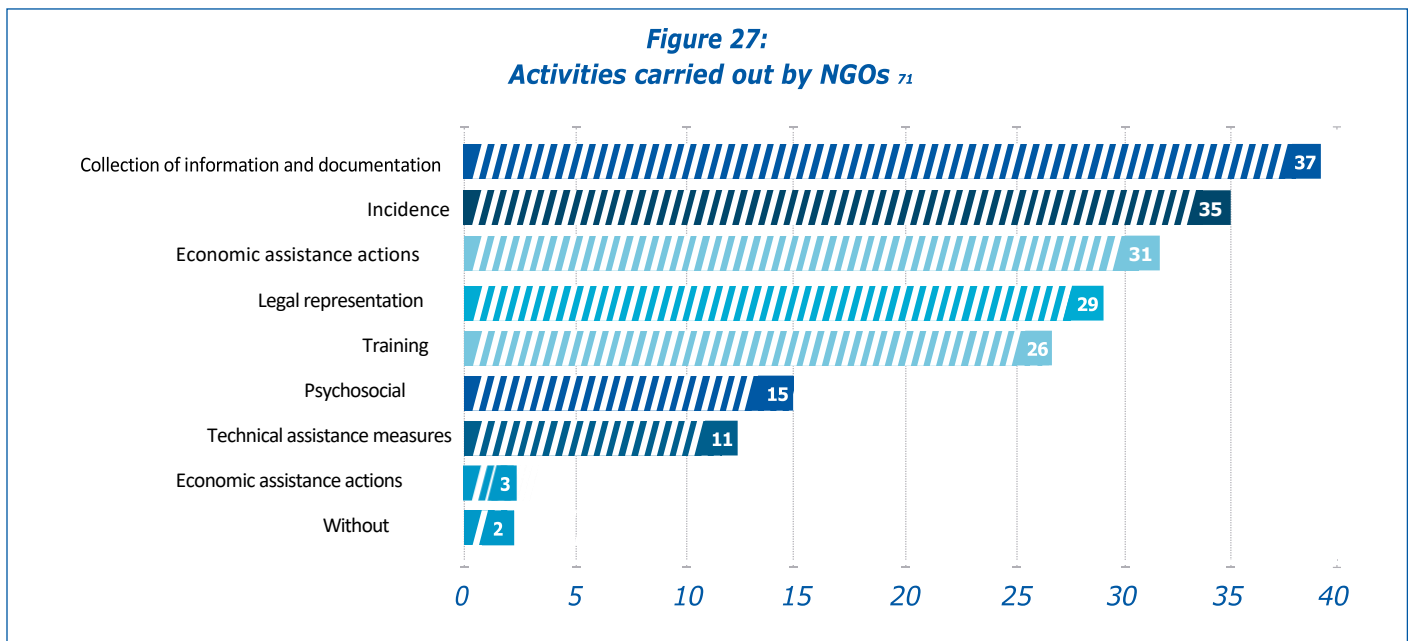
⁶⁹ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 5.1.

⁷⁰ *ICMP analysis based on answer to question 5.2. of the questionnaire.*

5.3. Activities: Achievements and Challenges

Regarding their work, the most frequent activities carried out by NGOs are: case documentation, advocacy activities, and memory. They are followed by training and legal representation. While there are fewer organizations that carry out actions of psychosocial assistance, technical-scientific work or economic assistance.

The following sections describe the work and challenges of NGOs in the different work areas.



5.3.1. Activities of NGOs common to FOs: Training, Advocacy and Legal Representation

It was found that the activities carried out by most of the NGOs are training, advocacy and legal representation, these activities being common and central in the work of family organizations. The three types of activities are carried out by both NGOs and FOs achieving a similar impact and facing similar challenges as those described in sections 4.3.1, 4.3.2, and 4.3.3.

⁷¹ ICMP, Answers to the ICMP Questionnaire.CSI.019.1spa.doc, question 7.

5.3.2. Psychosocial and economic assistance activities

In section 4 it was described that the least frequent activities by FOs are those focused on psychosocial assistance and financial assistance. In contrast, it was identified that it is mainly NGOs the ones that provide such services.

Of the 50 human rights NGOs, it was found that 4 focus their work exclusively on psychosocial care and 11 have areas or professionals within their organizations to provide psychosocial care without it being their primary work. Specialized organizations provide individual, family and collective psychosocial care, work on therapeutic emotional support approaches to victims of forced disappearance as well as other crimes, carry out psychosocial expert reports, and promote training spaces to generate psychosocial promoters in the communities and develop in other organizations. actions with a psychosocial perspective or approach to generate a restorative character in the processes of organizations and understand what it means to carry out an action without harm.

In non-specialized NGOs, psychosocial assistance is carried out by linking one or more mental health professionals or specialized community work, generally this is directly related to the cases or processes accompanied by the NGO to which they belong.

One of the most relevant achievements in psychosocial care actions is the contribution of Colombian organizations between 2007 and 2010 in the construction of the World Consensus of Principles and Minimum Standards on Psychosocial Work in Search and Forensic Investigations processes for cases of Forced Disappearances, Arbitrary or Extrajudicial Executions. ⁷²

Regarding assistance of a family nature, there is only one organization that works with disappeared persons in the departments of Magdalena, Cundinamarca, Chocó and Valle del Cauca (Corporation Fondo de Solidaridad con los Jueces Colombianos - FASOL), whose assistance consists of educational support, mobilization, and the promotion of micro-enterprises, among others. To achieve this support, it has contributions from employees of the judicial branch as well as from some cooperation projects.

Other NGOs also provide financial assistance in very specific cases, but they are not permanent areas of work and are carried out in response to the existing needs of the families of missing persons accompanied .

⁷² Navarro, S., Pérez Sales, P., Kernjak, F. (2007). *Global consensus on minimum principles and standards on psychosocial work in search processes and forensic investigations for cases of forced disappearances, arbitrary or extrajudicial executions. Guatemala: I World Congress of Psychosocial Work in Forced Disappearance, Search Processes, Exhumation, Justice and Truth, Antigua, Guatemala.*
Taken from: <https://www.hchr.org.co/index.php/publicaciones/file/7-consenso-mundial-de-principios-y-normas-minimas-sobre-trabajo-psicosocial-en-procesos-de-busqueda-e-investigaciones-forenses-para-casos-de-desapariciones-forzadas-ejecuciones-arbitrarias-o-extrajudiciales?tmpl=component>.

5.3.3. Technical-scientific activities

It was found that six NGOs work specifically in forensic anthropology, georeferencing or localization activities, land surveys to determine excavation sites, the implementation of excavation protocols. In addition to working on the advice and design of search plans, the technical-scientific preparation for body recovery tasks where family members will participate or in the results of identification processes that must be explained, among other related activities.

Among some outstanding achievements of Colombian NGOs in relation to technical-scientific activities is the collaboration with the Prosecutor's Office to agree protocols,⁷³ the design and application of criteria for the management of cemeteries that house unidentified people, based on the proposal promoted and developed by EQUITAS with the Narcés Seal, together with technical proposals for approaching the search for missing persons in complex settings and expert opinions in cases of forced disappearances that are accompanied by different Human Rights NGOs advised by EQUITAS. On the other hand, the Data Bank of the Center for Popular Research and Education (CINEP) promotes and develops in the department of Guaviare a proposal for georeferencing and location in which the families of the victims of missing persons participate. Also, the Collective Socio Jurídico Orlando Fals Borda has drawn attention to the situation of unidentified people buried in municipal cemeteries. Finally, the work of NGOs such as EQUITAS was essential for the development of minimum standards for the search of missing persons, and the recovery and identification of corpses, published by the INMLyCF in 2017.

5.3.4. Information gathering

All the NGOs have within their actions the collection of information on missing persons, as well as its documentation and systematization. This collection of information is usually recorded in different ways, particularly through: written and audiovisual documents, flip charts in collective sessions, copies of documents, copies of court records and online surveys.

In specific relation to the information management of missing persons reports, it was found that 27 NGOs carry out this activity. (See Figure 28, on the next page).

Seven of the NGOs surveyed have no more than 50 registered cases, 4 do not exceed 100, 9 do not exceed 500, and another two have between 2,000 and 10,000 registered cases. (See Figure 29)

⁷³ See Cala, P. Raad, D. Ramírez, H. Giraldo, J. (2015), *Proposed Humanitarian Protocol for exhumations*. *Trachas de Memoria* 2015 (5), p. 37 and Office of the Attorney General of the Nation, *Procedure for "Humanitarian" Exhumations Proceedings*, official letter dated August 5, 2004, described in William Roza and Carolina Puerto, "An Approach to Humanitarian Exhumations from the Charras Case (Guaviare, Colombia)", *Legal Guarantor Criterion*, 9 (15), 2016, p. 61.

Figure 28:
NGOs with a list or records of missing persons⁷⁴

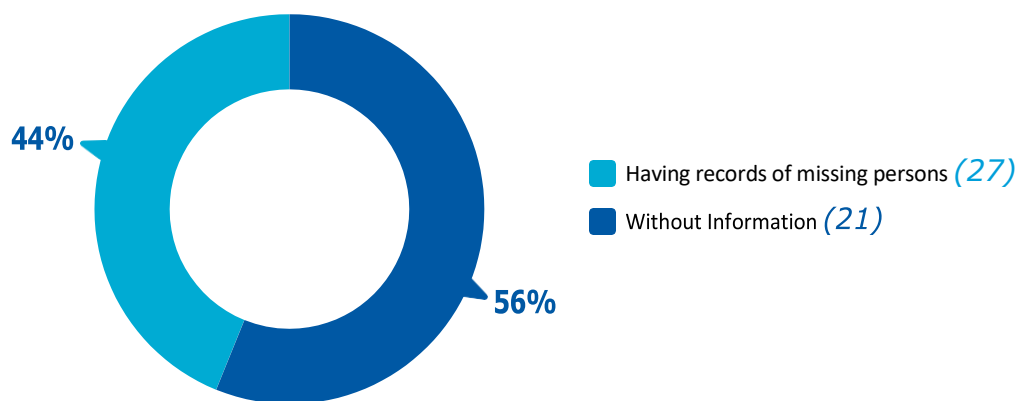
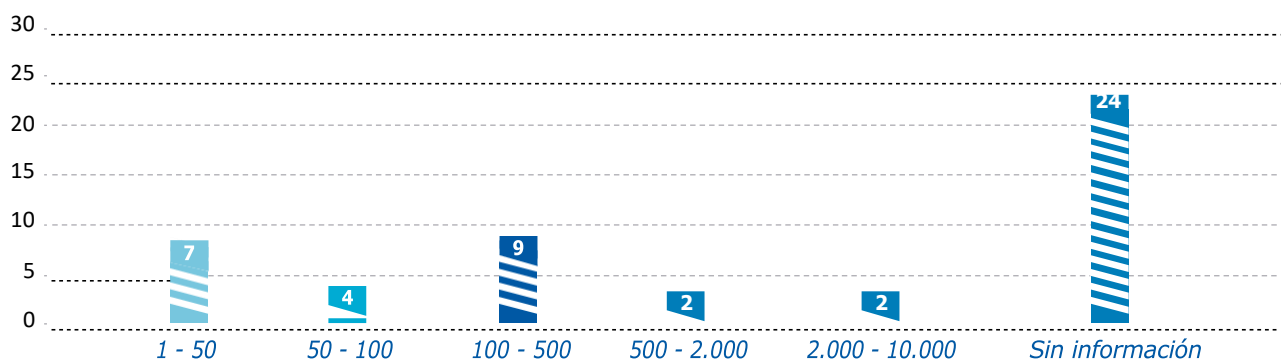


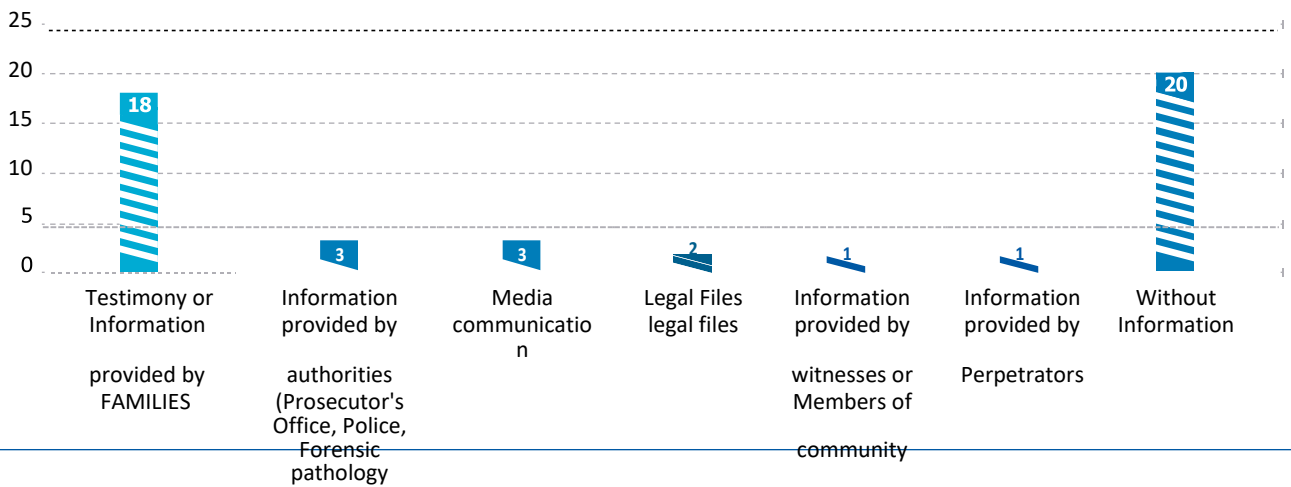
Figure 29:
Number of records of reports of missing persons by NGOs ⁷⁵



In the case of 18 organizations, the source of the information they have collected has been the testimonies of the families of the disappeared persons, while in another 6 cases the sources of information include judicial files, the media or witnesses in the community. (See Figure 30)

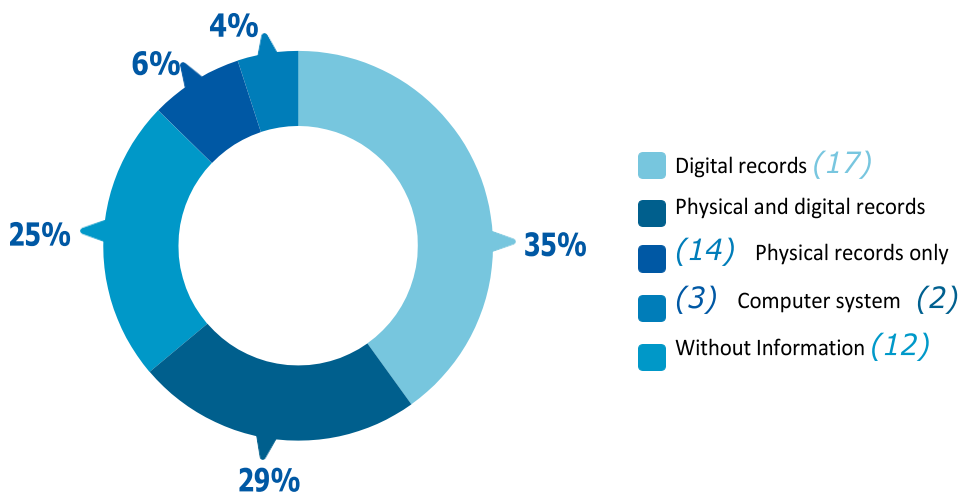
⁷⁴ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, question 8. ⁷⁵ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, question 10. ⁷⁶ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 11.

Figure 30:
Sources of information from NGOs' records of missing persons⁷⁶



In cases where the information is kept in a physical file, 14 of the organizations have already processed it in digital files, either in word processor sheets or in spreadsheets. It is emphasized that this data is not protected. Only three organizations keep information on paper files exclusively, and two organizations indicate that they have a computer system for managing said information itself, which consists of a specialized database acquired commercially, designed internally or as part of a larger Data Base project such as the CINEP Data Bank or the Never Again Project.

Figure 31:
Method of processing NGOs' records of missing persons⁷⁷



⁷⁷ ICMP, Answers to the ICMP Questionnaire. CSI.019.1.eng.doc, question 9.

VI

FARC'S National Committee for the Search of Missing Persons

Between October and December 2018, with the support of the National Committee for the Search for Missing Persons from FARC, the International Commission on Missing Persons ICMP held approximately 10 meetings, managing to interview 23 former FARC combatants from eight Colombian departments. The people interviewed are delegates of the ETCR from the departments of Meta, Guajira, Cesar, Caquetá, Putumayo, Nariño and Cauca. Likewise, during these meetings, ICMP had the opportunity to interview three FAMILIES of former FARC combatants who disappeared in various circumstances, as well as to exchange information with the coordination of the Group on Disappearances.

The sections that follow describe the ways in which the FARC consolidates itself as an essential civil society actor for the process of disappeared persons, both as a guarantor of political will and as facilitators of information related to the disappearance of persons in various forms, as well as as facilitators of organizational processes of FAMILIES and ex-combatants with missing FAMILIES.

6.1. Context

The guerrilla of the Revolutionary Armed Forces of Colombia-People's Army⁷⁸ was officially formed in 1964, in a context of agrarian demands and mobilization of farmers for the right to land. Its roots were political and social based on principles inspired by Marxism-Leninism and were positioned as the expression of agrarian and peasant resistance "against landlord, military and imperial violence." By 2016, the FARC had presence in 24 of the 32 departments of Colombia. The FARC was organized into eight blocks distributed throughout the Colombian territory, each one made up of fronts, columns, and mobile companies of approximately 30 to 50 members each.

The FARC was conceived as an illegal armed group that remained in the insurgency for more than 50 years, and that interacted with the government through various attempts at negotiation and peace agreements since 1982. On September 3, 2012, then-President Juan Manuel Santos announced the installation of a negotiating roundtable with the FARC-EP. The negotiation process carried out in Havana, Cuba lasted approximately four years and culminated with the signing of the Final Agreement for the termination of the conflict and the construction of a stable and lasting peace on November 24, 2016.

As a result of the demobilization commitments contained in the Peace Agreement, "the FARC-EP" ceased to exist as a military force on June 27, 2017.⁷⁹ As of this dissolution, "the FARC political party" is established,

⁷⁸ The original name of the FARC changed in 1982 when the People's Army (EP) integrated to them.

⁷⁹ Fajardo José, (2017) "The FARC disappear as an armed group in Colombia", <https://www.elmundo.es/internacional/2017/06/27/5952829eca47412e-438b465e.html> (Accessed January 15, 2019).




Revolutionary Alternative Force of the Common. For the 2018-2022 legislative period, the FARC has at least five seats in the Senate and five seats in the House of Representatives, guaranteed by the Peace Agreement. In addition, it participated in the legislative elections in 2018, although they did not win any additional seat.

The Fuerza Alternativa Revolucionaria del Común - (Common Revolutionary Alternative Force) - the FARC is part of the bipartisan body resulting from the Peace Agreement, the Commission for Follow-up, Promotion and Verification of the Implementation of the Final Agreement (CSIVI for its acronym in Spanish).

6.2. FARC’S National Committee for the Search of Missing Persons

In 2015, an agreement between the government negotiation team and the FARC-EP laid the foundations and mechanisms to account for missing persons contained in the Final Agreement signed in 2016. Once demobilized and converted into the FARC, a National Committee for the Search of Missing Persons was established and it operates at local level and whose actions are independent of the FARC Party. The FARC National Committee for the Search of Missing Persons has a national level coordination and a local team in each ETCR with presence in 13 departments (see figure 33). Being made up of more than 120 ex-combatants, it has been the engine of various achievements in the collection and sharing of information that not only shows early successes of the Peace Agreement, but also, and more importantly, has contributed responding to family members of missing persons⁸⁰.

Figure 32:
Presence FARC’S National Committee for the Search of Missing Persons by department

	 Department	 SIRDEC register ⁸¹	 ETCR (24 in total - July 2018)
1.	Bogotá	25460	
2.	Antioquia	12650	.
3.	Valle del Cauca	8713	
4.	Meta	5245	3

⁸⁰ Ávila Carolina (2019) "The Farc commission that looks for missing persons", <https://www.elespectador.com/colombia2020/justicia/desaparecidos/la-co-mision-de-farc-que-busca-los-desaparecidos-articulo-857744> (Consulted on February 12, 2020),

⁸¹ SIRDEC, <http://sirdec.medicinalegal.gov.co:58080/mapaDesaparecidos/>, (Consulted on February 21, 2019).

5.	Norte de Santander	3796	1
6.	Cundinamarca	3350	
7.	Nariño	2876	1
8.	Putumayo	2352	1
9.	Santander	2340	
10.	Magdalena	2299	
11.	Tolima	2174	2
12.	Caquetá	2164	2
13.	Cesar	2007	1
14.	Caldas	1991	
15.	Risaralda	1870	
16.	Córdoba	1823	
17.	Guaviare	1691	2
18.	Bolívar	1686	
19.	Bolívar	1686	
20.	Chocó	1424	1
21.	Casanare	1327	
22.	Atlántico	1289	
23.	Cauca	1272	.
24.	Boyacá	1254	
25.	Arauca	1249	1
26.	Quindío	715	
27.	La Guajira	680	1
28.	Sucre	676	
29.	Vichada	391	
30.	Amazonas	65	

31.	Guainía	60	
32.	Vaupés	56	
33.	San Andrés y Providencia	26	

6.3. Role of the FARC in efforts to account for missing persons: Press release 62 and identification of bodies in cemeteries

On October 17, 2015, in the context of the Peace Agreement negotiations, the FARC-EP and the Government of Colombia issued Joint Communiqué No. 62 through which, at the request of the victims' FAMILIES during their visit to Havana, it was decided, among others, to implement immediate confidence-building measures that contribute to the search, location, identification and dignified delivery of the remains of people considered missing in the context and due to the armed conflict⁸².

Under this framework of action, the processes for the delivery of identified bodies that had been buried as unidentified bodies were speeded up, in most cases reported as “killed in combat”, in some cemeteries in the country.

These identification processes presented as a precedent the inter-administrative agreement signed on October 26, 2010 between the INMLyCF, the National Registry of Civil Status and the Ministry of the Interior, promoted by family organizations, some NGOs and the Legislative Unit of Senator Iván Cepeda and that resulted in the analysis of 22,690 ten-finger cards and the identification by the Registrar of 9,969 NN identified.⁸³ As part of this process, between 2010 and 2015, 1,332 bodies were exhumed⁸⁴ and between

⁸² Government of Colombia and FARC – EP (2015). *Joint Communiqué of the Government of Colombia and the FARC-EP number 62 of October 17, 2015*. Available at: <http://www.altocomisionadoparalapaz.gov.co/mesadeconversaciones/PDF/comunicado-conjunto--1445137230.pdf> .

⁸³ National Civil Registry Office, *Press Release No. 152 of 2011*. Bogotá D.C., Thursday May 26 2011, <https://www.registraduria.gov.co/Registraduria-logro-identificar-a.html> (Accessed on February 15, 2019).

⁸⁴ Information from the Directorate of Transitional Justice-Coordination of Exhumations of the Attorney General's Office, the National Institute of Legal Medicine and Forensic Sciences, the Unit for Comprehensive Attention and Reparation to Victims, through the Timeline presented in the implementation of Immediate Measures of Communiqué 62, at the request of the Presidential Office of the High Commissioner for Human Rights at the request of the organizations of the Forced Disappearance Task Force, in July 2016.

In 2013 and 2015, approximately 77 bodies (from five cemeteries in the Llanos Orientales) were handed over to their families.

After the signing of Communiqué 62 between November 2015 and November 2016, with the signing of the Peace Agreement, approximately 75 bodies were delivered in one year, many of which corresponded to guerrillas killed in combat and others of civilians reported as "Killed in combat" by the army. 342 bodies were also exhumed within the framework of the immediate measures of Communiqué No. 62.

In addition to the five cemeteries in the Llanos Orientales (Eastern Plains), Communiqué 62 extended the identification work to six new cemeteries in Cimitarra and Puente Nacional (Santander); Bocas de Satinga (Nariño); La Plata (Huila); Yarumal (Antioquia); and Bojayá (Chocó) where approximately 500 bodies were exhumed, 39 identified and around 7 delivered to their FAMILIES as of June 2018.⁸⁵

In the framework of this process, the FARC and later the FARC provided information to the ICRC allowing the recovery of 31 bodies, of which 13 were identified by the INMLyCF and handed over to their families.

6.4. Role of the FARC in the Special Process for the Collection of Humanitarian Information

In 2017, and based on point 5.1.1.2 of the Final Peace Agreement⁸⁶, before the CSIVI, it was agreed to carry out the Special Process for the collection of humanitarian information with the participation of the FARC and with the technical support of the ICRC and the INMLyCF. It was agreed that the process:

- Would focus on the search for information on any missing person, regardless of its status as victims of the FARC, victims of State agents, victims of the conflict;
- It should be first and foremost a humanitarian and technical process;
- It should be in principle reserved and confidential and have the necessary security measures to move forward; and
- It should prioritize the collection of information with former FARC combatants located in the ETCR, given the opportunity represented by their presence in such spaces.⁸⁷

⁸⁵ Information provided by the Office of the Attorney General of the Nation and the National Institute of Legal Medicine and Forensic Sciences to the Presidential Council for Human Rights and the Office of the High Commissioner for Peace, through communication from internal filing No. 20189490013571 of 8 June 2018.

⁸⁶ The Peace Agreement provides for the creation of a "special mechanism for the contribution and collection of strictly humanitarian information between the National Government, the FARC-EP, the victims' organizations, including, among others, the Forced Disappearance Round Table of the Coordination Colombia - Europe - United States, FEVCO, Pais Libre, ASFADDES, ECIAF, Fundación Víctimas Visibles, MOVICE, Fundación Nydia Erika Bautista and with the permanent coordination of the ICRC, in order to continue in a more agile way with the search and compilation of information on people considered missing in the context and due to the conflict, about whom there is no information on their whereabouts."

⁸⁷ Final Report Special Process for the Contribution and Collection of Strictly Humanitarian Information of Persons Presumed Missing between the National Government, the FARC-EP and the Organizations of Victims and Human Rights, p. 4.

The Special Process was formally developed since August 2017, through seven working groups held between August 2017 and July 2018 with the participation of victims', specialized organizations and of human rights, the ICRC, the INMlyCF, the FARC, the Ministry of Defense, the Presidential Council for Human Rights and the Office of the High Commissioner for Peace. On the other hand, the Swedish embassy and the ICMP, due to their role as international companions for the implementation of Point 5 of the Final Agreement, were invited as permanent observers at the working tables.

For the special process, 71 FARC delegates from 26 ETCR participated between November 7 and December 7, 2017 in training sessions on information gathering, held in the cities of Villavicencio, Popayán, Florencia, Medellín and Bogotá. Once the training process was completed, field deployments were carried out by Farc's National Committee for the Search of Missing Persons.⁸⁸ (See Figure 33, on the next page).

The information collected in the ETCR, through the application of the unique format designed within the framework of the Special Process for the collection of strictly humanitarian information, resulted in the documentation of 354 cases. These cases concern civilians, former FARC combatants, members of the Public Force where the whereabouts of their remains or the context of their disappearance are known. Approximately 33 of these cases have georeferencing that allows the location of the bodies.⁸⁹

On August 20, 2019, the FARC formally delivered the information collected to the Missing Persons Search Unit. 78 of these cases were part of a first input that the FARC delivered to the ICRC AND INMlyCF, the remaining 276 were the first input that the FARC delivered to the UBPD in August 2019. According to the information shared by the Search Team of the Information of Missing Persons - FARC, additionally there are 19 pending bodies to be recovered.⁹⁰

In the opinion of the FARC, the humanitarian process has been useful to know about the problem regarding access to information and in having practical and valuable solutions, contributing towards the collection of data on missing persons. Despite the limitations in terms of formal education and experience in this form of investigation, the members of the FARC have expressed their willingness to continue with the process so that other members of the group can contribute in the search of missing persons in conjunction with the UBPD. (See Figure 33)

⁸⁸ These deployments were accompanied by the INMlyCF and the ICRC and were financed by the CIRC, the Office of the High Commissioner for Peace (OACP) with resources from FONDOPAZ and by the Swedish Embassy with resources operated by the International Organization for Migrations





⁸⁹ I Final Report Special Process for the Contribution and Collection of Strictly Humanitarian Information of Persons Presumed Missing between the National Government, the FARC-EP and the Organizations of Victims and Human Rights, p. 4.

⁹⁰ ICMP Interview with FARC Search Team, February 2019.

Figure 33:

List of training schedule for FARC members in implementation of the humanitarian information collection format.

Training for FARC members


 Training date	 Training place	 Departments	 Municipalities
7 to 11 of November 2017	Villavicencio	Meta	Vistahermosa
		Guaviare	Mesetas
			Charras
			Colinas
14 to 18 of November 2017	Popayán	Cauca	Miranda
			Buenos Aires
			Caldono
		Nariño	Policarpa
			Tumaco
20 to 24 of November 2017	Florencia	Meta	Macarena
		Caquetá	Montañita
		Putumayo	Miravalle
November 27 to December 1 2017	Medellín	Antioquia	Ituango
			Dabeiba
			Mutatá
			Anorí
			Vigía del Fuerte
		Chocó	Riosucio
December 3-7, 2017	Bogotá	Guajira	Fonseca
		Cesar	La Paz
		Norte de Santander	Tibú
		Tolima	Planadas
			Icononzo
			Arauca

6.5. Continuation of the information gathering process and articulation with the UBPD


Based on the ICMP questionnaire to the team of members of Farc's National Committee for the Search for Missing Persons, it is confirmed that the collection of information is one of the priority activities of the FARC and is one of the activities for which ex-combatants are only positioned.

The mapping process and interviews with members of the National Committee for the Search for Missing Persons of FARC, sought to identify some of the challenges they face to develop this activity, where mainly:⁹¹

- The lack of financing for the activities and the dedication of the teams to this work;
- The need to provide security guarantees for data collection teams and participants;
- The need to explain how the information will be used and provide guarantees related to the judicialization of the information;
- Difficulties in locating the families of the disappeared combatants;
- The challenges of the loss of information due to the lack of participation of former FARC combatants who died, or did not demobilize, and who possess valuable information;
- Need for technical support for the collection, including computer systems that allow preserving the information for its sharing, protection and use.



The collection of information is one of the priority activities of FARC and is one of the activities for which the ex-combatants are only positioned.



6.6. Organizational capacity as victims

Farc's National Committee for the Search of Missing Persons, continues the work of gathering information, at the same time, it has initiated a processes to organize the FAMILIES of missing persons form FARC and of the ex-combatants themselves who have missing FAMILIES. As a result of the survey conducted by ICMP, of 25 participants, 76% indicated having a missing relative.

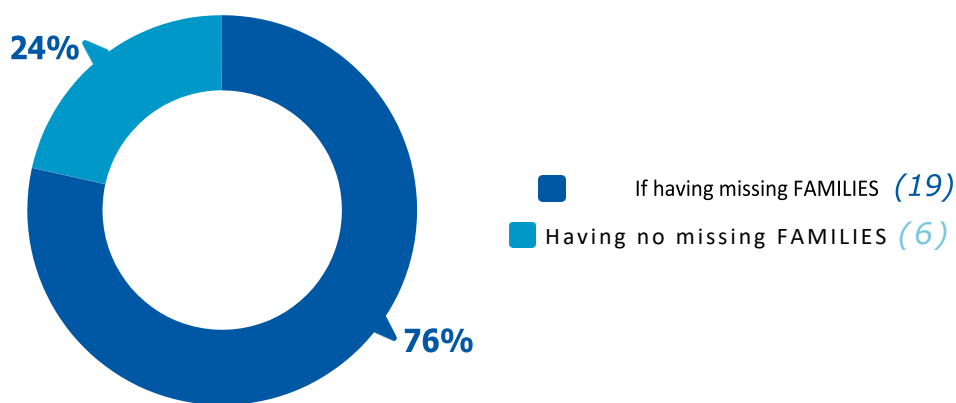
One form of disappearance that affected members of the FARC-EP is related to people killed in combat who were taken from the battlefield and

⁹¹ IICMP, Answers to the ICMP Questionnaire.CSI.020.1.eng.doc, question 12.

buried in legal or illegal cemeteries without formalization of death, or the burial and without giving any information to their families.

Additionally, during the mapping, ICMP collected preliminary information on female combatants separated from their children either after childbirth or during detentions. There are also cases of women who lost contact with their FAMILIES with whom they had left their children to care for them.

Figure 34:
FARC participants who reported missing FAMILIES



Despite this victimization of the guerrillas and their families, the Victims' Law (Law 1448 of 2011) specifically excludes measures of reparation for damages caused to FAMILIES of illegal armed groups by illegal armed groups.⁹² The Final Agreement provides in general terms the reform of said law.

From the information collected, ICMP was unable to identify any associations or organizations of FAMILIES of ex-combatants. The cases of ex-combatants are generally represented by human rights organizations or are integrated with other organizations of FAMILIES, not specifically the FARC. However, there are currently initiatives to facilitate the families of ex-combatants to meet and participate more actively in order to know their rights and participate in the processes and to have information about their FAMILIES.

Challenges

Based on the responses to the questionnaire, the following difficulties are listed that are intended to be faced in order to favor the organization of FAMILIES of missing ex-combatants:⁹³

⁹² Congress of the Republic. (June 10, 2011) Law 1448 of 2011, Art 3, numeral 2. Law 1448 of 2011, by which measures of attention, assistance and integral review are dictated to the victims of the internal armed conflict and other provisions are dictated.

⁹³ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 13.

- Stigmatization of the society towards ex-combatants and their families;
- Lack of recognition of ex-combatants as victims of disappearance;
- Fear and physical and legal insecurity;
- Family mistrust of authorities and institutions;
- Lack of financial resources to support family members activities; and
- Lack of knowledge about the institutional channels to follow.

6.7. Challenges of the FARC in the process of knowing about missing persons

The lack of resources was one of the needs reported by 100% of the participants FARC'S National Committee for the Search of Missing Persons in charge of knowing the whereabouts of the missing persons. All the responses to the questionnaire confirmed that there are no resources available to carry out activities with the exception of human resources, reported by five participants, and some facilities provided.


Former FARC members, at the same time that they have been making an important effort in documenting cases of missing persons, are also appearing in the Comprehensive System, particularly in what has to do with the Special Jurisdiction for Peace, where several reports are known in which cases of retention and of missing persons are linked.

This means that there is a need to clarify the humanitarian and extrajudicial actions aimed at achieving coordination in judicial instances. In the same way, it must be taken into account that the efforts made by the FARC in the search for missing persons are results that should be observed as a contribution and effort of all the members of the FARC that are taking part in the reincorporation process in the framework for the implementation of the Final Peace Agreement.


The questionnaire managed to identify that it would be important to have financial resources to carry out the following activities:

- Promotion of joint work with other organizations that work on the issue of disappearance;
- Collection of information on missing persons.
- Memory and commemoration;

The absence of resources was one of the needs reported by 100% of the participants of the National Committee for the Search of Missing Persons of the FARC in charge of knowing the whereabouts of the missing persons.



Among the current challenges are the stigmatization of ex-combatants, the lack of spaces for participation and the lack of recognition of the achievements of the Peace Agreement.



- Carrying out activities with the community and with other members of the FARC.

Additionally, Farc's National Committee for the Search of Missing Persons, mentioned to ICMP the need to advocate on public policies on the issue of disappearance. Three challenges were mentioned that should be overcome to achieve this purpose:

- Stigmatization of ex-combatants;
- Lack of adequate spaces for participation and;
- Lack of recognition of the achievements that the implementation of the Final Agreement has had from the moment it was signed.

VII

Cross-cutting aspects of FOs, NGOs and the FARC

7.1. Regulatory framework for participation and organization

7.1.1. Guarantees

The 1991 Constitution of Colombia provides various guarantees that are essential to ensure the public space in which civil society in general, and in particular the families of disappeared persons and the NGOs that accompany them, can exist and operate. The essential rights guaranteed in the Constitution are:

- the right of free association for the development of different activities that people carry out in the society (Article 38);
- the freedom of assembly and peaceful public demonstration of any type of person (Article 37);⁹⁴
- the freedom to demonstrate and disclose their thoughts and opinions, to transmit and receive true and impartial information, and to establish means of social communication (Article 20); and
- the freedoms of teaching, learning, research and teaching (Article 27).

Furthermore, the Constitution orders the State to contribute with “the organization, promotion and training of professional, civic, union, community, youth, charitable or non-governmental associations of common usefulness, without detriment to its autonomy in order that they constitute democratic mechanisms for the representation in different instances of participation, agreement, control and surveillance of public management that are established”(Article 103).

Additionally, the provisions on freedom of expression, association, peaceful assembly and non-discrimination contained in international standards, among others, Article 24 of the International Convention for the Protection of All Persons from Forced Disappearance, guarantee the right to train and participate freely in organizations and associations whose purpose is to contribute towards establishing the circumstances of forced disappearances and the fate of disappeared persons, as well as assistance to victims of forced disappearances, which are contained in the constitutionality block itself, that prevails in the internal order in accordance with Article 93 of the Political Constitution of Colombia.

⁹⁴ In practice, the reforms made in 2011 to the Criminal Code, Code of Procedure and the Juvenile Criminal Code provide ambiguous language to define scenarios in which protests could constitute criminal acts, thus creating a possibility of practical limitation to the right of assembly. Similarly, the ambiguity in the regulation under Law 1801 of 2016 (Police Code) to authorize demonstrations could lead to administrative mechanisms to deny authorizations to demonstrations or stop them. See: Monitor de Libertad Cívica, International Center for the Law of Non-Profit Organizations, Colombia case, consulted December 15, 2018, <http://www.icnl.org/research/monitor/colombia.html#analysis>.

7.1.2. Legal requirements for the association on the issue of disappearance

Family organizations and other NGOs use the figure of "Non-Profit Entities" (ESAL for its acronym in Spanish) dictated in the Civil Code that requests them to register with the Chambers of Commerce to achieve recognition of the person or legal entity and be legally incorporated⁹⁵. The control mechanism of the ESAL rests with the governors of each department and the Mayor's Office of Bogotá who receive the fiscal accounts of the organizations at the end of each year⁹⁶. The cancellation of legal status, which may be based on illegal activities, violations of public order or the performance of activities other than those reported during the registration, corresponds to each governor or mayor who carries out the investigations and makes a decision within a 10-day period⁹⁷. The legal status given at the time of registration as ESAL is essential to have access to a bank account and to be able to operate goods and services. Furthermore, for most donors, legal status is a condition for accessing and managing funds.

7.1.3. Status of FOs, NGOs and the FARC

Since the ESAL figure is used by clubs, corporations, unions, employee funds, churches, among others, it is estimated that there are about 190,000 entities registered as ESAL⁹⁸. A survey carried out in 2003 identified the existence of 1,371 NGOs registered as ESAL, of which 48% responded working on human rights issues⁹⁹. In this sense, the organizations of FAMILIES of disappeared persons constitute a micro universe of the Colombian civil society.

Furthermore, from the mapping it was evidenced that just over half (23) of 41 family members organizations have legal status. Another 10, despite being historical, recognized and established organizational processes, for eminently formal reasons do not have the legal recognition of their organization in terms of incorporation in accordance with Colombian regulations.

⁹⁵ Non-Profit Entities (ESAL) are legal entities that are constituted by the will of association or creation of one or more people (natural or legal) to carry out activities for the benefit of associates, third parties or the community in general. The ESALs do not pursue the distribution of profits among its members. Civil Code of Colombia, art. 44 and art 633 and Decree 2150 of 1995, regulated by Decree 427 of March 5, 1996. On the limitations of the legal framework see Coordination Round Table of Latin America and the Caribbean and its southern allies and Andean Coordination, "Study on the legal frameworks of non-governmental organizations in the Andean region: Bolivia, Colombia, Ecuador, Perú and Venezuela," 2014, p. 21 <http://mesadearticulacion.org/wp-content/uploads/2014/07/Estudio-Marco-Jur%C3%ADdico-Subregi%C3%B3n-Andina.pdf>; y Racannelo, Paula (2014) "Estudio Regional sobre Marcos Regulatorios de las Organizaciones de la Sociedad Civil en América Latina". https://ccong.org.co/files/495_at_Estudio-Marcos-Regulatorios-de-las-OSC.pdf.

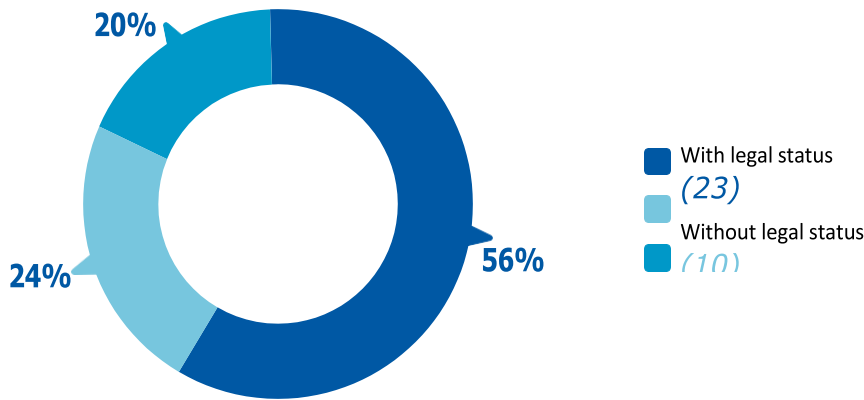
⁹⁶ Congress of the Republic of Colombia. (March 12, 1987). Law 22 of 1987. Taken from: <https://www.funcionpublica.gov.co/eva/gestornormativo/norma.php?l=262>.

⁹⁷ Presidency of the Republic. (July 12, 1990). Presidential Decree 1529 of 1990 which regulates the recognition and cancellation of legal entities of associations or corporations and foundations or institutions of common usefulness, in the departments. Art. 7.

⁹⁸ Ciguenza Riaño Noela, (2018) "Only 58% of the Non-Profit Entities requested a special regime", *Diario de la República*, Taken from: <https://www.larepublica.co/economia/solo-58-de-las-entidades-sin-animo-de-lucro-solicitaron-regimen-especial-2731320>.

⁹⁹ CIDESAL Survey 1993, cited in Briceño Ayala, Augusto, *NGOs and the Development of the Social Sector in Colombia*, Higher School of Public Administration, 1995 p. 60.

Figure 35:
Organizations of FAMILIES with legal status¹⁰⁰



The existence of legal status has a direct impact on the ability to raise and manage funds, and with at least half of the organizations of FAMILIES without legal status, there is a great limitation to access to own funds and therefore to the performance of autonomous activities.

In the case of NGOs, all of them have legal status, except for a new initiative. Information from 3 organizations could not be determined. While, of 4 platforms, 2 have legal status.

In the case of the FARC, the National Committee for the Search for Missing Persons of FARC is in the process of establishing legal status to carry out its work, which is independent from the work of the political party.

The existence of legal status has a direct impact on the ability to collect and manage funds, and having at least half of family organizations without legal status, there is a great limitation to access to own funds and therefore to carry out autonomous activities.

7.2. Resources and Sustainability

7.2.1. Legal framework

The 1991 Constitution of Colombia in Article 355 prohibits the branches of State from providing aid or donations to natural or legal entities. However, it provides that governments may, based on their budgets,

¹⁰⁰ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.eng.doc, section 2 and additional ICMP research.

enter into contracts with private non-profit entities in order to promote programs and activities of public interest in line with current development plans¹⁰¹. This legal framework limits the programmatic and conceptual autonomy for NGOs with regard to public resources, allowing financing only projects that the entities designate as relevant, and that the NGOs implement with a contractor or supplier¹⁰².

Therefore, to carry out independent activities, necessary given the thematic nature of the disappearance, there is a total dependence on donations from abroad. Such foreign support as a scholarship or donation is permitted by law, with regulations that include measures to prevent money laundering¹⁰³.

7.2.2. International financing for civil society on the issue of disappearance

There is no consolidated, centralized and precise public information on the availability of international funds to support civil society, nor specific information for activities related to the issue of human rights or disappearance. In general, the latest OECD report, “Development Cooperation Report 2018: Joining forces to leave no one behind” indicates that cooperation to Colombia in 2017 from the member countries of the Development Assistance Committee (DAC) was reduced in 0.6% with respect to 2016, mainly due to cost expenses to attend refugees within donor countries. However, it is mentioned that the percentage of aid channeled through the multilateral system and civil society organizations is increasing¹⁰⁴.

With regard to peacebuilding issues, in 2015 the Colombia in Peace Fund (CONPES 3850, 2015) was created and regulated as an instrument to facilitate the institutional articulation and coordination of the different initiatives and investments for peace. The FCP is complemented by four international financing instruments that have acquired commitments in excess of 410 million dollars exclusively:

- World Bank Peace and Post-Conflict Fund, incorporated in 2014;
- United Nations Multi-donor Post-Conflict Fund, established in 2016;
- European Union Fund, established in 2016 and;
- Sustainable Colombia Fund of the Inter-American Development Bank (IDB), established in 2017.

¹⁰¹ Political Constitution of Colombia (1991). Art.355.

¹⁰² Salas Rojas, Luis Julián (2017) “The Colombian NGOs: Weaknesses, Non Enabling Environment and Possible Outputs ” https://ccong.org.co/files/766_at_LAS%20COLOMBIANAS%20NGOs%20-%20Julian%20Salas.pdf, p. 15. (accessed 15 January 2019).

¹⁰³ Monitor de Libertad Cívica, International Center for the Right of Non-Profit Organizations, Colombian case, <http://www.icnl.org/research/monitor/colombia.html> # analysis accessed December 15, 2018).

¹⁰⁴ OECD “Development finance and policy trends”, en *Development Co-operation Report 2018: Joining Forces to Leave No One Behind*, OECD Publishing, Paris, 2018, <https://doi.org/10.1787/dcr-2018-18-en>.

Family organizations additionally they carry out their own productive projects that generate income that they reinvest in sustainability of the families of the same organization and in the development of their lines of work.

Of these 410 million dollars, it is only known that the United Nations Multi-donor Fund for the Post-Conflict allocated resources in 2016 (first year of its incorporation) to 24 projects, for a total of USD \$ 18,039,667 of which fifteen of these were approved through the civil society window¹⁰⁵. In the same way, in the 2017 annual report, it is highlighted that 48% of the projects approved in it were directly executed by civil society organizations¹⁰⁶. However, there are no figures to define what percentage or amounts of these are specifically dedicated to the issue of victims' rights, human rights or of especial disappearance since the general heading of "peace" also includes the areas of rural reform, political participation, ceasefire elements including demobilization, demining, illicit drugs, various types of victimization and gender.

At the same time, the mapping identified that there are at least 45 entities (foreign governments through their embassies, multilateral mechanisms, foreign public entities such as municipalities, NGOs and foreign foundations) that have supported or support the mapped organizations.¹⁰⁷ The number of aid workers contrasts with the reality of many organizations of not having the necessary resources. A more detailed study is urgently needed to determine current support, if support is concentrated only for some organizations, if support is limited to certain amounts and if funding opportunities are expanding or not, and especially for critic areas and organizations.

In 2019-2020, with funds from the European Union, ICMP will allocate more than one million euros for civil society development programs, of which almost 50% is for direct support.

7.2.3. Administration of funds from family organizations and NGOs on the issue of disappearance

Family organizations use different strategies to finance their activities, most of the resources they work with come from international cooperation. However, family organizations additionally carry out their own productive projects that generate income that they reinvest in the sustainability of the families of the same organization and in the development of their lines of work.

Most of family organizations operate in rented locations, many of them work from their own homes and with their own physical means.

¹⁰⁵ 2016 Report of the United Nations Multi-Donor Fund for Colombia, available at: <http://mptf.undp.org/factsheet/fund/4C000>.

¹⁰⁶ 2017 Report of the United Nations Multi-Donor Fund for Colombia, available at: <http://mptf.undp.org/factsheet/fund/4C000>.

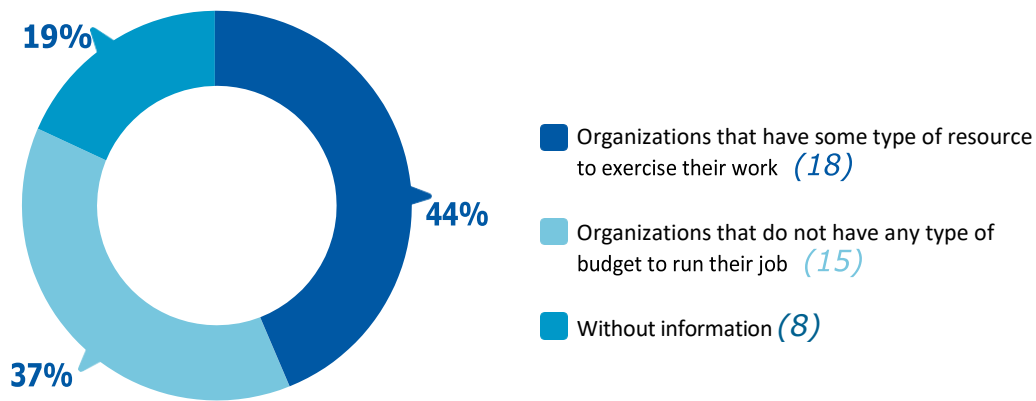
¹⁰⁷ The list of cooperators is available for consultation by family organizations and NGOs via Colombia@icmp.int.

In the same way with regard to human resources available to victims' organizations, it is necessary to indicate that their members are mostly direct FAMILIES of victims who, based on empowerment and training, carry out specific activities within the organization.

It is important to bear in mind that the percentage of victims with whom contact was established, although considerable, does not include the universe of victims who lack care and support, which is of great magnitude, which shows the scarcity of resources with those that FOs and CSOs work by limiting their thematic and geographic scope. Likewise, the alarming state of humanitarian, legal and social defenselessness, and for the search, identification and recovery of their missing FAMILIES, is evident.

Indeed, based on the mapping, ICMP identified that around 40% of family members' organizations do not have any external resources to carry out their work.

Figure 36:
Organizations of FAMILIES that have external resources¹⁰⁸

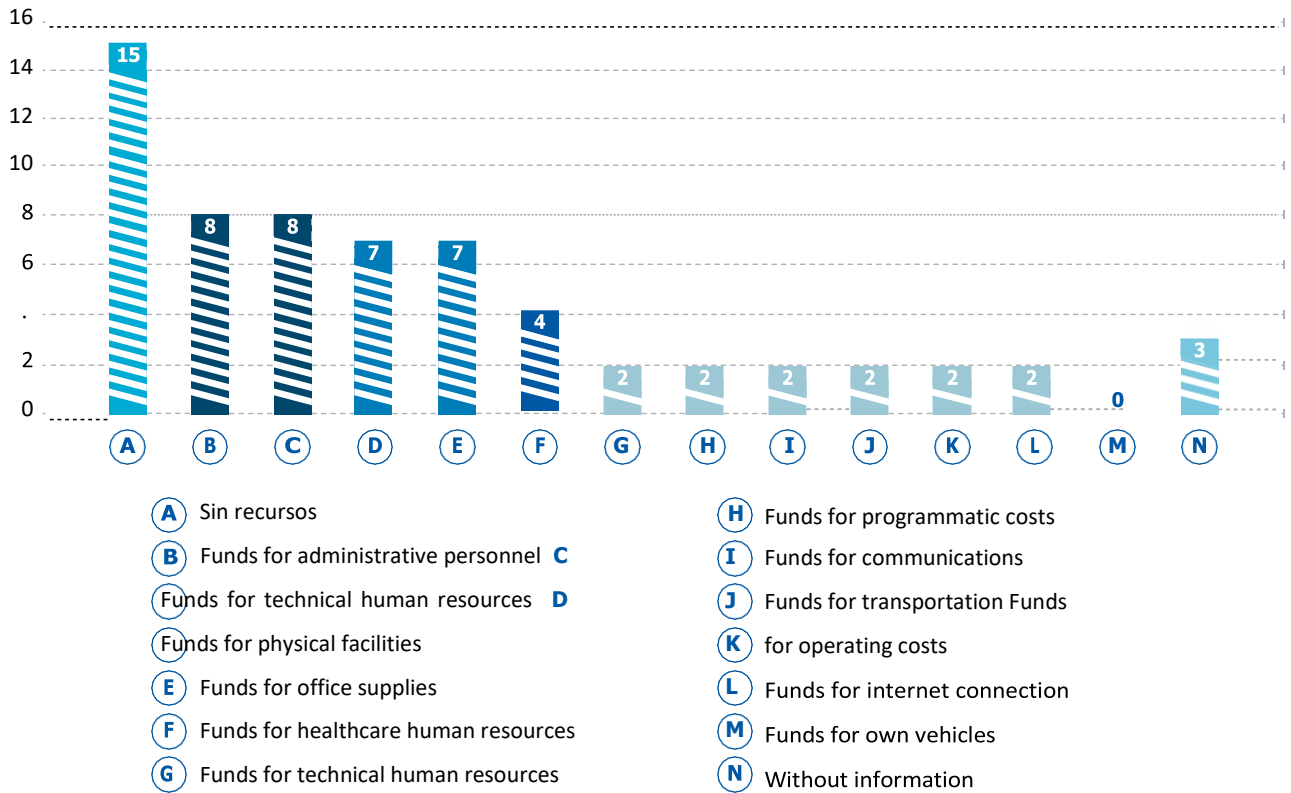


Of those FOs that have resources, the most available are elements such as computers, and the fewest are funds for human resources, workspaces, and transportation. (See Figure 37)

In the case of NGOs, all the organizations interviewed have resources, the most common being human and administrative resources; and, the less common resources are specialized human resources dedicated 100% for the organization, resources for rent, transportation, use of communication media, own physical facilities and vehicles. (See Figure 38)

¹⁰⁸ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 26.

Figure 37:
Types of resources available to FOs¹⁰⁹



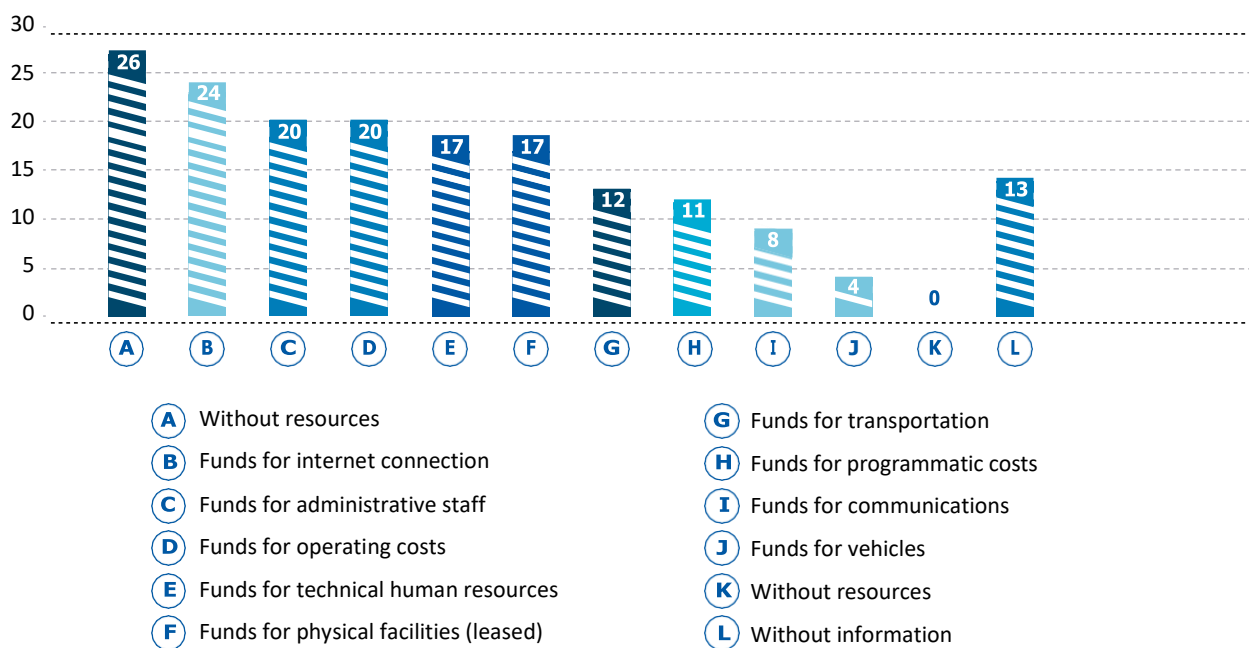
The FARC does not have specific resources to carry out activities related to the issue of disappearance or to finance the work of the National Committee for the Search of Missing Persons.

7.2.3. Wages

In relation to human resources, four family organizations and 16 NGOs shared information on the salaries available in their organization. There is no significant variation between the salaries indicated, except in the case of managers who, for the NGOs surveyed, receive twice of what the managers of the FOs receive.

¹⁰⁹ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 27.

Figure 38:
Types of resources available to NGOs¹¹⁰










Based on a comparison with the scales of basic allocation to civil servants valid as of 2018¹¹¹, it is identified that:

- The minimum and maximum salaries for NGO managers correspond to salaries at level 9 and 23, respectively, for management in the public administration.
- The minimum and maximum salaries for executives of family organizations correspond to level 3 and level 7 professional salaries in the public administration.
- NGO professional staff receive monthly salaries comparable to technical levels 10 and professional levels 19 of the public administration.
- The professional staff of FOs receives what is comparable to technical levels 5 and professional level 14 of the public administration. (See Figure 39)

¹¹⁰ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 27.

¹¹¹ Presidency of the Republic. (February 19, 2018). Decree 330 of 2018. Art. 2. By which the basic assignment scales of jobs that are carried out by public employees of the Executive Branch, Regional Autonomous Corporations and Sustainable Development, State Social Enterprises, of the national order are established, and other provisions are dictated.

Figure 39:
Range of salaries in FOs and

 Type of Personnel	 Orgs. That have this type of staff	 Minimum Gross Monthly Salary	 Maximum Gross Monthly Salary
 Executives	16 (NGOs)	4,000,000 COP (1,300 USD)	10,000,000 COP (3,300 USD)
	4 (FOs)	2,000,000 COP (650 USD)	5,000,000 COP (1,650 USD)
 Technical or Specialized Personnel	17 (NGOs)	1,000,000 COP (350 USD)	6,500,000 COP (2,100 USD)
	4 (FOs)	1,500,000 COP (480 USD)	3,500,000 COP (1,100 USD)
 Administrative Personnel	17 (NGOs)	1,000,000 COP (350 USD)	4,000,000 COP (1,300 USD)
	4 (FOs)	1,000,000 COP (350 USD)	5,000,000 COP (1,650 USD)

7.2.4. Priority resources

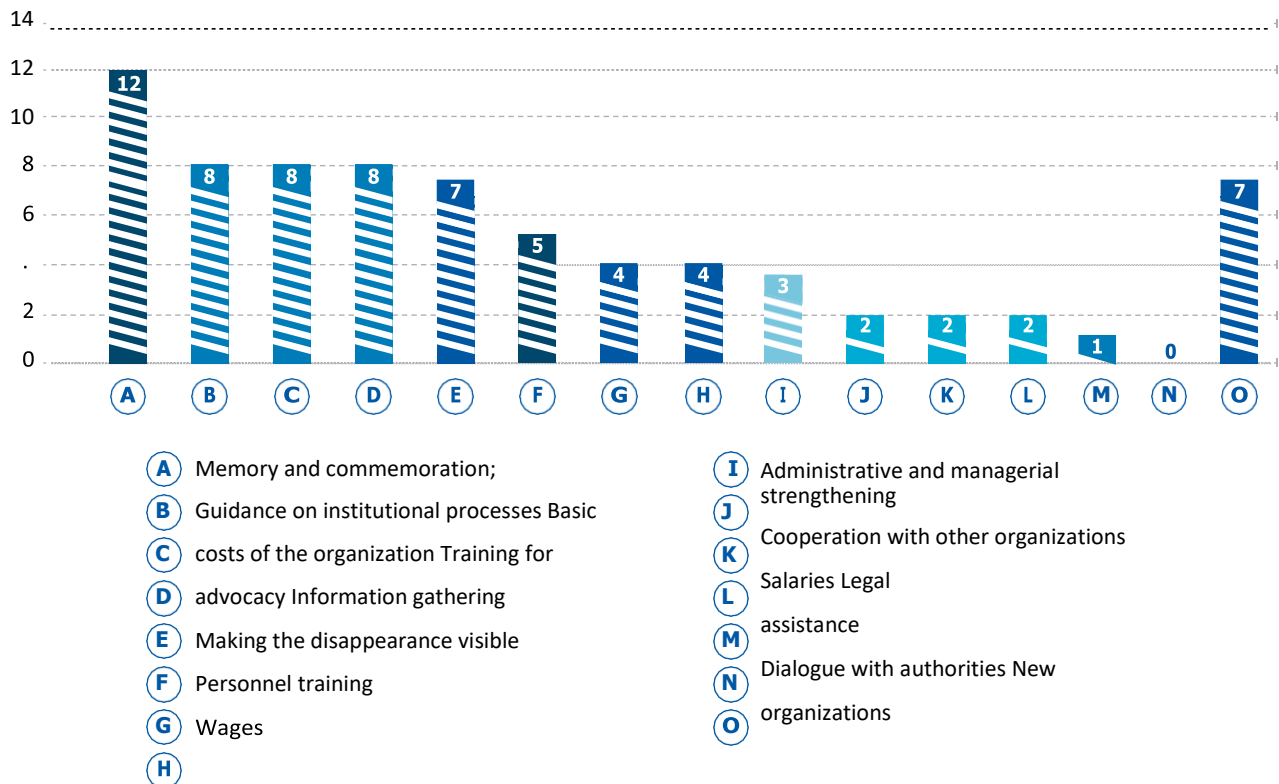
In relation to the question on priority activities and financial needs for them, in their responses to the mapping, family members organizations prioritized those for memory and commemoration, as well as guidance on institutional processes. In the spirit of family devotion, no family organization listed salaries as a priority resource. However, only 4 out of 25 family member organizations surveyed have salaries for the directors of their organization, for technical personnel and for administrative personnel. (See Figure 40.)

Regarding the resources required and the information provided, the participants from family organizations in the mapping estimate an optimal annual requirement of at least 379,600,000 COP (100,000 USD). (See Figure 41)

In contrast, for NGOs, the priority areas are covering the basic costs of the organization and administrative and managerial strengthening.

¹¹² ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 28.

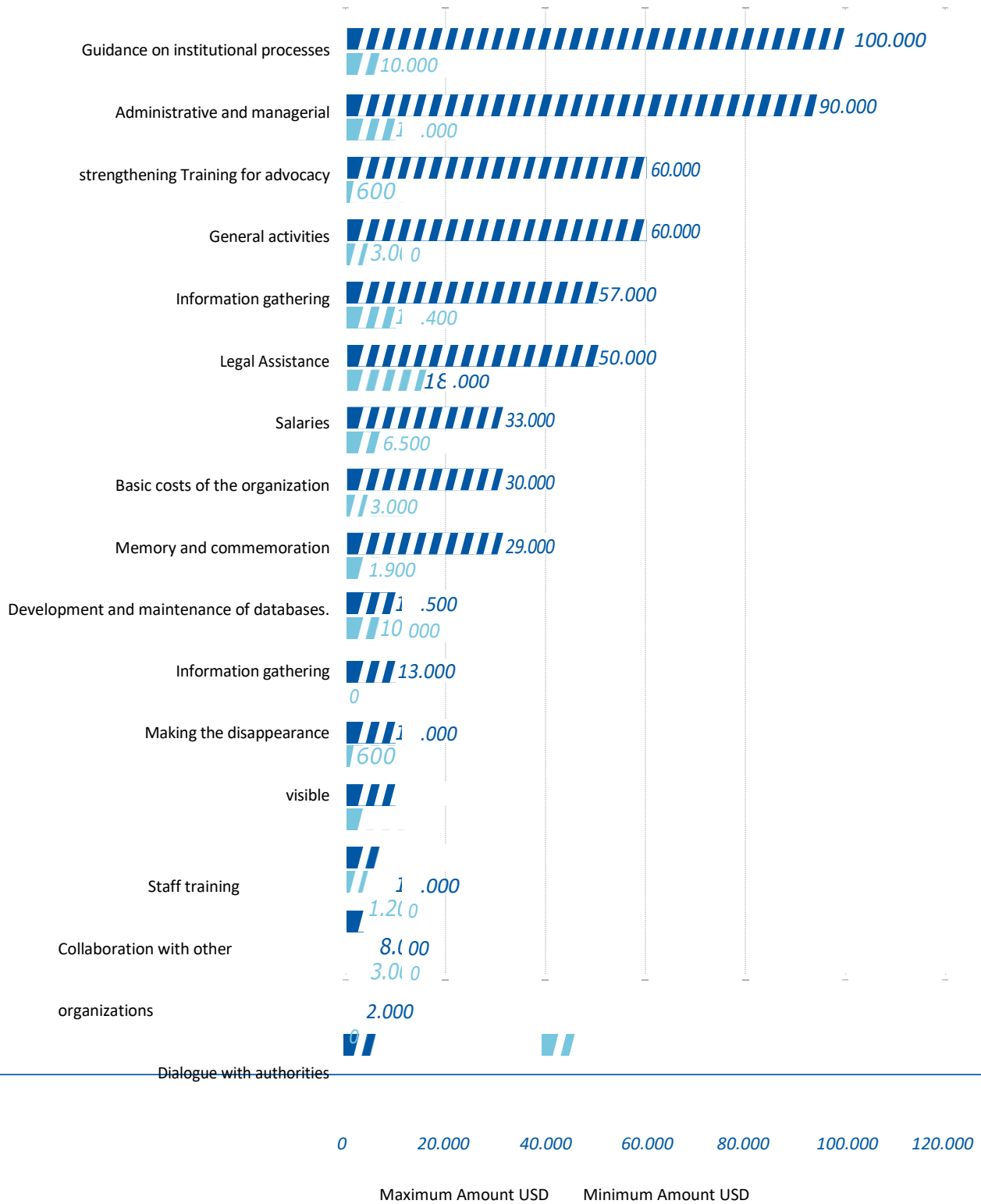
Figure 40:
Priority areas for FOs for which resources are required¹¹³



Regarding the resources required and the information provided, the NGO participants in the mapping estimate an optimal annual requirement of at least 2,660,000,000 COP (890,000 USD). (See Figure 42)

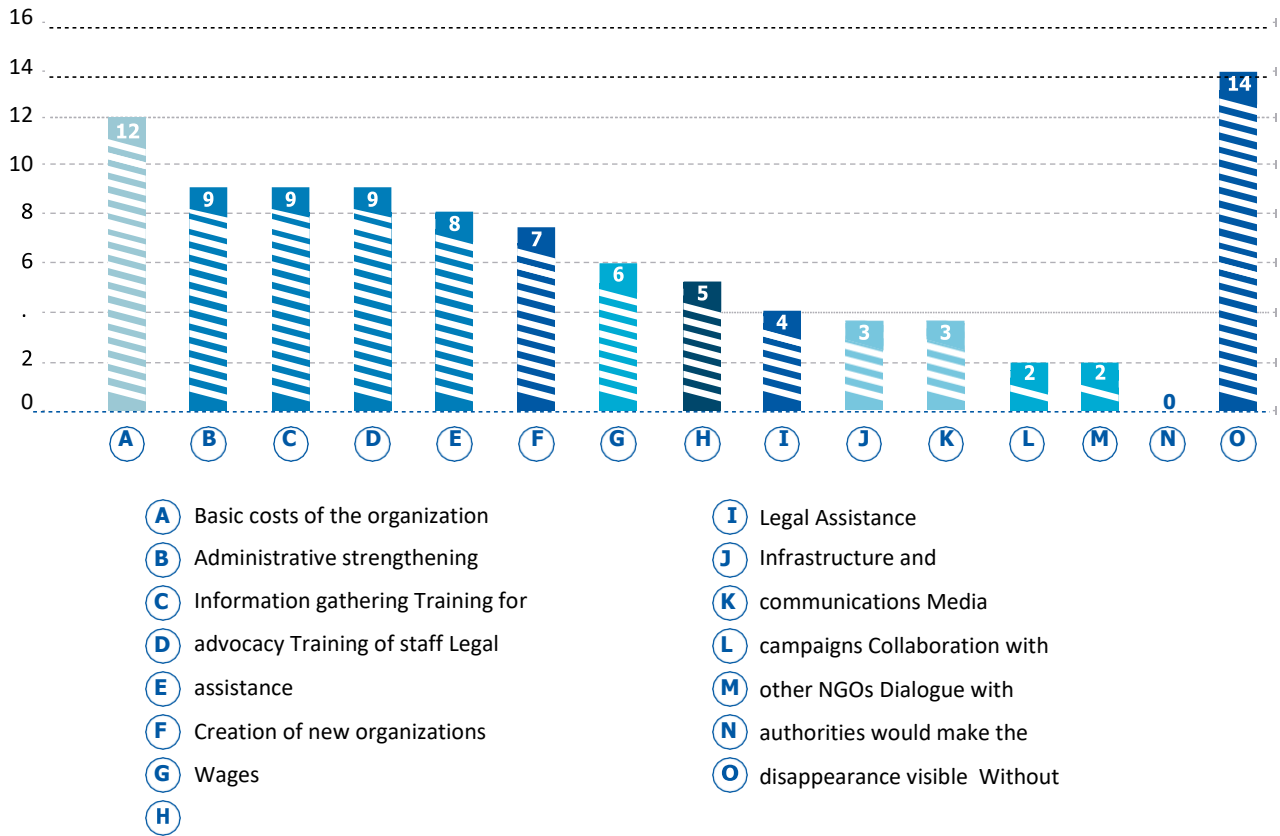
¹¹³ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions

Figure 41:
Annual amounts required estimated by the FOs¹¹⁴



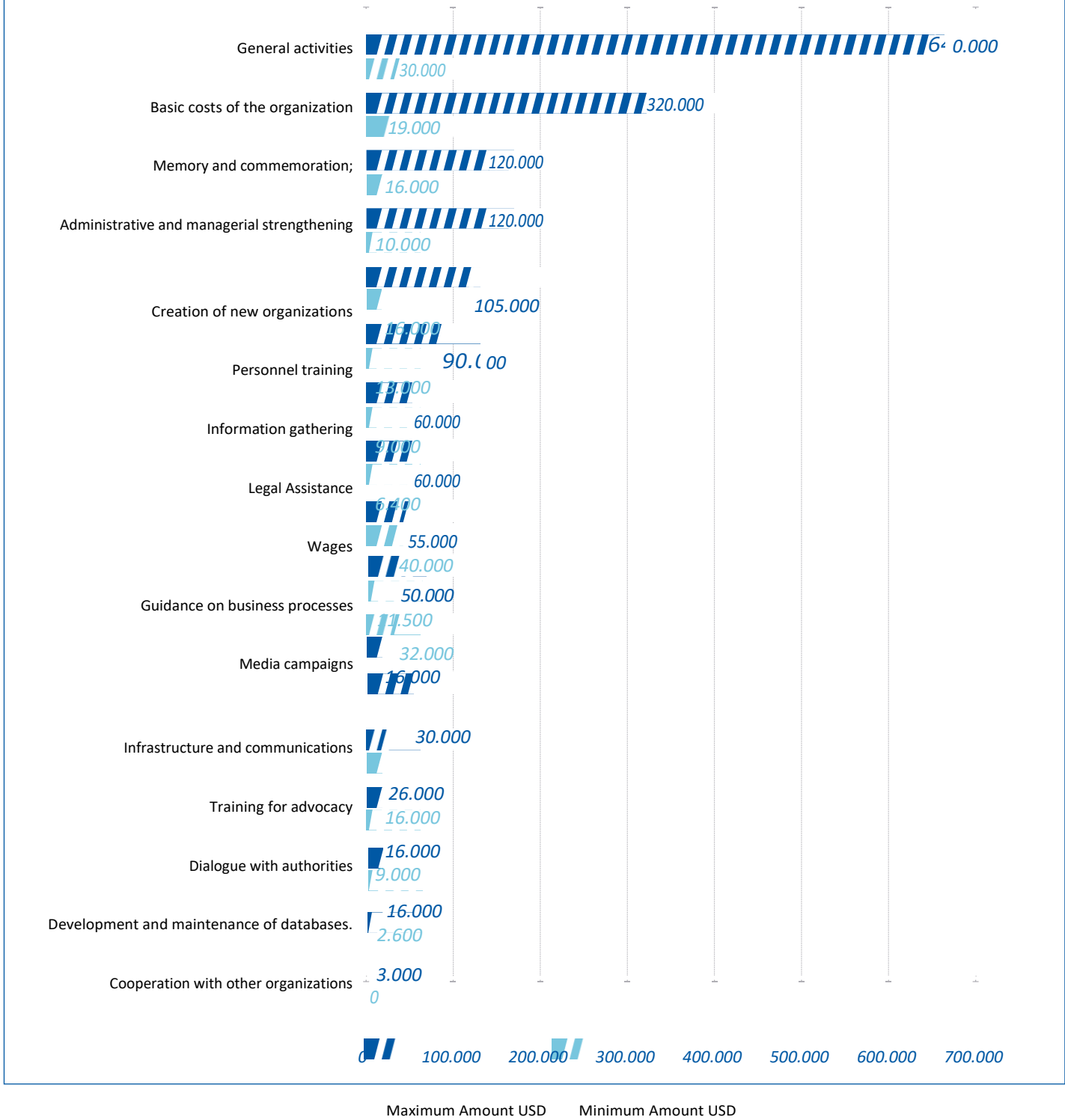
¹¹⁴ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions

Figure 42:
Priority areas for FOs for which resources are required¹¹⁵



¹¹⁵ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 27.

Figure 43:
Annual amounts required estimated by NGOs¹¹⁶



¹¹⁶ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions 27.1

7.2.6. Challenges for financing

The challenges mentioned by FOs and NGOs in obtaining funds include:

- Lack of access to information on the existence of offers;
- The participation of government representatives in project selection committees that could impede the selection of certain organizations or projects;
- The inability of the organization to comply with the donor's conditions such as:
 - Management experience,
 - Co-financing
 - Formalities in the application procedures,
 - Legal Status
- Short deadlines for application or project management
- The lack of offer for certain topics such as:
 - Organizational Strengthening
 - Activities of the specialization of each organization,
 - Activities in rural areas;
- Excessive competition among applicants;
- The concentration of funding among a limited group of organizations, generally larger ones, who regularly receive the funds.

7.3. Mechanisms for institutional participation and collaboration of civil society

The mapping tried to identify mechanisms for institutional participation and collaboration of FOs and NGOs, as well as those organizations that are nodal actors, that is, who appear more recurrently as a partner of the mapped organizations. However, more specifically, the degree of collaboration between FOs and NGOs was outside the scope of the mapping. In a broad way, it can be determined that there are certain forms of institutional articulation and participation, and that collaboration exists, at least between certain organizations, especially those that belong to common platforms, which allows continuous communication, a common agenda, and joint projects. . On the other hand, there are also divisions between certain organizations mainly due to personal differences between leaders or personnel of certain organizations with others. Recently, a division between NGOs and FOs seems to emerge while setting up a common agenda of relationship positions with the newly created institutions. Finally, the mapping has not made it possible to identify the degree to which there are activities that mutually reinforce

various organizations, or the causes of collaboration gaps that may be dictated by funding opportunities.


As it is described below, most FOs and NGOs have a high degree of external interaction with other family groups, with other NGOs, and with certain authorities. However, there are organizations, especially of family members, that are still not well known among the main actors of civil society, which suggests that the government and State institutions should increase their capacity for understanding, dialogue and articulation with civil society in regards to missing persons.

7.3.1. Institutional participation


The regulatory framework on missing persons in Colombia has generated the creation of inter-institutional spaces for the participation of the civil society. This participation, not only strengthens the institutions in a substantive way, it also contributes generating demands for recognition of the organizations' work. The formal articulation mechanisms of family and NGO organizations are the following:

- **Search Commission for Missing Persons:** Permanent body created in 2000, made up of the Office of the Attorney General of the Nation, the Office of the Public Prosecutor General of the Nation, the Office of the Ombudsman, the Ministry of Defense, the Presidential Council for Human Rights, and the National Institute of Legal Medicine and Forensics Sciences. Within the Commission, there are two seats for civil society organizations: a permanent seat for the Association of FAMILIES of Detained and Disappeared - ASFADDES and a rotating seat for a representative of the Working Round Table on Forced Disappearance - Colombia Europe - United States Coordination, which is decided by consensus.¹¹⁷
- **Round Tables for Effective Victim Participation:** The Victims Law of 2011 provides for the creation of Round Tables for Victims Participation as inter-institutional spaces created at the national, departmental and municipal levels, leaving the registration of participants in the round tables with the Ombudsman's Office or the legal authorities. The round tables are convened with agendas related to the election of victims' representatives, monitoring of compliance with the Victims' Law, and of plans and law bills, as well as for reports on the accountability of officials and exercise of citizen oversight. Generally, one representative for each type of deprivation of liberty participates in this space, that is, one representative for the fact of forced disappearance, another for the victimizing act of kidnapping, a different one for human trafficking, and so on for each of the types of victimizing event that implies some form of disappearance. The

¹¹⁷ The organizations that have been members of the National Search Commission in addition to ASFADDES have been: Colombian Commission of Jurists, Foundation Nydia Érika Bautista, MOVICE, FAMILIES of Forcibly Disappeared for Mutual Support, Colombia FAMILIES.



There is no formal mechanism in the State, a permanent space of participation FARC'S National Committee for the Search of Missing Persons in specific issues related to disappearance.



Roundtables are convened to hold ordinary sessions 4 times a year, up to a maximum of 10, and all the State entities that make up the National System for Comprehensive Attention and Reparation of Victims (SNARIV) as well as with the participation of local authorities of each municipality.¹¹⁸ The process for the incorporation of the Advisory Council began in January 2020.

- **Search Unit for Missing People** The Decree that organizes and regulates the Search Unit for Missing Persons in the context and due to the armed conflict, the UBPD established by the Peace Agreement, Decree 589 of 2017, contemplates the creation of an Advisory Council whose purpose is to advise the director of the Unit in the fulfillment of its functions. This establishes that the Advisory Council is made up of institutional actors and civil society actors. The former includes the chair of the Truth Commission, the Minister of the Interior, the Minister of Health, the Minister of Justice, the High Commissioner for Peace, the Unit for Comprehensive Attention and Reparation to Victims, the National Institute of Legal Medicine and Forensic Sciences, and the Presidential Council for Human Rights. Regarding civil society, the Council establishes that a representative of the National RoundTable for the Participation of Victims with the victimizing act of Forced Disappearance, 2 delegates from organizations of victims of forced disappearance, 2 delegates of victims of Kidnapping and a delegate of a civil organizations with a forensic technical specialty.¹¹⁹

Within the Advisory Council of the UBPD or in any other formal mechanism of the State, there is no permanent space for participation FARC'S National Committee for the Search of Missing Persons on specific issues related to disappearance.

7.3.2. Platforms

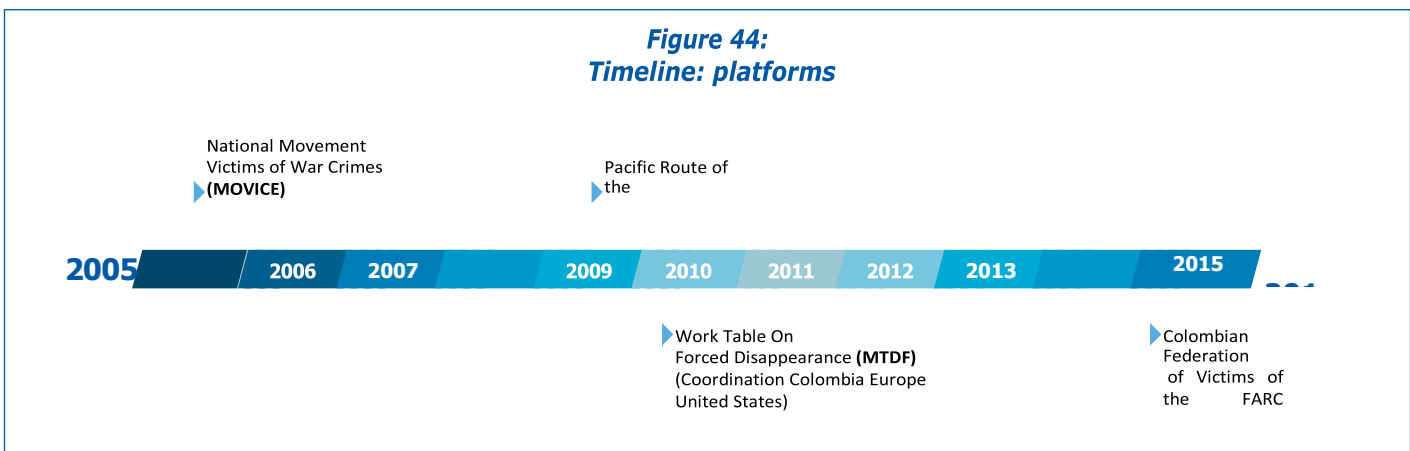
In Colombia there are numerous platforms and federations that bring together or group smaller organizations. On the subject of missing persons, at least 4 of them are identified with a central role. Representatives and members of three of these responded to the ICMP questionnaire, while ICMP was able to interview the coordinator of the fourth. (See Figure 44)

- **Movement of Victims of State Crimes**
The Movement of Victims of State Crimes (MOVICE) was formally created in 2005 with the antecedent of the Colombia Never Again Project in 1996, created to promote the creation of methodologies for the investigation of state crimes. MOVICE brings together about 230 organizations nationwide, including victims' organizations and human rights NGOs

¹¹⁸ Unit for Comprehensive Attention and Reparation to Victims. (May 10, 2013). Resolution 0388 By which the Protocol for the Effective Participation of the Victims of the Armed Conflict is adopted.

¹¹⁹ Presidency of the Republic of Colombia. (April 05, 2017). Decree 589 of 2017, by which the Unit for the Search of Persons considered missing in the context and due to the armed conflict is organized. Art. 21. Official journal year CLII. N. 50197. April 5, 2017. Page 7.

of 18 regional chapters, an impulse Committee made up of around 20 national NGOs, and a Technical Secretariat as the articulating axis of agendas, strategies and work approaches. EL MOVICE cuenta con varias comisiones de trabajo y una de ellas es sobre desapariciones forzadas cometidas por agentes del Estado o grupos paramilitares, en la que participan 7 de los Capítulos Regionales, teniendo como responsabilidad el impulso de estrategias de incidencia y fortalecimiento de los procesos organizativos de familiares de personas desaparecidas.



- **Working Group on Forced Disappearance**

The Coordination Colombia, Europe, United States (COEUROPA or CCEEU for its acronym in Spanish) is a platform for human rights advocacy created in 1995 and made up of more than 269 organizations in Colombia and that includes advocacy actions and therefore collaborations with organizations in Europe and in the United States. . COEUROPA operates the Human Rights Observatory, which with family organizations and NGOs installed in November 2010 a workspace called the Work RoundTable on Forced Disappearance (MDTDF for its acronym in Spanish) around an agenda of commemoration, advocacy, training, participation, and deliberation. around missing persons issues.
- **Colombian Federation of Victims**

The Colombian Federation of Victims of the Conflict of All Illegal Armed Actors (FEVCOL for its acronym in Spanish) was officially established in 2015. FEVCOL integrates 260 organizations and has presence in 28 departments. FEVCOL was established within the framework of the National Forum “Colombia embraces the Victims of the FARC” that sought to generate common concepts for the victims of the FARC in the framework of the peace process. FEVCOL is formally classified under the Victims Unit framework as an “ORV” organization representing the victim. FEVCOL was co-founded by Sofía Gaviria, current honorary chair

and national co-director of the Liberal Party whose brother was assassinated by the FARC, and Herbin Hoyos, who was kidnapped by the FARC in 1994.

- *Ruta Pacífica of Women*

La Ruta Pacífica is a feminist movement with national political action, which works for the negotiated processing of the armed conflict in Colombia and to make visible the impact of the war on the lives and bodies of women; it is pacifist, antimilitarist and builder of an ethic of Nonviolence in which justice, peace, equity, autonomy, freedom and the recognition of otherness are fundamental principles.

It emerged publicly in 1996 as a response to the serious situation of violence experienced by women in conflict zones, both rural and urban. In the years of existence, it has built a model of action that is maintained and perfected as part of its action methods such as: mobilization (more than 100,000 women mobilized in the country), sit-ins, training, strengthening of women's organizations in the territories, advocacy, psychosocial and legal support, and knowledge management are part of its organizational legacy. All this aimed at the construction of a social subject to achieve changes in favor of women's rights.

La Ruta is made up of women representing 300 organizations that involve 10,000 women located in more than 142 municipalities in 18 departments of Colombia: Antioquia, Atlántico, Bogotá, Bolívar, Caldas, Caquetá, Cauca, Guajira, Chocó, Huila, Magdalena, Nariño, Norte de Santander, Putumayo, Quindío, Risaralda, Santander and Valle del Cauca. The Ruta Women are peasant, indigenous, Afro-descendant, Raizal, young, elderly, students, professionals, victims, rural, urban, popular neighborhoods, producers, trade unionists, belonging to feminist organizations, feminist NGOs, women's networks for sexual and reproductive rights organizations, ecological women's organizations, diverse women's organizations, and artists' organizations.

7.3.3. Partners in civil society

In addition to platforms, there are organizations not included in the mapping that have a high rate of collaboration with numerous national and international organizations. Those that were mentioned by those who participated in the mapping questionnaire¹²⁰ are found in Annex II, although due to the limitations of this document, it is not possible to assess the type or continuity of these relationships with FOs and NGOs that work in the issue of disappearance in Colombia.

¹²⁰ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, questions section D.

7.4. Security Environment

7.4.1. Security Risks

In general, the FAMILIES of missing persons and those who work for NGOs, mainly dedicated to the issue of Human Rights, are exposed, due to their work, to high risks for their safety and physical integrity. This occurs primarily due to the context of violence or armed conflict where the disappearances are committed and within which efforts are made to investigate the whereabouts, report the disappearance, and demand a response from the State. Also, being women the majority of leaders of family organizations, and of those who undertake the task of searching for their FAMILIES, generally operate within contexts with high rates of discrimination and violence against women. Other contextual factors may be linked to the violence they suffer as part of minority or low-income groups. The risks derive in third place from their closeness to the victims who disappear as a result of a criminal act. Fourth, the search and investigation actions carried out to obtain information on the cause and author of the disappearance and the whereabouts of the victims expose them to perpetrators who do not wish to clarify the information. Additionally, the defense of human rights has historically been associated with anti-state groups that are therefore, in authoritarian frameworks, considered enemies of the state.

Thus, in addition to their status as victims, the families of disappeared persons and the NGOs that work on disappearance cases are also defenders of rights "given their work to promote and defend human rights and fundamental freedoms."¹²¹

7.4.2. Situation in Colombia

Between 2002 and 2016, 3,985 attacks against human rights defenders were reported, in an upward trend, from 138 attacks per year in 2002 to 682 attacks in 2015.¹²² In 2016, the annual number dropped to 481 attacks during that year,¹²³ and in 2017, the Office of the United Nations High Commissioner for Human Rights (UNHCHR) reported 441 attacks against human rights defenders and 121 defenders murdered, including 84 rights defenders with leadership roles, 23 members of social or political movements, and 14 people killed during protests. According to the Somos Defensores program, during the first semester of 2019, a total of 591 assaults were registered.¹²⁴

¹²¹ UN General Assembly, *Declaration on the right and duty of individuals, groups and institutions to promote and protect universally recognized human rights and fundamental freedoms*, A / RES / 53/144, March 8, 1999.

¹²² Colectivo de Abogados José Alvear Restrepo (2018) *Defender la Vida, Informe a la Comisión de Esclarecimiento de la Verdad sobre patrones de agresión a personas que defienden los derechos humanos y el territorio de Colombia*, 2018, https://www.colectivodeabogados.org/img/pdf/cajar_informe_presentacion.pdf, p. 15 (accessed October 2018).

¹²³ *Ibid.*

¹²⁴ Programa Somos Defensores, "Defensores ¿El juego final? Semi-annual report January-June 2019. Information System on Aggressions against Human Rights Defenders in Colombia -SIADDHH- ", 2019, <https://somosdefensores.org/wp-content/uploads/2019/10/informe-Somos-defenso-res-ENERO-JUNIO-2019-oct-8-web-final.pdf.pdf>, p. 89 (accessed March 2020).

Regarding the murder of social leaders, according to reports from the NGO Indepaz, from the signing of the Peace Agreement (November 24, 2016) to March 10, 2020, 818 social leaders and human rights defenders were murdered in Colombia. 21 in 2016, 208 in 2017, 282 in 2018¹²⁵, 250 in 2019¹²⁶ and 57 in the first 3 months of 2020¹²⁷. In 2020, in the report presented at the 43rd session of the Human Rights Council, the Special Rapporteur on the situation of human rights defenders reaffirmed that from 2016 to June 30, 2019, Colombia continues to be the country with the highest murder rate of human rights defenders in Latin America¹²⁸.

Five patterns of aggression have been identified against defenders of human rights ¹²⁹

- the repression by State intelligence entities through illegal surveillance; harassment, sabotage, defamation, threats and murder;
- baseless criminalization through the criminal justice system;
- extrajudicial executions by state security forces;
- executions by paramilitary groups or post-demobilization groups that acted with the collusion, acquiescence or tolerance of the State security forces; and
- the excessive use of force against human rights defenders in social protests, especially by the National Police.

For its part, the UN Verification Mission in Colombia reported to the Security Council in December 2018 that security in concentration and reintegration areas where former FARC combatants are located is a source of concern.¹³⁰ In its last report of July 2019, the UN Verification Mission in Colombia reports that as of June 26, 2019 there have been “more than 150 attacks, 17 attempted homicides, 10 disappearances and 123 murders of members of the former FARC-EP since the signing of the Agreement in 2016. So far this year, 14 ex-combatants have been killed, the report indicates”¹³¹. The UN reports that according to the Special Investigations Unit the main actors behind the attacks are illegal armed groups and criminal organizations.¹³²

¹²⁵ INDEPAZ; “All names, all faces: Human Rights Report on the situation of leaders and human rights defenders in the territories”. Update Separate. April 2019. Available at: <https://bit.ly/30D8DVE>.

¹²⁶ El Tiempo (2019), “Con 250 asesinatos, termina un difícil año para los líderes sociales”, <https://www.eltiempo.com/colombia/otras-ciudades/cifra-de-lideres-sociales-asesinados-en-el-2019-447954> (Consultado el 11 de marzo de 2020).

¹²⁷ INDEPAZ; “SOCIAL LEADERS AND HUMAN RIGHTS DEFENDERS KILLED IN 2020”, <http://www.indepaz.org.co/paz-al-liderazgo-social/>, (Accessed March 11, 2020).

¹²⁸ UN: Human Rights Council, Report of the Special Rapporteur on the situation of human rights defenders. Visit to Colombia. A/HRC/43/51/Add.1, 26 Diciembre 2019, A/HRC/43/51/Add.1, disponible en: <https://www.refworld.org/es/docid/5e55bf804.html> (Consultado el 11 de marzo de 2020).

¹²⁹ Colectivo de Abogados José Alvear Restrepo (2018) “Defend Life, Report to the Truth Clarification Commission on patterns of aggression against people who defend human rights and the territory of Colombia” https://www.colectivodeabogados.org/img/pdf/cajar_informe_presentacion.pdf, p. 10. (consulted October 2018).

¹³⁰ Report of the Secretary General on the United Nations Verification Mission in Colombia, S/2018/1159, December 26, 2018, for 52. ¹³¹ Press Release of the UN Verification Mission in Colombia of July 02, 2019. Quarterly Report of the Secretary General on the Verification Mission of Verification in Colombia. S/2019/530 ver: <https://colombia.unmissions.org/nota-de-prensa-informe-del-secretario-general-de-las-naciones-unidas-so-bre-la-misi%C3%B3n-de-0>.

¹³² *Ibid.* Para. 57. See also, Peasant Agrarian Summit, National Task Force on Guarantees and Human Rights, Social and Political Coordination “Patriotic March”, INDEPAZ, “All Names, All Faces”, Special Report on Human Rights, the situation of leaders and human rights defenders in the territories, May 2018, <http://www.marchapatriotica.org/wp-content/uploads/2018/06/Informe-All-Names-Defenders-y-defensores-2018-1.pdf>.

7.4.3. Situation of FOs, NGOs and the FARC

The mapping identified a high vulnerability of FOs, NGOs and the FARC with regard to security and physical integrity. Of 41 FOs, 71% indicated having received threats or suffered attacks. Of the NGOs that responded, 48% have received threats or attacks. Of these cases, 34 have received protection measures, in 13 of the cases they were ordered by international mechanisms.

Figure 45:
*FOs and NGOs that have received threats*¹³³

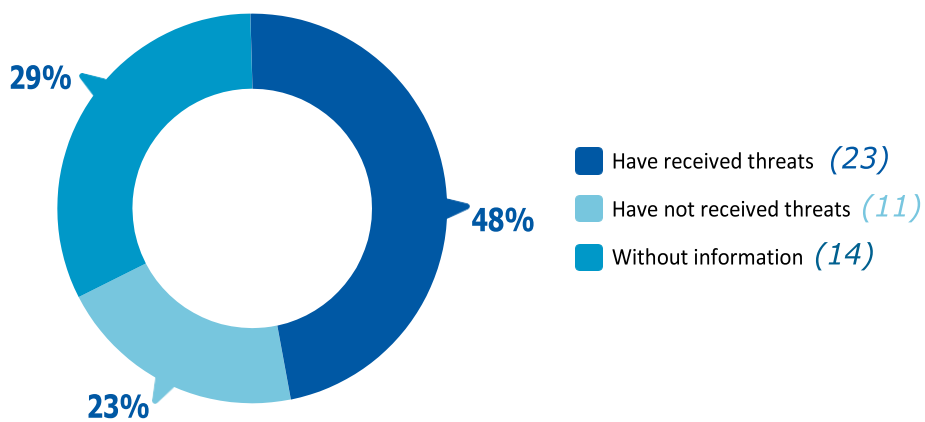
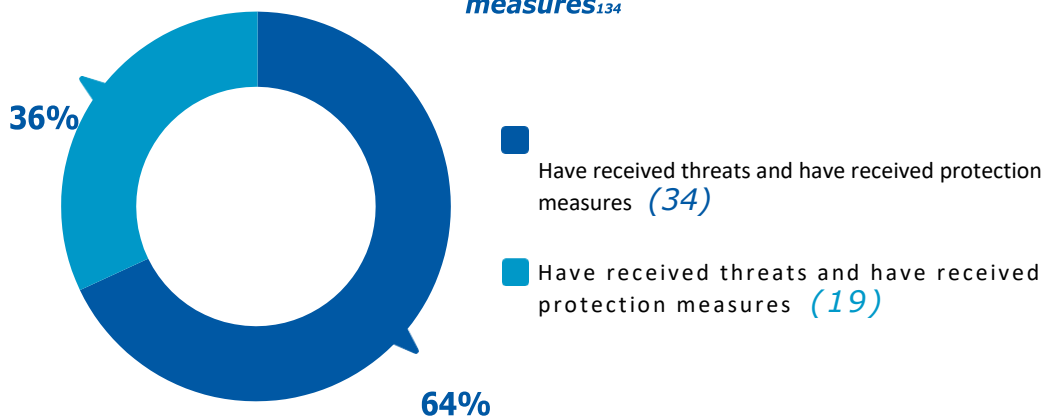


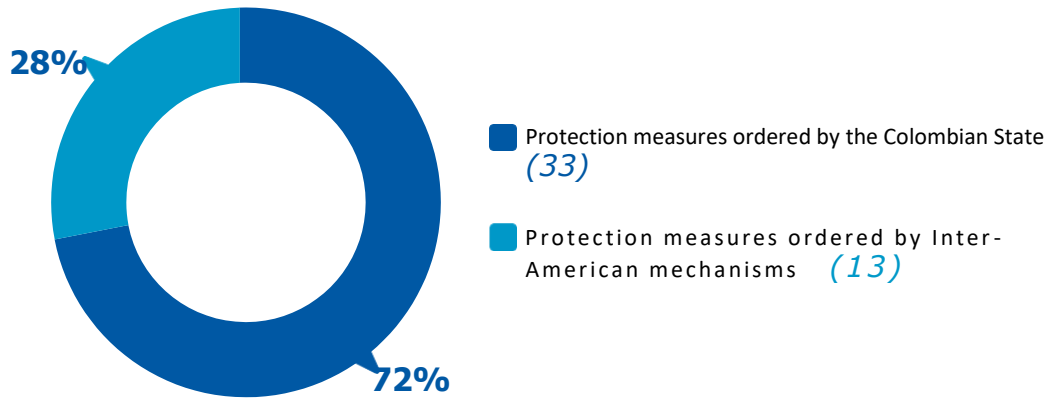
Figure 46:
*FOs and NGOs that have received threats and who enjoy or enjoyed protection measures*¹³⁴



¹³³ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.eng.doc, question 36.

¹³⁴ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.eng.doc, question 36.

Figure 47:
Instance that has ordered the protection measures¹³⁵



In relation to the FARC, 9 of the participants responded having received threats or attacks, 6 are part of protection schemes, in some cases pending implementation.

¹³⁵ ICMP, Answers to the ICMP Questionnaire.CSI.019.1.spa.doc, question 37.

VIII

Conclusions

Since 1982 when the first family members organization - ASFADDES- was established, to 2019, at least 40 other family members organizations have been established. These organizational processes are the reaction to the various and continuous forms that throughout more than 50 years of armed conflict have resulted in the disappearance of at least 120,000 people.

The vast majority of these organizations are led by women. This central characteristic reflects the impact of the gender condition on the behaviors that result in the disappearance of people and demands the application of adequate approaches in the care of victims, in policies to make effective the rights of families, and in the programs that seek to support civil society leading the work on disappearances.

When analyzing the role and achievements of family organizations, their dual function is denoted: on one hand, serving the immediate and individual interests of each family that conforms them, through the provision of guidance, solidarity, legal representation and assistance. On the other hand, family organizations are also entities of collective action with an impact on the political and social levels, through the claim and visibility, as well as on a structural level, focusing on the development of public policies, legislation and the design of mechanisms that allow locating, identifying, and making effective the rights of families. In memory activities on missing persons, which are central to all family organizations, this double function converges.

Together with 50 other NGOs, the 41 family organizations are collectively present in 31 of the 32 departments of Colombia. Their origin and work at the local level positions them beyond a passive role as central beneficiaries of efforts to account for missing persons, being instead strategic partners of the State to establish bridges of trust and access to communities whose participation is essential so that the location and identification of missing persons is possible.

Its strategic function is particularly important with regard to the collection of information, both for the report of missing persons from FAMILIES who may have never made a complaint or report to a State entity, as well as providing information on the context of the disappearance, which could include essential clues to locate the victims. In this sense, the segregation of information obtained directly from family members, which most family organizations collect, its protection and its systematization and its socialization with the UBPD, is one of the priority tasks that ICMP hopes to support through its Program in Colombia. This essential role and responses to training and technical support needs are also urgent to continue supporting the work of the National Committee for the Search for Missing Persons from FARC.

Family organizations are made up of diverse population groups that are representative of the different forms of victimization of the armed conflict. While at the specific level, organizations emerge especially in response to

a type of localized disappearance (forced disappearance), their solidarity and local demands result in the majority being made up of mixed groups. However, the integration and organization of specific groups less represented in the universe of organizations, such as the FAMILIES of both former combatants and missing members of the public force, migrants, victims of human trafficking, children and adolescents recruited in a forced manner, and the LGTBI population is highlighted as a pending and urgent task.

Financing to family organizations must provide a decent income to those who have transformed the damage to their integrity into a full-time commitment in favor of a more just society, as well as structural funds to cover the operating expenses of the organizations.

At the programmatic level, the priority is to support the expansion of participation bases, allowing them to reach victims who do not have access to justice.

The information resulting from this mapping exercise provides extensive information that shows the degree of professionalization of family organizations. In this sense, the institutional spaces for participation such as the UBPD Advisory Council, the Departmental Round Tables of Forced Disappearance and the Departmental Round Tables of Victims, should be seen as bodies that not only legitimize the institutions, but are also a source of expertise and of substantive contributions. The creation, on one hand, of formal spaces for the FARC to participate in the issue of disappearance, and, on the other hand, of spaces for collaboration between networks, family organizations, are identified as priorities to support the development of civil society.

The enormous workload derived from the responsibilities assumed by family members contrasts with the limited financial and human resources available to them. Although the impact that civil society has had, reflects its creativity and determination, it is urgent that international cooperation renew its commitment to the families of missing persons, and in consultation with them, develop flexible, broad lines of financing appropriate to their potential. This financing must provide a decent income to those who have transformed the damage to their integrity into a full-time commitment in favor of a more just society, as well as structural funds to cover the operating expenses of the organizations. At the programmatic level, the priority is to support the expansion of participation bases, allowing them to reach victims who still do not have access to justice.

In sum, the information resulting from this mapping shows a dynamic and professional society. Similarly, the activities of the National Committee for the Search for Missing Persons from FARC are testimony to the strength of the Peace Agreement and the achievements that its parties have in a concrete way and in the short term if they fulfill their obligations. However, this dynamism is weak, especially given the deterioration of the security environment and the lack of resources to comply with what is agreed in the Agreement. It is the obligation of the State, of the institutions of the Comprehensive System of Truth, Justice, Reparation and Non-Repetition, of the Accompanying Persons of the Agreement and of international cooperation to guarantee with political and financial investment that the mobility, functionality and participation of the victims and of their organizations continue to focus on efforts to account for missing persons. ICMP hopes with this document and especially with its Program in Colombia, in collaboration with family organizations, to contribute towards this mission.

Annexes

ANNEX I: Mapping of Organizations

The lists contained in this annex seek to consolidate the organizations of FAMILIES and other NGOs that ICMP identified as part of the mapping until May 2019. ICMP recognizes that these lists are partial and do not represent the totality of family organization mechanisms. In this regard, ICMP would appreciate receiving additional information or corrections via colombia@icmp.int.



FAMILY ORGANIZATIONS (FOs) ^{136, 137, 138}




	 Year of creation	 Name (in alphabetical order)	 Short name or acronym
1.	1999	Asociación Caminos de Esperanza Madres de la Candelaria	
2.	1998	Asociación Colombiana de Familiares de Miembros de la Fuerza Pública Retenidos y Liberados por Grupos Guerrilleros	ASFAMIPAZ
3.	2016	Asociación Colombiana de Militares Víctimas de Secuestro y Desaparición Forzada	ACOMIDES
4.	2015	Asociación de Desarrollo Integral para las Víctimas Regional Nariño	ADIV
5.	2005	Asociación Familiares Colombia - Línea Fundadora "por los desaparecidos forzosamente"	FAMILIARES COLOMBIA
6.	1982	Asociación de Familiares de Detenidos Desaparecidos	ASFADDES
7.	1996	Asociación de Familiares de detenidos y desaparecidos de Vereda La Esperanza el Carmen de Viboral	
8.	1995	Asociación de Familiares de Víctimas de Trujillo	FAFVIT
9.	2016	Asociación de Familiares y Víctimas de Desaparición Forzada en el Caquetá	FAVIDESC

¹³⁶ las OF Asociación de Familias Unidas por un mismo Dolor (AFUSODO) y la Asociación Nacional de Secuestrados y Desaparecidos Los que Faltan no están listadas, pues al parecer dejaron de existir.

¹³⁷ ICMP recibió referencias sobre las siguientes OF, pero no pudo validar la existencia de la organización ni entrar en contacto con algún representante: Asociación de Mujeres Víctimas de Desaparición forzada del Departamento del Guaviare; Fundación Sobrevivientes Unidos Con un Mismo Corazón; Familiares Víctimas de Cali; y Fundación para la Protección de los Derechos de las Víctimas de Secuestro Desaparición Forzada y Otros Hechos Victimizantes.



FAMILIES ORGANIZATIONS (FOs)

	 Year of their creation	 Name (Original name in alphabetical order)	 Short name or Acronym
10.	2007	Asociación de Mujeres Emprendedoras Unidas por la Paz	
11.	2001	Asociación de Mujeres Víctimas de Desaparición Forzada en Nariño	AMVIDENAR
12.	2014	Asociación de víctimas construyendo país de Ipiales	ASOVICOMPI
13.	2005	Asociación de Víctimas de Crímenes del Estado – Magdalena Medio	ASORVIMM
14.	2015	Asociación de Víctimas de Desaparición Forzada de Nariño	AVIDES
15.	2014	Asociación de Víctimas de Desaparición Luz de Esperanza La Espriella	AFAVIDELET
16.	2004	Asociación de Víctimas de Mompox	
17.	2005	Asociación de Víctimas del Conflicto Armado, Unidos por La Paz	ANDUPAZ
18.	2005	Asociación de Víctimas por la Paz y el Desarrollo	ASVIPAD
19.	2007	Asociación Red de Mujeres rurales Vereda la Y	
20.	1982	Caso Colectivo 82	
21.	1998	Colectivo 16 de mayo	
22.	2001	Colectivo 28 de Febrero	
23.	1997	Comunidad de Paz de San José de Apartadó	
24.	1997	Comunidad de Vida y Trabajo La Balsita	
25.	2017	Corporación de Mujeres Víctimas para la Paz	
26.	2005	Corporación Mujer Sigue mis Pasos	
27.	1988	Familiares de los Desaparecidos del Palacio de Justicia	
28.	2007	Fundación Fair Leonardo Porras Bernal	
29.	2018	Fundación Legados	






FAMILIES ORGANIZATIONS (FOs)

	 Year of creation	 Name (in alphabetical order)	 Short name or acronym
30.	1997	Fundación Nydia Erika Bautista	FNEB
31.	2018	Fundación Víctimas de Estado Desaparición Forzada Derechos Humanos	FOHV
32.	2000	Fundación Yovany Quevedo Lazos De Vida	
33.	2005	Hijos e Hijas por la Identidad y la Justicia Contra el Olvido y el Silencio	H.I.J.O.S.
34.	1998	Liga de Mujeres Desplazadas de Turbaco	
35.	2011	Los que Faltamos	
36.	1999	Madres de la Candelaria – Línea fundadora	
37.	2008	Madres Falsos Positivos de Colombia	MAFAPO
38.	2007	Madres por la Vida de Buenaventura	
39.	2007	Madres y Familiares de Desaparecidas del Meta y Guaviare	
40.	2002	Mujeres Caminando por la Verdad y la Justicia	
41.	2000	Narrar Para Vivir - Organización De Víctimas De Montes De María	

¹³⁸ In the post-mapping period, ICMP identified the families organizations and/or victim organizations working on the issue of Disappearance. The identified organizations are: Entretejiendo voces por los desaparecidos, Familiares Aljure, y la Familia Chimon- ja Coy. Asociación Agroecológica de Víctimas de Puente Blanco; Asociación Resguardo Indígena San Lorenzo; Asociación de mujeres víctimas (ASOMUVIC); Asociación de Víctimas de Guaviare (ASOVIG); Asociación de Cabildo Indígena Zenú y el Comité de Reparación Colectiva de Charras, AFADEPAC - Asociación de Familiares de Desaparecidos del Pacífico Colombiano, Agape por Colombia, AME - Asociación de Mujeres Emprendedoras, Asociación de Víctimas y Sobrevivientes del Nordeste, ASOCONED, Asofavida, ASOVALLE, ASOVICONVID, ASOVISNA, ASOVITOL, ASOVIVE, AVIDESMAYO, Resguardo Indígena Misak - Fundación Soñamos con la Paz, Comunidades Eclesiales de Base, CORFUPAZ, Corporación Walkiria, Desaparecidos Colombia - Huellas de Cristal, FUNDAMANÁ, Desde Adentro, Fundación Carlos Pizarro, ASODEPLAZCA - Asociación de Desplazados de Cáceres, Corporación para el Desarrollo del Oriente "Compromiso", Corporación Retoños, Corporación para la Vida, Paz y Desarrollo Sostenible, Corporación Nuevo Arco Iris, AMAPADIC - Asociación de Madres en Acción por la Paz y el Desarrollo Integral del Guaviare, Entretejiendo voces por los desaparecidos, Fundación MURU, Fundación Nuevo Abril, Mujeres del Plantón Urabá, Consejo Provincial de Paz del Oriente, Amor Oriente, Resguardo Cañamomo Lomaprieta, ASOCODEAR - Asociación Comunitaria de Desplazados de Armenia, Consejo Departamental de Mujeres del Quindío, Voces Unidas Exigiendo Justicia, Madres por la Vida de Yarumal, Madres por la Vida de San José de la Montaña, Resguardo Yaberaradó, Asociación de Víctimas de Granada, Organización de Víctimas de Caucasia, FUNDESC - Fundación para el Desarrollo Educativo, Social y Cultural, UMD - Unión de Mujeres demócratas, ASOMUPCAR - Asociación de mujeres productoras de cárnicos del Caquetá, ASOYRURAL, ASOMUDESCA, Comité de Memoria Histórica del Castillo, Mujeres Cumare por la paz y la reconciliación, Fundación Nueva Vida y Esperanza, Organización de Víctimas de San Francisco, Organización AFRO CHALAN, Organización Motor y Superación, GEMPREN - Asociación Gente Emprendedora, Asociación Reencontrarnos con Nuestros Seres Queridos, Grupo Europa de Familiares de Desaparecidos, Lorenzo Rúa Tejera, Asociación de Mujeres y Hombres de Triana, Human Right Everywhere, Semillas de Memoria, ASODESE - Asociación de desplazados de Sevilla, FUNDESCODES - Fundación Espacios de Convivencia y Desarrollo Social, Corzovipaz, Corporación Proyecto Des, ACIPESID, La Mano de Dios, VIALSI - Organización Promotora en Gestión Social para las Víctimas del Alto Sinú, Fundación Sociocultural Fanfarria Caribe, Buscando Amigos, Mujeres al Progreso, Fundación Progreso y Desarrollo, MUVIPAZ - Fundación Mujeres Víctimas por la Paz, OMI - Organización Multicultural de Integración y D.H. Vasteras / Grupo de Suecia, Comité de Memoria Sintagrim, ORVIDA, Resguardo Indígena San Marcelino, Sobrevivientes Victoriosas, Tejiendo Memorias



NGOs AND PLATFORMS 139, 140

 Year of creation	 Original Name (in alphabetical order)	 Short name or acronym
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1.		Asociación Colombiana de Víctimas del Conflicto Armado "La Nueva Esperanza"	ACOVINES
2.	2013	Asociación Otras Voces	
3.	1972	Centro de Investigación y Educación Popular	CINEP
4.	2014	Colectivo AgroArte - Exposición Cuerpos Gramaticales-	
5.	198	Colectivo de Abogados José Alvear Restrepo	CCAJAR
6.	2010	Colectivo Lluvia de Orión	
7.	2010	Colectivo Psicosocial Colombiano	COPSIC
8.	2008	Colectivo Sociojurídico Orlando Fals Borda	COFB
9.	1988	Comisión Colombiana de Juristas	CCJ.
10.	1988	Comisión Intereclesial de Justicia y Paz	CIJP
11.	1985	Comité Cívico por los Derechos Humanos del Meta	
12.	1973	Comité de Solidaridad con los Presos Políticos	CSPP
13.	2013	Comité Memoria y Reparación Víctimas de El Castillo (Meta) / Misión Claretiana Medellín del Ariari	
14.	1979	Comité Permanente por la Defensa de los Derechos Humanos - Permanent Committee for the Defense of Human Rights	CPDH
15.	2010	Coordinación Colombia Europa Estados Unidos - Mesa de Trabajo Sobre Desaparición Forzada	CCEEU - MTDf
	Platform		
16.	2006	Corporación Centro De Atención Psicosocial	CAPS
17.	2003	Corporación Claretiana Norman Pérez Bello	CCNPB
18.	2001	Corporación Colectivo de Abogados Luis Carlos Pérez	CCALCP
19.	2015	Corporación Construyendo Poder, Democracia y Paz	PODERPAZ
20.	1991	Corporación Fondo de Solidaridad con los Jueces Colombianos	FASOL
21.	1993	Liberty Legal Corporation	CJL






NGOs AND PLATFORMS

 Year of creation	 Name (in alphabetical order)	 Short name or acronym
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22.	2001	Corporación Jurídica Yira Castro	CJYC
23.	2008	Corporación Manos por la Paz	
24.	2008	Corporación para el Desarrollo Regional	CDR
25.	1993	Corporación para la Defensa y Promoción de los Derechos Humanos Reiniciar	REINICIAR
26.	2017	Corporación Plural	
27.	2007	Corporación por la Defensa de Derechos Humanos Caguán Vive	
28.	2015	Corporación Red Departamental de Defensores de DDHH	
29.	1987	Corporación Regional para la Defensa de los Derechos Humanos	
30.	2018	Corporación Rosa Blanca	
31.	2018	Legal Solidarity Corporation	CSJ
32.	1993	Corporación Vínculos	
33.	2004	DHColombia – Red de Defensores y Defensoras de Derechos Humanos	DHColombia
34.	2004	Equipo Colombiano Interdisciplinario de Trabajo Forense y Asistencia Psicosocial	EQUITAS
35.	2015 Platform	Federación Colombiana de Víctimas de las FARC	FEVCOL
36.	2002	Fundación Desarrollo y Paz - Nariño	FUNDEPAZ
37.	2000	Fundación Guagua por los Desaparecidos	
38.	2017	Fundación Hasta Encontrarlos	
39.	2014	Fundación Human Rights Memory	
40.	2008	Fundación Humanitaria Manos Unidas por Colombia	FHUMUCOL



NGOs AND PLATFORMS ^{139, 140}

 Year of creation	 Name (in alphabetical order)	 Short name or acronym	
41.	2018	Fundación para la protección de los Derechos de las Víctimas	FUNVIDES
42.	2018	Fundación para la Reconciliación	
43.	2018	Fundación Paz y Reconciliación	PARES
44.	2018	Fundación Paz y Reconciliación por Colombia	PAZYRECOL
45.	2015	Fundación por la defensa de DDHH y DIH en el Oriente y Centro de Colombia	DHOC
46.	1991	Fundación Progresar Capítulo Norte de Santander	
47.	1991	Fundación Sol y Tierra	
48.	2011	Fundación Tejidos del Viento	
49.	2002	Fundación Tierra Patria	
50.	2000	Grupo Interdisciplinario por los Derechos Humanos	GIDH
51.	2005 Platform	Movimiento Nacional de Víctimas de Crímenes de Estado	MOVICE
52.	2009	Movimiento Ríos Vivos Antioquia	
53.	2000	Red Nacional de Mujeres Excombatientes de la Insurgencia colombiana	
54.	2009 Platform	Ruta Pacífica de las Mujeres	

¹³⁹ This partial list excludes the following groups: Colombian NGOs specialized in psychosocial support, protection, security or other areas that provide assistance to families organizations but whose area of expertise is not direct or exclusive to the issue of disappearance; International NGOs that, although their mandate is focused on the issue of disappearance, are not of Colombian origin (even though they may be registered within Colombia); International NGOs that, without having a presence in Colombia, work and centrally support Colombian NGOs or FOs, despite not having a specialization in the issue of disappearance; Universities whose study programs devote significant resources to the issue of disappearance and provide spaces for reflection for the work of NGOs and FOs; Entities of a non-secular nature or with direct ties to religious entities working on the issue of disappearance; other entities that do not work directly on the issue of disappearance but that by their ties with communities or related issues are essential partners of the FAMILIES of disappeared persons, including trade or communal associations, organizations dedicated to the construction of peace, or of other types of victimization other than disappearance; and the media, which, despite being private or public sector entities, are an essential partner for civil society and for families organizations.

¹⁴⁰ The following NGOs are not included in this list because they ceased to exist: País Libre (created in 1991), Fundación Víctimas Visibles and the Colombian Team of Forensic Anthropological Investigations (ECIAF).

ANNEX II: Organizations with whom the Family Organizations and NGOs collaborate

In the mapping process, the organizations interviewed made reference to a number of allies. Annex II seeks to recognize, on behalf of the organizations interviewed, said allies, noting the caveat that this list represents only the entities mentioned by the organizations interviewed.

NGOs and other civil society organizations:

- Asociación de Desplazados de Ocaña
- Asociación Nacional de Ayuda Solidaria
- Asociación Nacional de Trabajadores del Sistema Judicial Colombiano
- Asociación Nacional de Usuarios Campesinos
- Asociación Regional de Víctimas de la Violencia del Terrorismo del Estado en el Magdalena Medio
- Casa Divina de la Providencia
- Central Unitaria de Trabajadores
- Centro de Desarrollo Regional
- Comité de Impulso y Acciones de Memoria de la Comuna 13
- Corporación Región
- Cumbre Mujeres y Paz
- Escuela Nacional Sindical
- Fundación Frank Weber
- Fundación Mi Sangre
- Fundación para la Libertad de Prensa
- INDEPAZ (Instituto de Estudios para el Desarrollo y la Paz)
- Movimiento Social de Mujeres
- Mujeres Caminando por la Verdad
- ONIC (Organización Nacional de Indígenas de Colombia)
- Organización PAIROS
- Red de Alianza de Mujeres Tejedoras del Putumayo
- Red Llano y Selva
- Red Nacional de Lugares de Memoria
- Red Prodepaz

NGOs related with protection topycs :

- Colectivo Ansur
- Front Line Defenders
- Humanidad Vigente
- Peace Brigades International
- Peace Watch
- Programa Somos Defensores
- SWEFOR (Swedish Fellowship for Reconciliation)

International NGOs:

- Amnistía Internacional
- ASF Canadá (Avocats sans Frontières Canadá)
- Médicos Sin Fronteras

Academic entities:

At an academic and research level, organizations report having maintained relationships in different moments with the Universities such as:

- Pontificia Universidad Javeriana
- Universidad Católica
- Universidad de Antioquia
- Universidad de la Amazonía
- Universidad de los Andes
- Universidad del Valle
- Universidad Distrital de Bogotá
- Universidad Externado
- Universidad Nacional de Colombia
- Universidad Pedagógica
- Universidad Santo Tomas

State Institutions:

In addition to the institutional mechanisms for participation, at the government and state level, family organizations and NGOs report having relationships with the following institutions:

- High Council for Human Rights of the Presidency of the Republic
- Peace and Reconciliation Memory Center
- National Center of Historical Memory.
- National Search Commission
- Congress of the Republic through some Representatives to the House and Senators with whom they have had a relationship
- Ombudsman
- Office of the Attorney General of the Nation, in specific cases with the GRUBE of the Justice and Peace Unit

- National Institute of Legal Medicine
- Departmental Round Table on Forced Disappearance in Nariño, Norte de Santander, Meta,
- Municipal and Departmental Road Tables of Victims
- Territorial Round Tables of Guarantees for Human Rights Defenders
- Ministry of Justice and Law
- Ministry of the Interior
- Museum House of Memory of Medellín
- Office of the High Commissioner for Peace
- Municipal public defender's office
- Public Defender's Office
- National Registry
- Security forces responsible for human rights
- Human Rights Secretary of the Municipal Mayors (case of Medellín, Cali, Bogotá, Florada, Pradera, Jamundí, Santa Marta, among others)
- Human Rights Secretariat of the Departmental Governments (Cases of Meta, Nariño, Valle, Antioquia, among others)
- District Secretary for Women, and
- Victims Unit

International Entities:

The organizations interviewed report having a relationship with the following international entities with presence in Colombia:

- ICRC (International Committee of the Red Cross)
- The different representations of the diplomatic corps accredited in Colombia, with specific mention of the Embassies of Germany, Canada, France, Ireland, Spain, the United States, France, Norway, the Netherlands, the United Kingdom, Sweden and Switzerland
- GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit)
- UN Verification Mission to the Peace Process
- Office of the UN High Commissioner for Human Rights
- United Nations Development Program
- Delegation of the European Union in Colombia

The organizations interviewed report having a relationship with the following international entities that do not have a presence in Colombia:

- The UN Committee on Forced Disappearances and
- The UN Working Group on Forced Disappearances
- The IACHR, frequented to follow up on Precautionary Protection Measures, Cases presented that are being processed before the Inter-American Court, cases that are already before the Inter-American Court and are being followed up on them until Sentences against the State are obtained.
- The ICC (International Criminal Court) with whom there is exchange of information.

About ICMP

ICMP is an international organization established by international treaty, based in The Hague, Netherlands. Its mandate is to ensure the cooperation of governments and of others in locating and identifying persons who have disappeared from conflicts, human rights abuses, disasters, organized crime, irregular migration and other causes, and to guarantee the participation of family members and of other organizations in the efforts to account for missing persons. ICMP is the only international organization tasked exclusively to work on the issue of missing persons.

Over the past 23 years, ICMP has assisted more than 40 countries in addressing the problem of missing persons, including support to develop legislation and institutions; supporting governments in the excavation of more than 3,000 mass and clandestine graves using advanced forensic techniques and pioneering the use of modern DNA techniques and advanced data systems to help locate and identify missing persons to a standard that enables families to protect their rights. ICMP is best known for its work in the Western Balkans where it helped countries in that region to identify more than 70% of the 40,000 people missing in the conflicts of the 1990s, including nearly 90% of the 8,000 victims of the Srebrenica genocide in 1995.

ICMP is a companion to the Colombia Peace Agreement in relation to the issue of missing persons in point 5 of the Agreement and within point 6, and has been operating a Program in Colombia since 2019 that focuses on technical assistance to state institutions mandated to account for missing persons, including the Unit for the Search of Missing Persons, as well as to promote the participation and development of the civil society.

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International Commission on Missing Persons

