

COLOMBIA



# National Statistical Breakthrough in Measuring Progress Towards Durable Solutions for Colombia's Internally Displaced Persons

Case Study • May 2026

This case study, developed by JIPS with contribution from UNDP Colombia, highlights the broader and longer-term benefits of JIPS' support to Colombia in 2024–2025, advancing durable solutions for internally displaced persons (IDPs). Importantly, it contributed to the Government of Colombia's effort to design a first-of-its-kind national framework to monitor progress towards durable solutions for IDPs. The measure combines analysis of local conditions with measurement of IDPs' progress across internationally recognized criteria.

Colombia has long been a global reference point in responding to internal displacement. Since adopting its first law on internal displacement in 1997<sup>1</sup>, the country has steadily built a strong legal and institutional architecture to recognize victims of armed conflict and uphold their rights. These investments have enabled Colombia to document the scale of displacement and understand the demographic profiles and living conditions of affected populations.

Yet, displacement in Colombia is not only large-scale; it is also protracted, structural, and increasingly urban. As of October 2025, more than 9 million people – over 17 per cent of the national population – were registered as internally displaced<sup>2</sup>. Many continue to face entrenched poverty and inequality, systemic marginalization and exclusion, repeated victimization, psycho-social trauma, and new forms of violence that undermine social cohesion. Against this backdrop, advancing durable solutions has remained a complex, long-term challenge.

1 [Ley 387 de 1997: Decreta Nacional del Desplazado y de la Responsabilidad del Estado](#)

2 Single Registry of Victims (RUV) managed by the Unit for the Attention and Integral Reparation of Victims (Victims' Unit).

## A decisive policy shift toward durable solutions

In December 2025, the Government of Colombia took a major step forward by approving the **National Policy for Durable Solutions for Victims of Forced Displacement**<sup>3</sup> put forward by the National Council for Economic and Social Policy (CONPES by its acronym in Spanish). This landmark policy establishes an ambitious 10-year framework (2026 – 2035) to move from emergency humanitarian assistance toward sustainable, long-term solutions.

Led by the national government the Policy mobilizes 24 public institutions, including the Victims' Unit and the Department for Social Prosperity. It defines 66 concrete actions across four pillars – adequate standards of living, access to livelihoods, restoration of housing and land, and social cohesion and participation – to be implemented in 275 municipalities across 28 departments that host approximately three-quarters of Colombia's internally displaced population.

By embedding displacement within national development planning, the Policy ensures that IDPs are not only supported to meet immediate needs but are also provided with a coherent pathway to rebuild their lives and exercise their rights on an equal footing with other citizens.



“Institutional, socioeconomic, cultural, participatory, and revictimization barriers persist, limiting the displaced population’s ability to rebuild their lives, restricting their autonomy vis-à-vis the State, and hindering their sustainable integration into their settlement areas. Among the main causes associated with institutional barriers are weak cross-system coordination, fragmentation among different levels of government, and low capacity for managing and generating information on the displaced population.”

– National Policy for Durable Solutions for Victims of Forced Displacement (CONPES, Dec 2025, translated from Spanish)

## From policy commitment to an official statistical mandate

A significant innovation of the National Policy for Durable Solutions is its strong emphasis on data and accountability. For the first time, Colombia formally mandates its national statistical system to produce official statistics on progress toward durable solutions for IDPs.

<sup>3</sup> Documento CONPES 4180 (Dec 2025): [Política de Soluciones Duraderas para Víctimas de Desplazamiento Forzado](#). Also see: Departamento Nacional de Planeación (31 Dec 2025), [El Gobierno del Presidente Petro le cumple a las víctimas: aprobado el CONPES de Soluciones Duraderas](#).

Specifically, the Policy assigns the [National Administrative Department of Statistics \(DANE\)](#) – in co-leadership with the Victims' Unit – to establish a [Sectoral Statistical Committee on Forced Displacement](#). This institutional arrangement marks a historic shift: Measuring durable solutions becomes a core function of official statistics, rather than a parallel or ad-hoc exercise.

The Policy further leverages Colombia's existing and well-established data infrastructure, including the Single Registry of Victims<sup>4</sup> (RUV, for its acronym in Spanish), while calling for strengthened data quality, harmonization across government systems, and area-based approaches. Central to this vision is the development of a [national monitoring framework](#) capable of tracking progress over time toward durable solutions.

## A first-ever national measure on solutions for IDPs, grounded in official statistics

The development of this national measure was led by the Government of Colombia and supported by a broad coalition of UN agencies and mechanisms, including UNDP, UNHCR, UN-Habitat, IOM, the UN Resident Coordinator's Office, the Internal Displacement Solutions Fund (IDSF), and the UN Multi-Partner Trust Fund Office. [JIPS contributed targeted technical support](#), particularly to the design of the indicator framework and methodology for measuring progress toward durable solutions using existing official statistics.



| Criterio Macro (RSC)                                                                   | Sub-criterio (RSC)       | Indicador Soluciones Duraderas                       | Tipo de indicador                             |
|----------------------------------------------------------------------------------------|--------------------------|------------------------------------------------------|-----------------------------------------------|
| Seguridad personal y jurídica                                                          | Victimas de la violencia | Tasa de homicidios                                   | Posicional                                    |
|                                                                                        |                          | Tasa de desaparición forzada                         | Posicional                                    |
|                                                                                        |                          | Tasa de delitos sexuales                             | Posicional                                    |
|                                                                                        | Libertad de circulación  | Tasa de secuestro                                    | Posicional                                    |
| Nivel de vida adecuado                                                                 | Mecanismos de protección | Número de delitos reportados, arrestos y estructuras | Contexto                                      |
|                                                                                        |                          | Exceso y déficit de lluvias                          | Contexto                                      |
|                                                                                        | Seguridad alimentaria    | Pobreza monetaria (grupos)                           | Posicional                                    |
|                                                                                        |                          | Experiencia de seguridad alimentaria                 | Posicional                                    |
| Nivel de vida adecuado                                                                 | Refugio y vivienda       | Mortalidad por desastres                             | Posicional                                    |
|                                                                                        |                          | Deficiencias de vivienda                             | Posicional                                    |
|                                                                                        |                          | Atención a salud                                     | Posicional                                    |
|                                                                                        | Servicios médicos        | Cobertura de vacunación                              | Posicional                                    |
| Nivel de vida adecuado                                                                 | Educación                | Reversión en acceso de salud                         | Posicional                                    |
|                                                                                        |                          | Tasa de matrícula                                    | Posicional                                    |
|                                                                                        |                          | Tasa de deserción escolar                            | Posicional                                    |
|                                                                                        |                          | Cobertura de educación media                         | Posicional                                    |
| Medios de subsistencia                                                                 |                          | Calidad de la educación por niveles                  | Posicional                                    |
|                                                                                        |                          | Tasa de empleabilidad                                | Posicional                                    |
|                                                                                        |                          | Tasa de desempleo                                    | Posicional                                    |
|                                                                                        |                          | Seguridad económica                                  | Pobreza monetaria                             |
| Mecanismos efectivos y accesibles para restituir la vivienda, la tierra y la propiedad |                          | Recuperación de la propiedad e indemnización         | Por definir                                   |
|                                                                                        |                          | Acceso a la documentación                            | Tasa de expedición de documentos de identidad |
|                                                                                        |                          | Reintegración familiar                               | Reintegración voluntaria                      |
|                                                                                        |                          |                                                      | Por definir                                   |
| Participación en los asuntos públicos en la comunidad                                  |                          | Asamblea pública                                     | Por definir                                   |
|                                                                                        |                          | Derecho de voto                                      | Tasa de votación en elecciones municipales    |
|                                                                                        |                          | Derecho a trabajar en la administración pública      | Por definir                                   |
|                                                                                        |                          | Acceso a recursos efectivos y a la justicia          | Vías de recurso y justicia                    |

| Criterio              | Sub-criterio                              | Indicador Soluciones Duraderas                                                               | Tipo de indicador |
|-----------------------|-------------------------------------------|----------------------------------------------------------------------------------------------|-------------------|
| Capacidad territorial | Capacidad de atención                     | Recursos disponibles de atención                                                             | Contexto          |
|                       | Capacidad de ejecución                    | Capacidad de ejecución del plan de atención                                                  | Contexto          |
|                       | Inversión en PDI                          | Inversión en población desplazada                                                            | Contexto          |
|                       | Planificación territorial                 | Plan de ordenamiento territorial actualizado                                                 | Contexto          |
| Infraestructura       | Capacidad administrativa para atender PDI | Planes y programas institucionales de atención                                               | Contexto          |
|                       |                                           | Funcionarios designados para atención PDI                                                    | Contexto          |
|                       | Infraestructura salud                     | Cobertura institucional prestadora de salud y emergencias                                    | Contexto          |
|                       | Infraestructura educación                 | Cobertura de instituciones educativas                                                        | Contexto          |
| Entorno Social        | Servicios públicos                        | Cobertura en abastecimiento                                                                  | Contexto          |
|                       |                                           | Cobertura en energía eléctrica                                                               | Contexto          |
|                       | Concentración de la tierra                | Concentración (Gini)                                                                         | Contexto          |
|                       | Pasión desplazamiento forzado             | Concentración de población desplazada que no ha regresado voluntariamente al lugar de origen | Contexto          |
| Confinamiento         | Rango de victimización                    | Índice de riesgo de victimización                                                            | Contexto          |
|                       |                                           | Tasa de confinamiento por número de hechos                                                   | Contexto          |

Proposed national framework and methodology for monitoring durable solutions for IDPs in Colombia.

The measure builds on Colombia's own policy and legal foundations, including the [national measure for overcoming displacement-related vulnerabilities](#) established under the Victims' Act (2011); and the [rights-based monitoring framework](#) developed with the Constitutional Court since 2004. It is also firmly anchored in international standards and guidance, notably the

- The RUV is the central administrative data source as it contains information on persons who have suffered a victimising event (including forced displacement) as a result of the armed conflict, and who have declared these events to the State. The Victims' Unit has been working to integrate the RUV with other state sources of information, namely the Great Integrated Household Survey (GEIH) and the 2018 National Population and Housing Census (NHPC), to generate a more comprehensive understanding of victims' sociodemographic and economic conditions. Law 1448 further created the National Information Network (RNI) to strengthen the interoperability, traceability and efficient flow of information on victims held by each of the entities of the National System of Attention and Integral Reparation for Victims (SNARIV).

### JIPS' engagement since 2012 in support of Colombia's vision

JIPS has supported Colombia's displacement data and solutions agenda since 2012, accompanying government-led efforts over more than a decade of policy, institutional, and statistical development. Throughout this period, Colombia has made substantial state investments in legal, policy, and data systems—particularly following the adoption of Law 1448 (the Victims' and Land Restitution Law).

Within this nationally driven process, JIPS has provided sustained technical accompaniment focused on profiling, vulnerability analysis, and strengthening administrative and statistical systems to support evidence-based decision-making. In parallel, JIPS has worked closely with the Victims' Unit in international, multi-stakeholder initiatives, helping ensure that Colombia's experience informs – and is reflected in – emerging global standards.

These joint efforts contributed significantly to the Interagency Durable Solutions Indicator Library, led by the UN Special Rapporteur on the Human Rights of IDPs and coordinated by JIPS, as well as to the work since 2016 of the Expert Group on Refugee, IDP, and Statelessness Statistics (EGRIS). This long-term engagement has helped position Colombia not only as a national leader, but also as a global contributor to good practice on displacement statistics and durable solutions.

[International Recommendations on IDP Statistics \(IRIS\)](#) and the [IASC Framework on Durable Solutions for IDPs](#), as well as the [Interagency Durable Solutions Analysis Guide and Indicator Library](#) and the [UNDP-JIPS framework](#) for development-oriented solutions measurement.

The resulting tool introduces an innovative, two-layered approach:

- A **municipal-level context assessment**, capturing local conditions that enable or constrain durable solutions; and
- A **population-level analysis**, tracking individual progress across the eight internationally recognized criteria for durable solutions.

Together, these components allow Colombia to assess not only outcomes for IDPs, but also whether institutions and territories are equipped to sustain solutions over time.

## From innovative public policy to guiding investments, strengthening institutions, and accelerating solutions

Colombia's National Policy for Durable Solutions and its monitoring framework are innovative in several important ways:

### A national solutions measure to systematically monitor progress for IDPs

The Policy provides for the **first national instrument of its kind worldwide** that enables a government to systematically measure progress toward durable solutions for IDPs using **official statistics**. By relying on existing data sources and established indicators – including those linked to the **Sustainable Development Goals (SDGs)** –, the framework elevates national systems and reduces reliance on costly, standalone surveys or parallel data collection mechanisms.

Crucially, the framework combines **individual-level outcomes with contextual analysis**. Indicators span personal safety, adequate living standards, livelihoods, education, health, participation, access to justice, and territorial conditions such as infrastructure, administrative capacity, and victimization risks. This makes it possible to:

- Track changes in IDPs' living conditions over time;
- Identify persistent rights deprivations and protection risks;
- Compare outcomes between IDPs and non-IDPs living in the same areas; and
- Assess whether local institutions and territories are conducive to sustaining durable solutions for both IDPs and host communities.

These insights provide a powerful evidence-base to better target public investments, strengthen territorial planning, and promote inclusive development that truly leaves no one behind.



### A participatory, government-led design process

Both the National Policy for Durable Solutions and its monitoring framework were developed through a highly participatory, government-led process engaging diverse national institutions throughout 2025, including the Victims' Unit, the National Planning Department, the National Statistical Office, and other sectoral entities alongside international supporting actors.

JIPS and UNDP supported this process by facilitating a **series of technical roundtables** that brought together government counterparts and UN agencies. These exchanges were instrumental in advancing the process from reviewing data sources, to validating indicators, and consolidating methodological choices into a shared framework.

The resulting monitoring system uses official government data to compare IDPs' access to rights with that of the general population and understand remaining barriers, including contextual factors. It applies standard development metrics while ensuring alignment with national planning instruments, thus enabling regular monitoring over time, with national coverage and subnational disaggregation.

### A global public good, advancing practices & standards

Colombia has established a **robust and comprehensive data and statistical ecosystem**. It provides comprehensive information on all key solutions criteria and sub-criteria as per the IASC Frame-

work and the IRIS. This includes indicators that represent a challenge at the global level, such as mortality by malnutrition, victims of kidnapping, or educational outcomes.

At the same time, the recent work on the monitoring framework also **generated critical learning** around the practical challenges of measuring progress towards solutions for IDPs using official statistics. For instance, despite the wealth of data available, it proved challenging to identify suitable indicators and statistical sources to monitor civil rights-focused sub-criteria.

These experiences demonstrate how critical a well-functioning national data and statistical ecosystem is to advance a national environment that is conducive to sustainable solutions. Simultaneously, it highlights the need to advance practice on topics that remain challenging to measure, considering complementary sources and approaches, such as qualitative data and general assessments.

## Institutionalizing change & shaping global practice

Once operational in May 2026, the new Statistical Committee on Forced Displacement will institutionalize a whole-of-government, statistically grounded approach to monitoring the implementation of CONPES 4180 and the broader policy of assistance and reparation to victims of the armed conflict.

The methodological paper accompanying the durable solutions monitoring framework supports these efforts by providing a **preliminary roadmap for taking the tool forward**. Importantly, this could involve further testing and refinement of the indicator list, including consideration of additional contextual or population-level indicators where relevant. It could also entail assessing the readiness and quality of administrative data sources as well as identifying alternative metrics and data sources where national standards do not yet exist. Aggregation into sub-indices or a composite measure, aligned with EGRISS guidance, could also be further explored.



For donors and policymakers, Colombia's experience represents a **unique opportunity to support a system-level transformation with long-term impact**. Investments in this framework will improve the lives of millions of displaced Colombians while generating global public goods – methods, standards, and evidence that other countries can adapt to their own displacement contexts. For humanitarian, development, and peacebuilding actors, this initiative offers a **high-impact entry point** for advancing evidence-based policymaking, territorial and inclusive development, and scalable, globally relevant models for durable solutions.

With its long-standing technical engagement, convening role, and deep experience in displacement data systems, JIPS remains a trusted partner to governments and institutions seeking to build similar national frameworks worldwide. JIPS stands ready to continue to support Colombia's leadership and other countries in shaping the next generation of global guidance and national instruments on measuring progress towards durable solutions to internal displacement for lasting impact.

## Acknowledgement

This case study, developed by JIPS with contribution from UNDP Colombia, highlights the broader and longer-term benefits of JIPS' support to Colombia in 2024–2025 in advancing durable solutions for internally displaced persons (IDPs). Importantly, with assistance from JIPS, UNDP Colombia, and other actors, the Government of Colombia designed a first-of-its-kind national framework to monitor progress towards durable solutions for IDPs. The measure combines analysis of local conditions with measurement of IDPs' progress across internationally recognized criteria.

The framework is an integral part of the newly adopted 10-year National Policy for Durable Solutions (2026–2035), which equally marks a decisive step toward sustainable solutions to internal displacement in the country. While the framework itself is a major achievement, its value lies in the systemic changes it enables.

**Authors:** Corina Demottaz and Oscar Rico, JIPS.

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