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Swiss Cooperation Strategy Colombia 2014 – 2016



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Editorial

Colombia is one of the few countries where Switzerland is implementing three cooperation programmes in a complementary manner in response to the multifaceted challenges prevailing in the country. Whereas the State Secretariat for Economic Affairs (SECO) has developed an economic cooperation programme for Colombia covering the period 2013–2016, the Swiss Agency for Development and Cooperation (SDC) and the Human Security Division (HSD) within the Directorate of Political Affairs have formulated a joint Swiss Cooperation Strategy Colombia 2014–2016 aimed at comprehensively addressing the underlying causes and consequences of the conflict while concerting efforts and enhancing synergies.

The strategy sets out the operational framework as well as the strategic orientation and priorities for Swiss humanitarian aid, sustainable development, human rights and peace cooperation in Colombia. The document has been developed through a consultative process involving the Directorate of Political Affairs and SECO, the Colombian government, and also a whole range of key partners and stakeholders. The comprehensive strategy encompassing the cooperation programmes of both the SDC and HSD incorporates and replaces previous strategy documents.

Swiss Agency for Development and Cooperation
Martin Dahinden
Director General



The present strategy stands for Switzerland's commitment to mitigate the consequences of the long-lasting internal armed conflict, to promote reconciliation and support processes towards sustainable peace in a possible post-conflict scenario. The strategy focuses on three main components, basic services for victims of armed conflict, human security and protection of civilian populations, and strategic partnerships for global solutions.

The cooperation strategy has been developed in line with the Colombian national development priorities, with the strategic orientation set out in the Federal Council's 2013–2016 dispatch to Parliament on international cooperation and the Federal Council's dispatch 2012–2016 on the legal framework governing the Human Security Division's measures relating to civilian peacebuilding and the promotion of human rights.

The Cooperation Strategy Colombia 2014–2016 was approved in June 2013 by the SDC's Board of Directors.

Directorate of Political Affairs
Yves Rossier
State Secretary



Executive summary

The Colombian history of the past fifty years has been marked by armed conflict. Colombia remains a country with very diverse political, social and economic realities and faces within the next years a changing context, characterised by (1) the continuation of armed violence and the corresponding humanitarian consequences for the civilian population combined with decreased visibility; (2) a possible post-conflict phase within the peace process (difficult set-up of agreements, challenging DDR process with possible proliferation of new rearrangements of armed groups); as well as (3) further economic growth based on extractive industries and the continuity of the illicit economy of drug trafficking.

In order to structure cooperation with Colombia that reflects both the different realities faced in Colombia and Switzerland's different priorities, in the spirit of a whole-of-government approach, Switzerland has been developing two complementary cooperation strategies in Colombia. While the State Secretariat for Economic Affairs (SECO) has elaborated a country strategy for 2013–16 covering Switzerland's economic cooperation in Colombia, the Swiss Agency for Development and Cooperation (SDC) and the Human Security Division (HSD) have combined their humanitarian assistance, sustainable development, peacebuilding and human rights programmes in this strategy covering the period from 2014 to 2016.

This strategy is in line with the international principles of **aid and development effectiveness** and is thus aligned with the priorities defined in the Colombian government's **National Development Plan 2010–14** and the **Colombian Strategy for International Cooperation 2012–14**. Simultaneously, the strategy will maintain focus on the complementary role and added value of the international community in areas affected by armed violence.

The **overall goal** of this strategy is to contribute to **mitigating the consequences of armed violence and to promote reconciliation and support processes towards sustainable peace**. The specific pillars of intervention of this joint strategy are the following:

- › **Domain 1: Provide basic services for victims of armed violence**, with the objective of promoting access to basic services such as safe water, housing and food so as to reduce suffering and increase resilience of those populations affected by armed violence.
- › **Domain 2: Strengthen human security and the protection of civilians**, with the objective of supporting a sustainable peace process, strengthening human rights, helping mitigate the effects of armed conflict and other forms of violence.
- › **Domain 3: Strengthen partnerships for global solutions**, with the objective of promoting responsible water management and the respect of human rights in business management.

The total financial resources for the 2014–2016 strategy amount to approximately CHF 42 million, including a reserve of CHF 2.5 million. The funding will be allocated with 81% to humanitarian assistance, 5% to global development cooperation and 14% to the human security programme. Of the total amount 44% will be implemented in domain 1, 50% in domain 2, and 6% in domain 3.

Flexibility in terms of implementation modalities (adaptation of co-funding requirements; contribution to possible peace funds) will be a key strategic implementation principle in order to maintain relevance and focus on impact, to be able to respond to demands in a possible post-agreement phase and adapt to a dynamic and fast changing context.

Internal coordination / whole-of-government approach: Complementarities and operational synergies among Switzerland's activities in Colombia will be reinforced, specifically in the areas of **water management, land restitution/formalisation and corporate social responsibility.**

External coordination / support to alignment and harmonisation: Switzerland supports the development of coordinated country systems aimed at improving efficiency and effectiveness of cooperation. It will also increase advocacy efforts among state institutions and regional spaces.

The implementation of all interventions is based on a **conflict-sensitive programme management approach** with the **transversal themes governance and gender equity.** Special attention is paid to creating sustainable solutions and forms of intervention involving the greatest possible participation of communities in the identification of various needs and priorities. Switzerland continues its contributions in terms of funding and secondments to its **bi- and multilateral partners and funds.** Direct actions and **public-private partnership** models are actively promoted and **more emphasis will be placed in working with state institutions at local level.**

The **monitoring** of the cooperation strategy is in accordance with the institutionally defined framework and instruments on the basis of the results framework. **A mid-term review** will be conducted in 2015, primarily to define the future undertakings of Swiss cooperation in Colombia. Scope, timing and modalities will depend among other things on the context and institutional development of Swiss cooperation in Colombia.

1. Background and country context

The past 55 years of Colombia's history can be divided into **four periods**¹ which all have been marked by different types of conflicts rooted in political exclusion, social inequities, land concentration and weak presence of the state in the regions.

The **first** of these periods, from 1958 to 1981, covered the transition from **bipartite violence** between conservatives and liberals which was followed by the **creation of different left-wing guerrilla groups** such as the FARC, ELN, EPL or M-19, demanding better involvement of the (mostly) rural population in the political and economic system. As a reaction to these armed movements, and in line with the geopolitics of the Cold War, **right-wing self-defense groups started** to operate in the beginning of eighties.

During the **second** period, from 1982 to 1995, drug trafficking and the **war against the drug cartels** on one hand and the simultaneity of the **first attempt of peace and demobilisation processes with the guerrillas**, and the FARC's push for the military option on the other hand led to the **strengthening** of right-wing self-defense groups as well as to socio-political mobilisation which culminated in the **new Constitution of 1991** replacing the Charter of 1886. **Additionally, the opening up of the economy** (trade liberalisation, labour and financial sector reforms) and fiscal decentralisation policies were introduced at the beginning of the 1990s.

The **third** period, from 1996 to 2002, was characterised by an **economic crisis** in the late nineties as well as simultaneous **further expansion of the guerrilla and right-wing self-defense groups**, increased activity of **armed conflict** with incidents of massacre, internal displacement, forced disappearance, gender based violence and child recruitment, as well as the extermination of left-wing po-

litical movements by the self-defense groups which merged in 1997 into the "Autodefensas Unidas de Colombia" (AUC). While a **new attempt to seek a negotiated solution to the armed conflict** between the government and the FARC-guerrilla failed, the AUC managed to control significant parts of local, regional and even national politics.

The **fourth** period, from 2003 to 2010 was dominated by the "democratic security" policy which included the continuation of a **further economic opening** and the **rearrangement of the armed conflict** by seeking a military solution to the conflict with the guerrillas and the demobilisation of the AUC structure. The reinforced counter-insurgency weakened but did not defeat the guerrillas. In parallel, as of 2005, the **AUC was demobilised** in the framework of the Justice and Peace Law. However, parts of former AUC structures violently reorganised into **new post-demobilisation armed groups (PDAG)** which are highly fragmented, volatile, and strongly permeated by drug trafficking.

After eight years of "democratic security" policy, the overall current political context changed in August 2012, with the launch of a **negotiation process** aimed at formally ending the conflict with the FARC guerrillas². This announcement took place in a changing context, characterised by:

- › the explicit recognition of a non-international armed conflict in Colombia which, according to the Historical Memory Centre, has killed 180,000 civilians and 40,000 fighters since 1958;

¹ Historical review based on the Report "Basta Ya! Colombia: Memorias de Guerra y Dignidad", published in August 2013 by the Centro Nacional de Memoria Histórica.

² The "General Agreement for the Termination of the Conflict and the Construction of a Stable and Lasting Peace" outlines six negotiation topics: (1) agrarian development policy; (2) political participation; (3) end of the conflict; (4) solutions to the problem of illegal drugs; (5) victims; (6) set-up, verification, endorsement.

- › significant **legislative initiatives** aimed at setting the conditions for a **durable conflict settlement** (e.g. Legal Framework for Peace; Victim's and Land Restitution Law 1448) and;
- › **integrative government policies** aimed at progressively improving Colombia's position both politically and economically at the regional and global levels.

The negotiation process has been received positively by large sectors of society, and has international support. Nevertheless, it is not supported by some political sectors opposed to the government. Although the ELN is also supposed to participate at some point, there are still various obstacles to the extension of the talks to this guerrilla group.

The outcomes of the negotiation process remain uncertain and will have a strong influence on Colombia's political and socio-economic future. With the next elections in 2014 (legislative and presidential) and 2015 (election of departmental and local authorities), changes to government policy and local political dynamics are possible, given potential political participation by the guerrilla(s). However, an important reconfiguration of the political scenario is unlikely. **Weak connections** between the **strong national government system** and **regional and local governments** remain important factors in terms of the resolution of regional political and conflict dynamics.

Even though the economic and social context has been slowly **improving** in recent years, Colombia remains a country with one of the highest degrees of inequality worldwide. Relatively sound fiscal management, moderate inflation, and a high level of foreign direct investment, including from Swiss-based companies, has resulted in significant growth figures. Colombia has positioned itself as an upper-middle income country and has also been profiling itself on international markets through agreements on economic integration signed by Colombia with the USA, Canada, South Korea, Switzerland (EFTA) and currently being finalised with the European Union.

However, growth drivers are mainly focused on the **mining and energy sectors**, thereby affecting the competitiveness of all the other sectors of the economy and threatening not only economic diversification but also the environment. In addition, despite the government's ambitious national development plan 2010–2014, long-term structural challenges remain to be addressed, such as poor transport infrastructure, low productivity factors, and a highly concentrated land ownership structure³, all of which

³ According to the UNDP, 1.15% of Colombia's population owns 52% of the country's land.



have led to pervasive informality and a highly **unequal income distribution structure**⁴.

Poverty levels according to national statistics fell between 2002 and 2009 from 49.7% to 37.2% and extreme poverty declined from 17.7 to 12.3%⁵. Colombia's progress in reducing poverty falls far below the performance of regional peers, with poverty levels – especially **in rural areas** – remaining relatively high given the country's income per capita. However, in 2012 poverty stood at 32.7% and the multidimensional poverty index (MPI)⁶ at 27%⁷.

In terms of the humanitarian and human rights context, the different post-demobilisation armed groups that rearmed after a controversial AUC demobilisation process, drug trafficking and illegal mining have created insecurity. In the short term possible difficulties in the implementation of the peace agreement due to the scarce presence of

⁴ World Bank: Gini-coefficient for Colombia (2010): 0.559, the highest in South America

⁵ It is to be noted that the Colombian government introduced a new poverty index methodology in 2011, taking into account multidimensional aspects of poverty.

⁶ According to the UNDP, "the Multidimensional Poverty Index (MPI) identifies multiple deprivations at the individual level in health, education and standard of living. Each person in a given household is classified as poor or non-poor depending on the number of deprivations his or her household experiences. This data are then aggregated into the national measure of poverty".

⁷ Report to Congress (2012).

state institutions in many rural (conflict) regions, the potential reluctance of some FARC members to lay down arms or conflicts arising in the context of land restitution processes will **maintain armed violence at high levels**, creating further threats for human rights defenders, land claimants or social leaders and leading to new internal displacement and other forms of violation of human rights and international humanitarian law (among others summary execution, disappearance, sexual violence, forced recruitment of persons under 18 years and mine victims). The possible signature of a peace agreement might have the adverse effect of **reducing the attention** paid to the persisting difficult humanitarian and human rights situation, causing international funding shortfalls for the important post-agreement transition period.

In addition to the protracted conflict situation, Colombia is one of the countries most vulnerable to climate change, often leading to complex emergencies. In 2010 and 2011, it experienced some of the heaviest rainfall in recent history that was caused by the La Niña phenomenon. The weather pattern led to widespread flooding and landslides, affecting more than 3.5 million people.

The most-likely scenario, **in political terms, anticipates a formal agreement** on the termination of the conflict with the guerrilla groups FARC and possibly ELN, but with important challenges in its implementation, especially in rural areas in the regions. This might lead to both partially successful disarmament, demobilisation and reintegration (DDR) processes, with guerrilla factions reorganising themselves as local or regional criminal groups (splintering of the FARC). The PDAGs would also play an important role in these shifts in power relations, resulting in the **persistence of violence against civilians**. In **socio-economic terms**, it anticipates further growth of extractive industry business and thus the continuation of the macro-economic stability combined with the risk of threatening economic diversity. This could lead to further slight reductions in poverty and disparities but also to more disputes within the social and environmental spheres, impounded by increased vulnerability to climate change.

With a vision of a possible post-conflict phase in Colombia and based on the following contexts of the 3 relevant domains of Switzerland's commitment in Colombia, Switzerland will thus continue to contribute to protecting and saving the lives of those affected by continued armed violence while also ensuring its efforts to support the transition out of armed conflict towards sustainable peace.

Domain 1) Basic services for victims of armed violence

According to government figures⁸, from 1985 to 2012, over 6 million people have been affected by the armed conflict in Colombia. About 5.2 million have been forced to abandon their land and properties. In the past 3 years, more than 100,000 people per year have been reported as internally displaced⁹. In 2012, around 127,000 internally displaced persons were recognised and registered as victims of forced displacement as legally, under the Victim's and Land Restitution Law, only victims of guerrilla groups (but not of the PDAG) can be officially registered.

Multilateral agencies (UN, ICRC) and international NGOs therefore play an important complementary role as first **responders** for victims not covered under the government umbrella due to lack of access for state officials in remote rural areas controlled by armed actors or for legal reasons.

Through the recently created **Unidad para la Atención y Reparación Integral a Víctimas (UARIV)**¹⁰, the government has planned to implement **relocation and/or return programmes** for more than 60,000 families affected by forced displacement. Also, it make progress on the **rehabilitation** of victims of armed conflict through the implementation of health care, housing, basic services (water, sanitation, infrastructure), food security and community services programmes. Timely, tailor-made and flexible support for these government-owned rehabilitation programmes will be crucial towards a more peaceful future.

Domain 2) Human security and protection of civilians

Between 1958 and 2013 the armed conflict has caused the death of 220,000 people, the forced disappearance of 25,000 people, 27,000 kidnappings and the mutilation or death due to mine explosions of 10,000 people¹¹. In 2012, the Early Warning System of the Colombian Ombudsman warned about 46 at risk cases for illegal recruitment of children and adolescents in 105 municipalities in 22 departments. IDP figures since 1985 oscillate between 4.7 million (official) and 5.7 million (unofficial).

Despite of more than five decades of internal conflict with a high number of victims among civil society organisations and human rights defenders, it was possible for the Colombian civil society to maintain its important space and recognition.

8 Unidad para la Atención y Reparación Integral a Víctimas (UARIV), 2013

9 Source: OCHA. Average of the last three years based on official figures.

10 Plan Nacional de Atención a Víctimas, 2012

11 According to the government led Historical Memory Centre

The state has developed public policies in the past year to respond the negative effects of the conflict. It acknowledged the existence of victims who have been dispossessed of their land and property and launched a policy for victims and for land restitution for more than 360,000 families or at least 2.5 million hectares throughout the country. Additionally, the government started to seek the termination of armed conflict, prompting the international community to prepare for a possible post-conflict scenario. Yet, in many regions the presence of the state is still marginal and the local institutions are often not in a position to protect citizens and to enforce national law.

According to the UNHCHR, attacks and threats have continued against human rights defenders and those involved in the land restitution programme, the majority of the cases attributable to post-demobilisation groups. The government's reaction to the threats has been channelled through the National Protection Unit that during its first year of existence, until August 2012, granted protective measures (hard or soft) to approximately 3,500 defenders. However, the intimidation and attacks continue to become a major challenge for the Colombian government. According to **Somos Defensores**, a non-governmental organisation that documents attacks against human rights defenders, 37 defenders, mostly rural activists and leaders, were killed in the first half of 2013 and 153 aggressions were recorded.

Therefore, the international community will play an important role in supporting Colombia to simultaneously protect populations at risk, to strengthen public policies and institutions, to foster reconciliation processes as well as to promote the participation of civil society in the definition and national and local implementation of a possible post-conflict programme.

Domain 3) Strategic partnerships for global sustainable solutions

One of the 7 countries with highest freshwater availability in the world¹², Colombia is paradoxically facing a water crisis that demands urgent improvement of water management. The Colombian Andean water system is being seriously altered by the transport of sediments and toxic substances in the main industrial corridors of Bogotá, Medellín, Cali and Cartagena/Barranquilla. Several important Swiss companies are operating in Colombia, using or extracting natural resources such as water and minerals. Switzerland is also an important platform for the commercialisation of gold and other minerals extracted in Colombia.

¹² 44'861 m³/person/year according to FAO AQUASTAT database and World's Bank population estimates for 2013





Working closely with civil society and the government of Colombia, the Swiss government and its embassy in particular is cooperating with Swiss companies in Colombia in the domain of corporate social and environmental responsibility in order to contribute to reaching global sustainable solutions. Switzerland has joined and supports several international initiatives and voluntary mechanisms that are mainly based on a multi-stakeholder approach and on the development of accountability mechanisms. Additionally, it has supported the drafting of the “UN Guiding Principles on Business and Human Rights”, developed with the participation of states and representatives of business and civil society that were approved by the UN Human Rights Council in 2011. The guiding principles now serve as a reference framework with regard to states’ obligations to ensure that companies headquartered within their borders do not commit human rights violations even when operating abroad¹³.

¹³ The principles are based on the state obligation to protect human rights, the responsibility of companies to respect human rights and on access to effective remedy for victims.

2. Rationale behind commitment and donor context

The current Swiss foreign policy priorities in Colombia correspond to the **multifaceted challenges** Colombia is facing as well as the variety of interests between Switzerland and Colombia. The **goals of the Swiss foreign policy in Colombia** are to:

- › **Improve the sociopolitical and humanitarian conditions** in Colombia, helping to mitigate the effects of armed conflict and other forms of violence¹⁴.
- › Support the transformation of conflicts as well as the implementation of possible peace agreements towards **sustainable peace**.

¹⁴ Colombia has signed the Geneva Declaration on Armed Violence and Development in 2008. It has been an active member of the pilot group composed of 14 member states. This strategy shall help Colombia to implement its commitment to significantly reduce the level of violence by 2015.

- › **Reinforce economic cooperation**. Belonging to the CIVETS¹⁵ group, there is potential to further strengthen economic ties between Colombia and Switzerland. This potential is already reflected by a comprehensive structure of agreements, including a free trade agreement.

- › **Strengthen collaboration at the multilateral political level**. Colombia and Switzerland are like-minded on topics such as the functioning of the United Nations system, environment and climate.

Cooperation between the two countries began in 1908 with the Treaty of Friendship, Establishment and Trade and followed by an agreement on technical and scientific cooperation in 1967.

All of the biggest **Swiss based NGOs** have been working in Colombia in recent decades, focusing mainly on community-driven development and the peace agenda. Since 2001, Colombia is a priority country for **Swiss Humanitarian Aid**. In 2009, the Swiss Agency for Development and Cooperation (SDC) added to its humanitarian programme a development component aimed at strengthening the sustainable water management of Swiss-based multinational and Colombian enterprises. Also in 2001, Switzerland became active in the fields of peace-building and human rights with a special programme of the **Human Security Division (HSD)** of the Swiss Federal Department of Foreign Affairs, aiming to improve human rights, foster dealing with the past processes and strengthen civil society by applying a conflict transformation approach. Finally, Colombia became a priority country for the economic development cooperation programme of **Switzerland's State Secretariat for Economic Affairs (SECO)** in 2009, focusing on the integration of partner coun-

¹⁵ Colombia, Indonesia, Vietnam, Egypt, Turkey and South Africa – these nations, some with sizable populations and others with a wealth of natural resources, are considered potential economic boomers for the next decade.



tries in the world economy and the promotion of sustainable economic growth measures.

In order to structure cooperation with Colombia that reflects both Colombia's different realities and Switzerland's various priorities, Switzerland has been developing two cooperation strategies in Colombia (annex 1). SECO has elaborated a Country Strategy 2013–2016 covering Switzerland's economic cooperation in Colombia. This FDFA 2014–16 strategy reflects Switzerland's strategic priorities in terms of humanitarian assistance, sustainable development, peacebuilding and human rights, supporting the "emerging Colombia", with a high potential for regional and global scaling-up activities.

In accordance with the 2013–16 dispatch to Parliament on Swiss cooperation, the SDC in Colombia supports its work in two of the five strategic objectives of the dispatch:

- › 1st strategic objective: Preventing and overcoming conflicts/crises/catastrophes¹⁶
- › 5th strategic objective: Promotion of sustainable and inclusive globalisation.

In line with the Federal Council's dispatch to Parliament concerning the continuation of measures related to civilian peacebuilding and the promotion of human rights 2012 – 2016, the HSD is implementing five of the six main set objectives in Colombia:

- › Conflict prevention and settlement through active mediation or facilitation
- › Support to the establishment and preservation of peace through peacebuilding programmes
- › Protection of human rights
- › Support to multilateral peace missions, election monitoring and bilateral programmes (secondments)
- › Know-how and operational capacities (partnerships with IO, like-minded countries and CS organisations).

The Swiss commitment is **aligned** with Colombia's National Development Plan 2010–2014 and the Colombian International Cooperation Strategy 2012–2014.

The National Development Plan for 2010–2014 (NDP) is a very ambitious roadmap which entails a broad action plan and was approved by Congress in

¹⁶ As a part of its Humanitarian Aid mandate, the Colombia office will continue to ensure emergency rapid response in large scale disasters in Ecuador and Venezuela, through the Rapid Support and Intervention Group (GIAR – acronym in Spanish).

June 2011. Its guiding principle is to achieve prosperity for all through the **creation of jobs, less poverty and more security**. The strategy has three main pillars: (1) sustainable growth and competitiveness to increase employment; (2) equality of opportunities for social prosperity to reduce poverty, and (3) consolidation of peace to improve security. Moreover, it highlights five cross-cutting focuses: (a) relevance of international relations, (b) environmental and disaster risk management, (c) good governance in public policy delivery, (d) innovation in new and existing productive activities and (e) regional development and convergence.

The National Strategy for International Cooperation 2012–2014 makes a distinction between the international cooperation received and that given by Colombia. It outlines six broad priority areas for international cooperation destined for Colombia: (1) integral risk management and sustainable reestablishment of communities affected by natural disasters; (2) equality of opportunities for democratic prosperity; (3) economic growth and competitiveness; (4) environment and sustainable development, (5) governance and (6) victims, reconciliation and human rights. Each category regroups several sub-priorities with specific potential lines of intervention. At the same time, it also presents areas where Colombia is providing international cooperation which it expects to reach USD 8 million in a year.

Net ODA reached USD 1 billion in fiscal year 2010 (0.5% of GDP). In 2011, the net ODA share was reduced to 0.3%. Formerly focused on humanitarian assistance and human rights linked to the internal conflict, donors have started to shift their grants to encompass economic development.

According to the twelve major **bilateral donors group**¹⁷, the USA is still the most important donor, with roughly 60% of total net ODA. The top five donors are the US, the EU, Spain, Germany and the Netherlands, while Switzerland ranks eighth¹⁸. However, focusing on humanitarian affairs, the humanitarian financial contribution of Switzerland in 2012 was the second largest after ECHO¹⁹. With the current crisis in Europe, the further shift of aid from humanitarian assistance to economic development and Colombia's plan to diversify aid sources towards Asia (China, South Korea and Japan), this order is likely to change in the coming years.

¹⁷ The donor group of bilateral cooperation comprises Belgium, Canada, EU, France, Germany, Great Britain, Japan, Netherlands, South Korea, Spain, Sweden, Switzerland, USA, UNDP, the UN Resident Coordinators Office, as well as the World Bank, Inter-American Development Bank and the Development Bank of Latin America.

¹⁸ Swiss ODA in Colombia encompasses the programmes of the SDC, FDFA and SECO, and represented in 2013 approximately USD 20 million annually.

¹⁹ Source: OCHA, humanitarian Financial Tracking Service.



In **multilateral** terms, the UN system is present with 35 agencies, covering the whole from humanitarian assistance to development. The UNDAF 2008–12 expected to mobilise USD 255 million and was extended until the end of 2014. The World Bank Group remains the largest source of development financial assistance with a portfolio of roughly USD 7.5 billion, principally as International Bank for Reconstruction and Development (IBRD) loans. Colombia represents the World Bank’s third-largest exposure in Latin America and the seventh globally. The Inter-American Development Bank’s (IDB) portfolio is roughly USD 3.5 billion, while the CAF’s portfolio is around USD 3 billion, with essentially the same characteristics, i.e. predominantly loans²⁰.

Donor coordination is structured through the bi- and multilaterally composed “Donor Group” and respective thematic sub-groups with a focus on development and peace. Humanitarian coordination is managed by the Humanitarian Country Team, led by the RC/HC with support from the OCHA. The Colombian Ministry of Foreign Affairs maintains

the strategic dialogue with donors, especially at a bilateral level, for consultation and inter-institutional coordination, monitoring of political affairs and facilitating exchange opportunities with high-level missions visiting the country. In November 2011, the Colombian Agency for International Development Cooperation (APC)²¹ was established and mandated to guide and assume the technical and financial coordination of ODA received and provided by Colombia, institutionalising structured dialogue with the Colombian government.

²¹ The APC was created in order to “manage, guide and coordinate technically international, public, private and technical cooperation (refundable and non-refundable) that the country receives or accords, as well as to implement, manage and support the execution of resources, programmes and international cooperation projects, pursuing the objectives of foreign policy and the National Development Plan (Decree No. 4152 of November 3, 2011).

²⁰ Figures for 2012

3. Results and experiences of SDC and HSD cooperation in Colombia 2010–2013

The SDC and HSD programmes in Colombia have had important and tangible results in terms of overcoming vulnerability conditions in populations affected by armed conflict. They have also significantly contributed to the building of bridges between state actors and civil society to overcome the internal armed conflict. Overall, and according to institutional reports, the evaluations and mid-term review show a high achievement of results. Throughout its 2010–2013 Medium-Term Programme, the cooperation was primarily based on an approach of complementarities to state responses. The most remarkable results by domain of SDC and HSD interventions were:

3.1. Basic services for the population affected by armed conflict

Throughout the period of the 2010–13 MTP, the SDC supported the initiatives of multilateral partners to alleviate the immediate needs of communities affected by armed conflict, especially those affected by recent displacements and mobility restrictions. This was achieved through emergency humanitarian aid programmes (implemented by the ICRC and WFP), that reached over 470,000 people in remote and rural areas, and guaranteed a minimum of subsistence in food, basic health and shelter needs.

On the other hand, mostly through bilateral projects with INGOs, the SDC supported early recovery initiatives that improved the living standards of at least 22,000 people, providing solutions in sectors such as food security, health, housing (including communitarian infrastructure), income generation and community development in the most conflict-affected areas of the departments of Putumayo, Nariño, Cauca and Valle del Cauca. Bilateral interventions have shown a high relevance, as the recovery of basic services was combined with aspects of community development and psychosocial work. Through the mainstreamed “protection by presence” approach, these recovery processes also had a significant impact on protection of civilians, especially on the most vulnerable populations.

In order to guarantee the efficient and effective allocation of resources for the benefit of the population in need, all the interventions implemented by the SDC partners have been coordinated with authorities, humanitarian actors, communitarian leaders and civil organisations and the SDC participated in several humanitarian coordination platforms (APC, Donor Group, UN Humanitarian Country Team), in order to ensure visibility of humanitarian issues.

In response to the emergencies caused by the heavy rains in 2010 and 2011, the SDC supported – with a focus on conflict-affected areas – its bilateral partners and Swiss NGOs to assist 52,700 persons in need.

Lesson learnt: For victims of the armed conflict unattended by state institutions – especially due to the lack of access for state officials in remote rural areas controlled by armed actors – multilateral agencies and international NGOs play an important **complementary role** as first responders for victims, covering gaps in terms of the delivery of basic services and support of recovery processes. To increase the efficiency and effectiveness of the humanitarian response, coordination at all levels is crucial.



3.2. Protection of civilians

Concerning Protection of Civilians, protection mechanisms could be improved for populations affected by violations of IHL (forced displacement, antipersonnel mines / unexploded ordinance, recruitment of boys, girls and adolescents). Progress was also made in strengthening institutional capacities for the implementation of public policies in favour of those populations affected by conflict, under the “do no harm” approach (through the Ministry of Agriculture’s Land Restitution Unit and UNHCR).

In this area of intervention, Switzerland helped to increase the presence of state institutions in 29 municipalities across the country, especially in areas of difficult access. 12 communities in Nariño, Cauca and Valle del Cauca are better prepared through the improvement of protection mechanisms for populations affected by IHL violations and the elaboration of contingency plans, including emergency shelters for displaced people.

Faced with dramatic accidents caused by antipersonnel mines and unexploded ordnance and the conditions of confinement in the areas contaminated by the presence of these explosives, 11,000 persons have improved their capacities and knowledge with regard to preventing accidents caused by APM, UXO (mine risk education processes) in 16 departments of national territory.

As a contribution to reducing the effects of conflict, 405 children and adolescents have been protected in their family and other communitarian spaces, preventing the risk of recruitment by armed groups and were referred to the institutional route in the department of Córdoba.

In support of the policy of land restitution, 246 public officers of the Land Restitution Unit (Ministry of Agriculture) were trained to include the “do no harm” approach in public policies in favour of those populations affected by conflict in order to get restitution judgments that take into account the negative effects that could result from the implementation of the policy, and contribute to design options that improve transitional justice.

Lesson learnt: The “**protection by presence**” and **gender mainstreaming** approach in combination with the **strengthening of state institutions** and the protection systems in Colombia contribute to reducing exposure to violations of IHL but have become even more difficult to implement with the increased proliferation of armed actors and their respective alliances.

3.3. Access to water and sanitation combined with water management

In the field of access to water and sanitation, specifically through the SDC programme (Swiss humanitarian aid resources), more than 30,000 people have improved access to sufficient and safe water with temporary and permanent solutions. Individual and collective systems were constructed in 4 departments focused on by the SDC (Cauca, Nariño, Valle del Cauca and Putumayo). In addition, approximately 18,000 people received improved water, hygiene and sanitation conditions in four departments (Córdoba, Cauca, Valle del Cauca, Chocó) through actions beyond humanitarian assistance and supplementing departmental water plans. An ante-post project survey after interventions in Rio-sucio, Chocó, showed the positive impact on health in terms of reduction of gastrointestinal diseases of more than 1,500 screened children under 5 years.

Lesson learnt: Access to water has a direct impact on the **health** of people - the water issue is **highly relevant** and an excellent entry point to complex contexts. In order to improve sustainability conditions of the processes it is essential to strengthen



the **articulation with local institutions** and authorities even more.

In terms of strategies for water management, a significant achievement is the construction of a **public-private partnership** around better water management, with **4 Swiss multinational companies** and **7 Colombian companies** that have joined the process along with the National Centre for Cleaner Production. The project contributed to applying the **water footprint indicator** for monitoring, improving water use efficiency and reducing the derivative impacts of water consumption and pollution. Additionally, **corporate social and environmental responsibility** actions on local water management were undertaken in rural areas. A **geographic application** of the water footprint is also under development for the Porce River watershed, coordinated by the Center of Science and Technology of Antioquia, along with local and regional authorities, universities and NGOs. With this project, the SDC also provides scientific support for the development of the **Water Footprint ISO norm 14046** which is expected to be delivered by 2014. The initial **investment** into this project in Colombia has enabled to mobilise interests and investments from partners (companies and institutions) for the regional scaling-up process launched at the end of 2012, to work with 10 companies in Chile and Peru.

Lesson learnt: In public-private partnerships for development, it is necessary to **invest efforts in building trust relationships** between project partners. Knowledge management and communication strategies were essential for scaling-up and appropriation of the process.

3.4. Human rights

The HSD contributed to the preparation and implementation of the National Conference on Human Rights in December 2012. The conference was a key milestone for the elaboration of the comprehensive human rights public policy, a process led by the government that was accompanied actively by the embassy representing the G-24 from September 2011 until December 2012. During this time more than 14,000 people participated in territorial forums in 25 different departments representing over 8,000 civil society organisations accompanied by the international community²². Furthermore the HSD has supported projects that aim to increase the protection of human rights defenders through international accompaniment or local self-help mechanisms.

Lesson learnt: The diversity of projects with different partners (NGOs, government agencies and international community), helped achieve **direct results for victims and promote respect for human rights**.

The embassy also strengthened its dialogue with private companies on the implementation of the UN framework on business and human rights. **Guías Colombia** has become a national benchmark for companies working on human rights issues. The process currently has 14 participating companies, 2 NGOs and the Colombian government. It also inspired the Ethical Commitment for Swiss Companies in Colombia that brings together 17 Swiss companies promoting the inclusion of human rights and international humanitarian law within their management practices.

Lesson learnt: To work on business and human rights initiatives, external actors must **have strong credibility**. As a first step, it is necessary to make progress on building **trust** between the partners in order to make room for new actors.

3.5. Dealing with the past

Switzerland's technical and political support, led by the HSD, helped the Colombian institutions to strengthen the implementation of transitional justice mechanisms such as the Justice and Peace Law and the Land Restitution and Victim's Law.

The Historical Memory Group (now Centre) has had the technical and political support from Switzerland to prepare their report mandated by law "on the reasons for the illegal armed actors' creation and evolution" from 1958 onwards. The report "**Bastaya!**" was presented to the Colombian president in July 2013 and was preceded by 21 reports on specific cases, the first of them was launched in 2008. Switzerland's support allowed the group to benefit from the advice and accompaniment of international experts through an International Consultative Council; the HSD also supported the Group's effort to guarantee their autonomy and independence.

Lesson learnt: Switzerland's support in dealing with the past processes, has been attached and coordinated with other actors of international cooperation, and also based on a strong relationship with the government. **Coordination with different partners (state institutions, UN agencies, local community organisations)** improved Swiss political strategy in the field.

²² Up to October 2013 the process has visited all of the Colombian departments with the exception of San Andrés and Cauca. Over 18,000 people took part, representing over 9,000 local civil society organisations.

3.6. Strengthening civil society for peace

The Swiss Programme for the Promotion of Peace in Colombia (SUIPPCOL) contributed to the strengthening of the political participation and advocacy capacities of the two networks belonging to the SUIPPCOL programme: the **Ruta Pacífica de las Mujeres** and the **Red de Iniciativas de Paz desde la base** in favour of a negotiated solution to conflict. Both networks have contributed to the participation scenarios opened by the negotiation table between the government and the FARC in La Habana. The **Ruta Pacífica de las Mujeres** launched a commission of truth and memory as a strategy for women to become main participants in peacebuilding and reconciliation efforts. The Red created in Cauca an empowering scenario for local grassroots organisations of women, afro-Colombians and indigenous communities to articulate their efforts to protect their territory and build their own peace perspective.

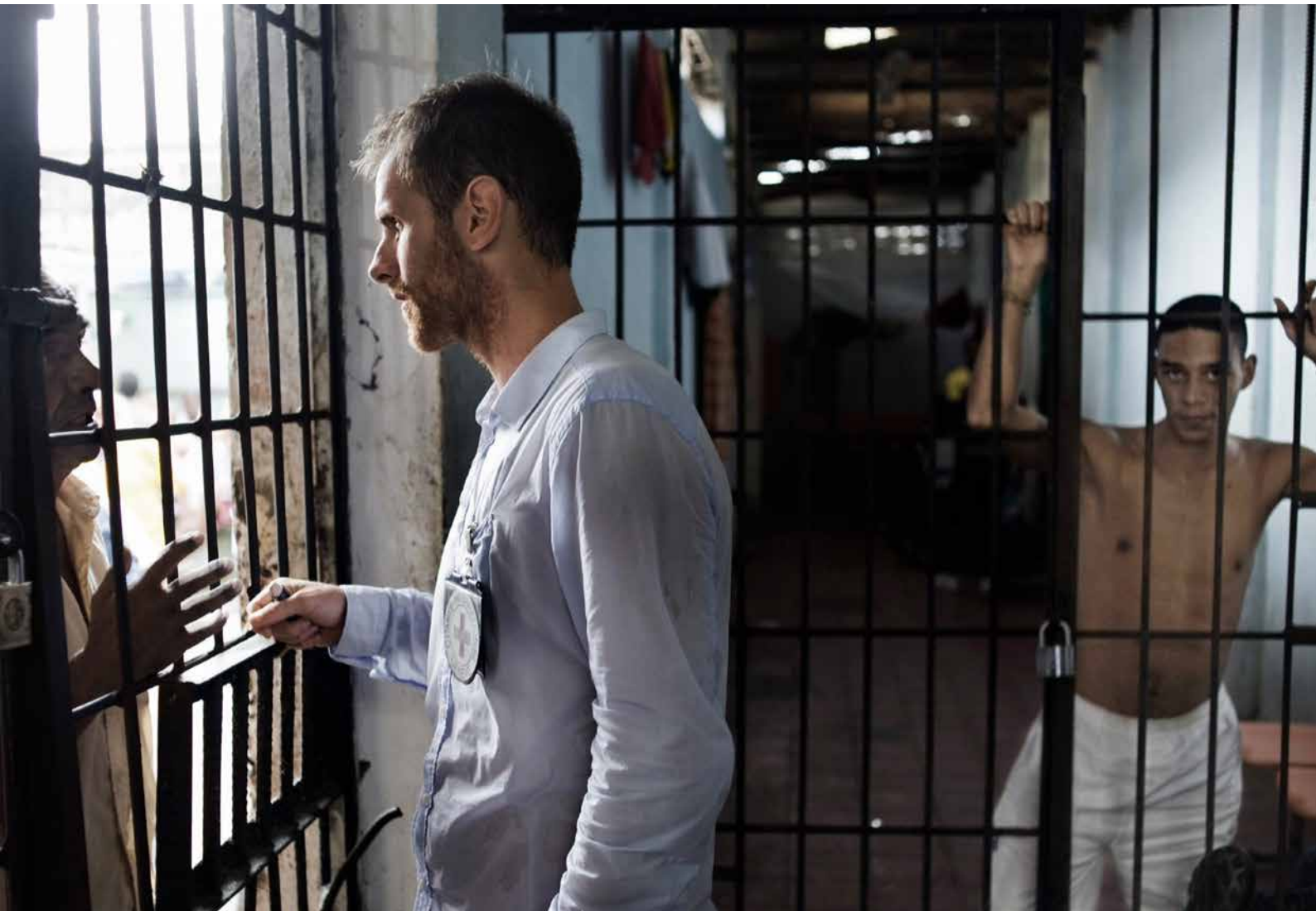
Lesson learnt: **Continuous action** is needed for the construction of peace, beyond specific moments or good scenarios for negotiation processes. Despite the increased intensity of the conflict, SUIPPCOL partners maintained their decision to build peace via a bottom-up approach. A better impact is reached when the initiatives work in a **simultaneously coordinated way with state and civil society initiatives**.

3.7. Gender

The SDC made progress in the mainstreaming of the gender approach especially with bilateral partners, in order to guarantee the inclusion of gender indicators, gender disaggregated data and other cross-cutting issues, throughout the project cycle management, and therefore advocate for equal access of women/men and girls/boys to basic services (i.e. safe water, sanitation, food security) and protection mechanisms, as well as equal participation of men and women in the community processes.

The HSD has supported women-specific projects as the Ruta Pacifica in order to promote women's participation in peace building.

Lesson learnt: Gender mainstreaming in humanitarian and recovery settings guarantees not only an adequate response to the population in need, but also **increases the chance to overcome previous vulnerabilities and discrimination patterns**, especially for women and girls. Women's participation in peace building will be key to overcome deep anchored patterns of violence and to promote sustainable peace.



4. Implications for the 2014–2016 cooperation strategy

In this strategy, Switzerland continues to contribute to mitigating the consequences of armed violence and to enhance peace building in Colombia. To increase the impact of Swiss cooperation in Colombia, further advantage of SDC and HSD synergies and complementarities will be taken in a changing context, characterised mainly by: (1) the continuation of armed violence and the corresponding humanitarian consequences for the civilian population combined with decreased visibility; (2) a possible post-conflict phase within the peace process (difficult set-up of agreements, challenging DDR process with possible proliferation of new rearrangements of armed groups) as well as (3) further economic growth based on extractive industries and the continuation of the illicit economy of drug trafficking. This changing context (chapters 1+2) as well as the results of the previous strategic phase (chapter 3), lead to the following **implications** for the period 2014–16:

Domains of cooperation

- › **Maintenance of the combination between complementary contributions** (according to humanitarian principles) whenever there are state gaps and absences (protection of and assistance to the civilian population) **and** support state institutions within the framework of national policies (**policy alignment**).
- › In an internally and externally coordinated manner, continue supporting **humanitarian emergency assistance** as well as **protecting civilians** and **human rights defenders**, supporting the **“dealing with the past”** process, including transitional justice and land restitution.
- › Support an eventual **post-conflict phase within the peace process** to contribute to conflict transformation and durable solutions, specifically at local levels through government institutions, UN agencies and NGOs.

- › Promote cooperation between the **public sector and state** institutions, with the aim of scaling-up and strengthening communities of practice around the Water Footprint concept.
- › **Contribute to improve human rights guarantees** in topics such as “mining” and “business and human rights”.
- › **Piloting innovative projects**, especially through the implementation of funds for micro-actions.
- › Support whenever relevant **responses to natural disasters and maintain the regional emergency response capacity** in South America.²³

Implementation modalities

- › **Increase the flexibility of the strategy’s implementation modalities** (mainly through participation in state and international community funds), allowing a timely, aligned, predictable and coordinated cooperation in the possible post-conflict period.
- › Continue **promoting a “multi-track” approach** to the conflict resolution supporting Colombian civil society initiatives to achieve lasting peace.
- › Facilitate political dialogue among different actors, and support the **“dealing with the past”** process (through technical support and transfer of expertise), in order to facilitate the set-up of possible peace agreements in the regions.

²³ Colombia’s vulnerability related to climate change risks (El Niño / La Niña phenomena) has increased and the risk of being affected by natural disasters (earthquakes; volcanoes) remains high.

External and internal coordination

- › Continue and **enhance the Swiss presence in coordination** mechanisms involving multi- and bilateral institutions (Donor Group and sub-groups in articulation with the government; Humanitarian Country Team; liked minded countries and organisations).
- › **Enhance synergies** (both thematically and geographically) with **SECO strategies based on topics** such as: water management/water infrastructure; land restitution/ land formalisation (cadastre); business and human rights/economic integration in world economy.

The added value of the Swiss joint intervention in the Colombian context is put forth through the transmission of expertise, the promotion of technical capacities (in particular in the regions), technical cooperation for the implementation of public policies, strengthening communities in sustainably improving access to basic services and ability to diversify their livelihood options, as well as in building bridges between the state, civil society and the international community.



5. Priorities and objectives

5.1. Overall goal of the cooperation strategy and domains of intervention

In line with the context, the rationale behind Switzerland's efforts in Colombia and Swiss added-value, the **overall goal** of this strategy is to help to **mitigate the consequences of armed violence and to promote reconciliation and support processes towards sustainable peace building**. In order to achieve the strategy's overall goal, Switzerland will focus on **three domains of intervention** (Results framework in annex 2):

Domain 1) Basic services for victims of armed violence

Domain 2) Human security and protection of civilians

Domain 3) Strategic partnerships for global solutions

Switzerland seeks to contribute to reducing conflict and strengthening state responses – including alleviation of social and political conflicts and fulfilment of human rights as follows:

Dynamics of the context	Swiss contributions to foster change
<p>Continuous high levels of armed violence: Even in the event of a successful peace process, existing and reshaped illegal armed groups will create humanitarian needs, especially in those regions with scarce offer of public services.</p>	<p>Domains 1–2: Support for the mitigation of the negative effects of armed violence, and protection of civilians :</p> <ul style="list-style-type: none"> • Continue with humanitarian emergency assistance and human security / protection of civilians. • Accompany the implementation of the IASC Transformative Agenda for more effective humanitarian coordination
<p>Post-conflict / peacebuilding : Important challenges are expected in terms of the implementation of post-conflict policies and of those policies promoting structural changes, in favour of reconciliation and of the reduction of poverty and inequality.</p>	<p>Domains 1–2: Support to (regional) structural changes:</p> <ul style="list-style-type: none"> • Continue to support reconciliation through “dealing with the past” (land restitution and transitional justice) • Support peacebuilding processes, with more emphasis on the regions and on stronger coordination with country led mechanisms
<p>Emerging country: Colombia is an emerging country with opportunities in a globalised world, but still experiences inequitable and un-sustainable economic growth, which is additionally challenged by climate change.</p>	<p>Domain 3: Support to (national) structural changes with global impact :</p> <ul style="list-style-type: none"> • Support responsible business models that use resources in a sustainable way and in line with human rights principles.

5.2. Domains of intervention

5.2.1. Domain 1: Basic services for victims of armed violence

The goal of this domain is to contribute to reducing the suffering and to increasing the resilience of the populations affected by armed violence. In order to achieve this goal, Swiss funded interventions will contribute to the following outcomes:

Outcome 1.1.1: The population affected by armed violence has access to humanitarian emergency assistance to cover basic needs: Switzerland will support humanitarian emergency programmes of multilateral agencies such as ICRC and WFP, to guarantee humanitarian access and the response to basic and immediate needs of populations affected by armed violence (displacement or confinement).

Outcomes 1.2.1 / 1.2.2 / 1.3.1: The population affected by armed violence and/or involved in return or local integration processes enhances its living conditions through early recovery (ER), livelihoods support/ its access to WASH / organisational capacity: Switzerland, through the strengthening of community processes, aims at supporting community based comprehensive early recovery programmes - mostly implemented by international NGOs - in areas such as food security, access to water, sanitation and hygiene.

5.2.2. Domain 2: Human security and protection of civilians

The goal of this domain is to contribute to national and international protection systems in the country, in order to protect people from violence, conflict and human rights violations as well as to support reconciliation processes. In order to achieve this goal, Swiss funded interventions will contribute to the following outcomes:

Outcomes 2.1.1 / 2.1.2 / 2.1.3: The population affected by armed violence has improved access to protection mechanisms for the prevention of human rights and IHL violations / Mine action: communities have access to mechanisms of self-protection and mine victims have been attended to / Access to protection tools for boys, girls and adolescents at risk of forced recruitment has increased: Switzerland will support the government of Colombia and the civil society organisations to improve their access to protection mechanisms in order to prevent violations of human rights and international humanitarian law. It will consolidate its contribution to the protection of populations at risk of forced recruitment as well as communities at risk of mine and UXO accidents. In

terms of forced recruitment, the provision of safe spaces for children and adolescents in their home environments and the referral of cases to the competent authorities remain a priority. In terms of mine action, the prevention of mine and UXO accidents through mine risk education, victim assistance and the strengthening of local institutions in charge of mine action remains crucial.

Outcomes 2.2.1 / 2.2.2: the process and participatory mechanisms to implement the land restitution policy is strengthened with the integration of a DNH approach/ transitional justice is strengthened through a comprehensive “dealing with the past” approach: Switzerland will continue supporting reparations to the victims of the conflict, land claimants and institutions through technical assistance to enable them to resolve legal dilemmas and improve the implementation of restitution judgments. Restitution processes should be more effective for victims, working on specific cases that provide the model to replicate successful experiences and learn lessons. As part of the Swiss contribution to the implementation of transitional justice measures in Colombia, Switzerland will promote the dealing with the past approach offering financial and technical support to the institutions responsible for the implementation of transitional justice mechanisms. Furthermore, it will promote the participation of civil society in the implementation of transitional justice tools.

Outcome 2.3.1: Switzerland has contributed to the peace process in Colombia and to its participatory and inclusive implementation: Switzerland’s commitment in Colombia is based on its conviction that a peace negotiation will have higher degree of success if the different sectors of society can present their proposals for a peace agreement or during the peace building process. Long-lasting peace is the result of a pluralist process. Thus, Switzerland will support an inclusive implementation of the potential peace process agreements.

5.2.3. Domain 3: Strategic partnerships for global solutions

The goal of this domain is to support Colombia as an emerging country in enhancing global solutions for sustainable development. Swiss funded interventions contribute to the following outcomes:

Outcome 3.1.1: Support innovative actions to face the global water crisis and challenges, providing relevant experiences in Colombia that help influence the regional and international water agenda: Switzerland will develop strategic partnerships to reach more companies and sectors using the water footprint indicator, as a tool to better understand, identify and implement actions to

reduce impacts on water resources. It will encourage companies to assume water management as part of their corporate identity and advocate for corporate responsibility projects. It will cooperate with public institutions and academia to implement key projects aiming at reducing the water footprint in the Porc River Basin in Antioquia and it will push for regional positioning on the application of the water footprint, along with the project team of SuizAgua Andina in Peru and Chile.

Outcome 3.2.1: Cooperation between companies, state institutions and civil society is strengthened in order to guarantee the private sector's obligation to respect human rights and to enable a favourable environment for sustainable peace: Through an approach of close cooperation between civil society, companies and the state, Switzerland will work to foster the implementation of the UN Guiding Principles in Colombia in order to guarantee (Swiss) companies' duty to respect human rights in Colombia.

5.3. Cross-cutting issues

Gender equality will be addressed in the interventions, which means whenever feasible applying a gender approach and using gender disaggregated data in context analysis, planning, monitoring and results reporting. In addition, affirmative action will be supported in order to guarantee equal access of woman and girls to basic services and to protection mechanisms. According to possible windows of opportunity, supporting gender issues in line with UNSC Resolution 1325 will be considered.

Governance topics will continue to be applied as follows: **a) mainstreaming:** integration of participation of the public sector in projects and programmes related to protection and access to basic services for vulnerable populations **b) specific projects** with a direct connection to public policies are planned mainly in domain 2.

5.4. Geographic priorities

Bilateral cooperation in terms of humanitarian assistance and recovery will be geographically focused on areas most affected by armed conflict which hold the most vulnerable populations with a disproportionate affectation of indigenous and Afro-Colombian populations. The impact of Switzerland's support will be maximised as much as possible. Working in common regions for the implementation of activities and in the fields of peace promotion, human rights and water management, Switzerland will base its implementation on strategic opportunities and niches that allow Swiss added-value to be exploited (annex 3).

6. Management of strategy implementation

6.1. Financial resources – commitment planning

The total financial resources for the strategy 2014-2016 amount to approximately CHF 42 million, including a reserve managed by the SDC of CHF 2.5 million. Of the funding 81% will come from Swiss Humanitarian Aid, 5% from Global Cooperation and 14% from the HSD. 44% of the total amount will be allocated to domain 1, 50% to domain 2, and 6% to domain 3.

in Mill. CHF						
	Domain/Sources	2014	2015	2016	Total	%
1.	Basic Services for victims of armed violence	5.83	6.76	5.95	18.54	44
	Humanitarian Aid ¹	5.83	6.76	5.95	18.54	44
2.	Human security and Protection of Civilians	6.62	7.38	6.96	20.96	50
	Humanitarian Aid ¹	4.77	5.58	5.11	15.46	37
	HSD	1.85	1.80	1.85	5.50	13
3.	Strategic partnerships for global solutions	1.00	1.00	0.85	2.85	6
	Global Cooperation	0.85	0.80	0.70	2.35	5
	HSD	0.15	0.20	0.15	0.50	1
	Total	13.45	15.14	13.76	42.35	100

¹ without contributions of 7.5 Mill CHF to Swiss NGOs

² values include reserve of 2.5 Mill CHF

6.2. Approaches, modalities and partnerships

6.2.1. Approaches

Implementation of all interventions is grounded on a **conflict-sensitive programme management approach** (annex 4) with the **transversal themes "gender equity" and "local governance"**. Special attention is given to formulating sustainable solutions and modalities of intervention involving the greatest possible participation of communities in the identification of different specific needs and priorities.

Taking into account the different realities of the current Colombian context, Switzerland is implementing a **whole-of-government approach** in Colombia, articulating its activities in a complementary manner. In particular, the main areas of complementarities and operational synergies are **water management, land restitution/formalisation and corporate social responsibility**.

6.2.2. Modalities of intervention and partnerships²⁴

Flexibility in terms of implementation modalities (adapt co-funding requirements; contribute to possible peace funds) is a key strategic implementation principle in order to maintain relevance and focus on impact, so as to be able to adapt to a dynamic and fast changing context.

Internal Coordination: Complementarities and operational synergies of the Swiss commitment in Colombia are reinforced, specifically in the areas of **water management, land restitution/formalisation and corporate social responsibility.**

External coordination / support to alignment and harmonisation: Switzerland supports the development of coordinated country systems aimed at improving the efficiency and effectiveness of cooperation. Switzerland is thus an active member of the Donor Group, the Humanitarian Country Team and the G24 Human Rights Sub Group and will support the respective articulations with the Colombian Ministry of Foreign Affairs and the APC as well as the line ministries. It also increases advocacy efforts among state institutions and regional spaces. Moreover, a results-oriented multi-track approach to peace building will be sought in order to improve the effectiveness and sustainability of conflict transformation activities.

Switzerland continues to support its existing network of **multilateral partners** (ICRC, UNHCR, UNDP, WFP, OCHA, OHCHR, OAS) and increase its contributions to OCHA as well as the Emergency Response Fund. Secondments to these partners will be maintained and reinforced.

Switzerland maintains its working focus with current **bilateral partners** (NGOs, government institutions), which will continue to be community development / protection (water; food security; habitat; protection), in areas affected by armed violence.

The direct action modality contributes to enforcing Swiss cooperation's knowledge and expertise transfer regarding technical and political issues, such as: **water footprint, do-no-harm approach and dealing with the past.** Public-private partnership models are actively promoted.

More emphasis will be placed on working with state institutions at regional and local level, particularly for the set-up of the implementation of a possible peace agreement through continued support for knowledge transfer to strengthen Colombian institutions and civil society.

6.2.3. Human resources – structural implications

The SDC will maintain its current physical structure and staff / staff thematic expertise (2 expatriate staff members, 1 local administrator, 3 NPOs, 3 administrative/logistic support staff). The HSD will maintain its structure (1 expatriate staff member, 1 NPO) with a possibility of enlargement, in case of extraordinary activities.

²⁴ Annex 5

7. Strategic steering and monitoring

The monitoring of the cooperation strategy is in accordance with institutionally defined frameworks and instruments²⁵. It is coordinated by the Bogotá office on the basis of the results framework. Based on a monitoring concept, the implementation of the cooperation strategy is monitored at four different levels:

- › (1) Development of the wider country context and the specific domain-relevant contexts to capture relevant context changes;
- › (2) Relevant changes at country level: country outputs and outcomes to assess the progress made in delivering the expected results as stipulated in the national development plan or relevant national sector strategies
- › (3) Swiss portfolio outputs and outcomes per domain of intervention to keep track of the achievements in the different domains
- › (4) Management of performance at the cooperation office level to check performance in terms of application of aid modalities, cooperation with partners, allocation of financial resources and other management dimensions.

Context (and risk) monitoring (level 1)

Context monitoring is done bi-annually with participation of the political section of the embassy and SECO. The strategy operates under the most likely scenario. Should downward risks or upward opportunities become more probable, appropriate assessments and programme adjustments will be made.

Risk and security management will be based, on the one hand, on the context monitoring. In view of the **considerable contextual, programmatic and in-**

stitutional risks²⁶, a common risk and security plan will be established for Colombia. Also, the SDC will apply (to bilateral interventions) the **Project Risk Assessment Report** tool, in order to identify the main risks related to a development or humanitarian intervention as well as measures to handle them.

Strategic progress monitoring, steering and accountability (level 2 and 3)

Monitoring is done based on the common **results framework**. The ownership of the monitoring system is with the SDC cooperation office but (implementing) partners are included in the monitoring process and will contribute to results measurement through their project reporting.

Annual reports will account for results and allow self-evaluation and strategy adjustments and a summary of the annual report will be produced for wider public and discussed with the respective Colombian authorities.

A **mid-term review** will be conducted in 2015, primarily to define the future engagement of Swiss cooperation in Colombia. Scope, timing and modalities will depend among other things on context and institutional development of Swiss Cooperation in Colombia.

Performance management (level 4)

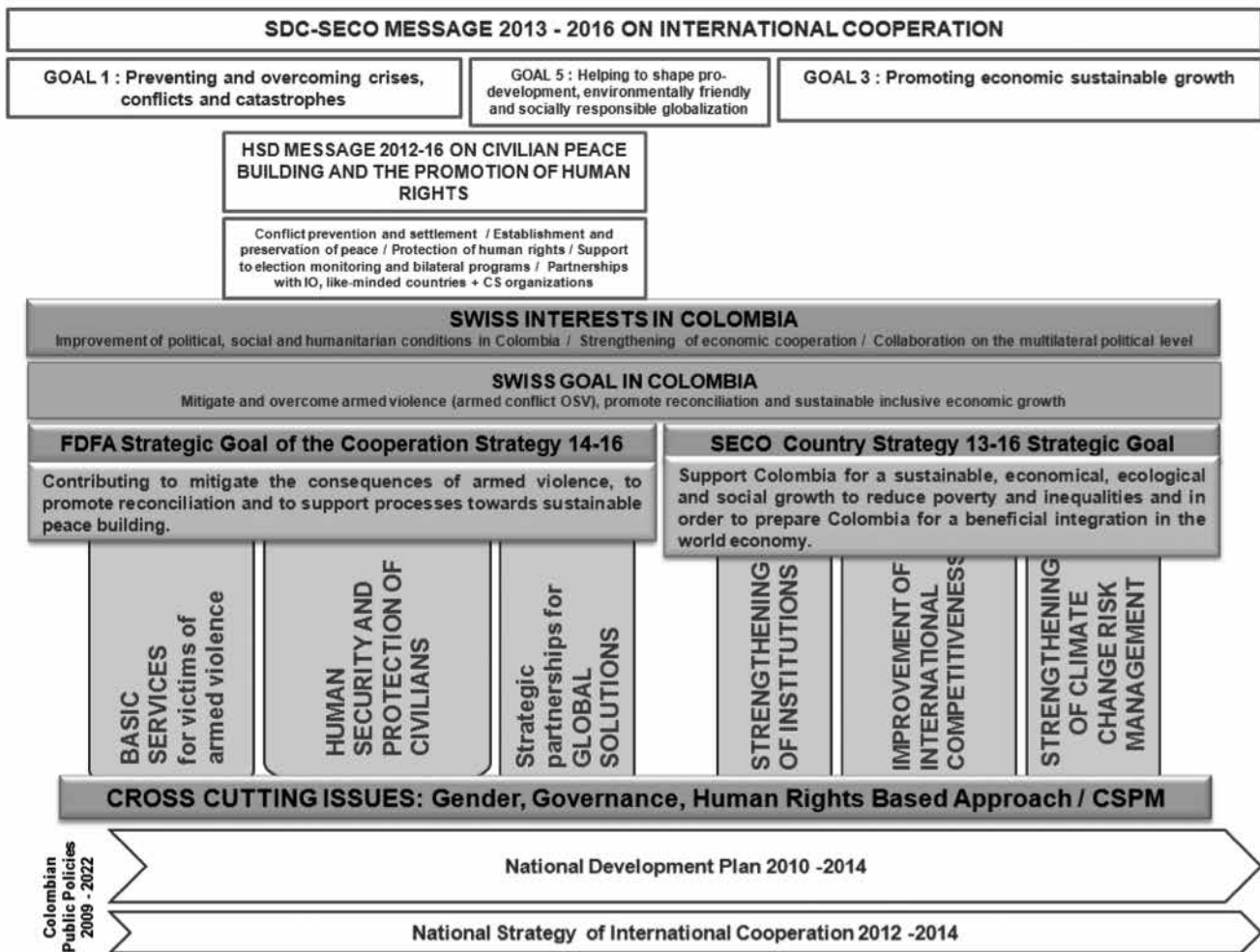
Management performance is reviewed through an annual external audit process. Further to this, both the SDC internal annual office management report and the compliance report safeguard administrative and financial accountability.

²⁵ See annex 6

²⁶ See annex 7

Annexes

Annex 1: Synopsis of Swiss priorities in Colombia



Annex 2: Results framework

Field of intervention 1 [lead SDC]: Basic services for victims of armed violence (generalised violence and armed conflict): To contribute to reducing the suffering and to increasing the resilience of the populations affected by armed violence.		
<p>Subfield 1.1 Humanitarian emergency assistance (HEA)</p>	<p>(2) Contribution by the Swiss programme Link b/w (1) and (3)</p>	<p>(3) Humanitarian or development outcomes in the country</p>
<p>Outcome 1.1.1: The population affected by armed violence has access to HEA to cover basic needs.</p> <p>Indicators Number of victims who received HEA from ICRC and WFP in proportion of the funding provided by Switzerland.</p> <p>Baseline (2013) 48.176 people assisted by ICRC (2012) and 163.898 by WFP (2013), whereas Switzerland provides about 10% of the funding of their operations.</p> <p>Target (2014 – 2016) Given an unchanged humanitarian context, per year, 285.000 people meet their basic needs, whereas about 10% are financially supported by Switzerland.</p>	<p>Intermediate results/ sequence/ milestones HEA programmes complement the state assistance particularly where the latter faces difficulties to access, by developing innovative methodologies (i.e. cash&voucher) to attend the most vulnerable people according to their specific type of vulnerability and according to the criteria of gender, ethnicity and age.</p> <p>Assumptions The humanitarian context allows access; state institutions improve the registration process of victims and strengthen their programmes for timely assistance to victims of the armed violence.</p> <p>Risks Armed operations increase, the humanitarian space shrinks and the humanitarian crisis worsens, persisting institutional weakness to deliver timely HEA and decreased international humanitarian funding.</p>	<p>National plan of "Attention to and Comprehensive Rehabilitation of Victims"</p> <p>Outcome Restore the victims' rights through assistance and care, providing the conditions for a dignified life and secure their social, economic and political rehabilitation.</p> <p>Specific Objectives The humanitarian assistance to victims aims to provide assistance to, protection of, and attention to victims of the armed conflict through differentiated essential support specific to the vulnerabilities of the victims, as soon as the violations of the rights take place or are known to the authorities.</p> <p>Indicators Households (HH) victim to forced displacement who receive HEA.</p> <p>Baseline (2011) 100% of HH victims of forced displacement have received HEA.</p> <p>Target (2021) 100% of HH victims of forced displacement are attended to.</p>
<p>Subfield 1.2 Recovery of livelihoods (RL)</p>	<p>(2) Contribution by the Swiss program Link b/w (1) and (3)</p>	<p>(3) Humanitarian or developments outcomes in the country</p>
<p>Outcome 1.2.1: The population affected by armed violence and/or involved in return or local integration processes enhances its living conditions through early recovery (ER) / livelihoods support.</p> <p>Indicators Number of people who are provided with assistance to A) reconstruct / rehabilitate their habitat or to B) improve their nutrition and food security.</p> <p>Baseline (2013) Number of individuals with type A) assistance: 702 and type B) assistance: 1950</p> <p>Target (2014-2016) Yearly, at least 360 and 975 are provided with type A), respectively, type B) assistance.</p>	<p>Intermediate results/ sequence/ milestones Rehabilitated housing provides dignified accommodation for the most vulnerable people. Authorities of targeted municipalities support multi-sector approaches for their livelihood recovery. The authorities, CSOs and communities improve their knowledge to implement ER. Returns, local integration and relocation are supported with a focus on local development.</p> <p>Assumptions The humanitarian context allows access; the state recognises victims of generalised violence in view of their rehabilitation and re-integration and implements multi-sector and sustainable programmes with that aim.</p> <p>Risks Splintering of armed actors in former FARC controlled areas, deteriorating humanitarian space, armed violence affects formerly stable zones, and humanitarian funding shrinks also for ER programs.</p>	<p>National plan of "Attention to and Comprehensive Rehabilitation of Victims"</p> <p>Outcome Secure comprehensive attention to IDPs who decide to return/relocate under favourable security conditions.</p> <p>Specific objectives Initiate relevant actions with the different entities of the National System for the Attention to Victims in order to guarantee effective and comprehensive attention.</p> <p>Indicators Returns and relocation processes and formulated plans, number of households provided with options for institutionally accompanied returns/relocations.</p> <p>Baseline (2011) 17.400 households supported through institutionally accompanied returns/relocations (2011).</p> <p>Target (2021)</p> <ul style="list-style-type: none"> • 100% of return and relocation processes are carried out in accordance with formulated plans. • 200,000 displaced households have returned or been relocated with institutional support.

<p>Outcome 1.2.2: The population affected by armed violence and/or involved in return or local integration processes enhances its access to WASH</p> <p>Indicators Number of people with sustainable access to WASH services.</p> <p>Number and types of entities involved in the implementation and management of comprehensive SABA processes (tbd in early 2014).</p> <p>Baseline (2013) -14,625 IDPs, returnees or people in process of local integration have benefited directly from sustainable WASH services. -0 entities (SABA).</p> <p>Target (2014-2016) -At least 15,000 IDPs, returnees or people in process of local integration benefit from WASH services. -At least 2 entities involved in SABA processes (# of peoples tbd).</p>	<p>Intermediate results/ sequence/ milestones Evidence of improving health conditions among the targeted population thanks to access to safer water. Community monitoring systems, participatory/sustainable WASH processes involve rural communities, local/provincial authorities, CSO and private sector. SABA model has been piloted in 2 rural communities, thereby supporting a possible scaling-up in Colombia.</p> <p>Assumptions Processes implemented are articulated with district and provincial water policies. Project committees remain active during the entire intervention (for monitoring, control, etc).</p> <p>Risks Weakness of concerned communities in management and advocacy work, lack of willingness and interest to follow up and to secure the continuity of processes and weak dialog b/w the community and authorities limits the development of the process, new displacements occur.</p>	<p>NDP 2010-2014 Chapter 3: Sustainable growth and competitiveness (p. 316)</p> <p>Outcome Guarantee timely water and sanitation services and increase their quality as well as coverage.</p> <p>Indicator New beneficiaries form water supply, B) from sanitation services.</p> <p>Baseline (2006-2010) 4.6 million people, B) 3,6 million</p> <p>Target (2014) 2,8 million people, B) 4,5 million</p> <p>Chapter 4: Equal opportunities to overcome poverty and access social welfare (p. 428)</p> <p>Outcome The Red Juntos¹ for extreme poverty reduction has defined 45 basic achievements in 9 fields, including the capacity to improve water supply and drainage.</p> <p>Indicator Number of households getting water supply and drainage systems.</p> <p>Baseline (2010) 918,429 households from the 1,500,000 prioritised (61.2%) get water supply and drainage systems.</p> <p>Target (2010 – 2014) 1,156,386 households from the 1,500,000 who were prioritised (77%).</p>
<p>Subfield 1.3 Community development</p> <p>Outcome 1.3.1: The population affected by armed violence and/or involved in return or local integration processes enhances its organisational capacity.</p> <p>Indicators: Number of grassroots CBOs formed and/or strengthened.</p> <p>Baseline [2013] 873 spaces or CBOs are created or strengthened (1700 people participated).</p> <p>Target [2014-2016] CBOs are created and/or strengthened in at least 70% of communities targeted by bilateral projects.</p>	<p>2) Contribution by the Swiss program Link b/w (1) and (3)</p> <p>Intermediate results /sequence/ milestones Community members participating in community strengthening processes carry out advocacy to mobilise state institutions. Community resilience is strengthened; spaces for exchange b/w community structures and institutions have emerged. Various CSOs have won ownership during the project implementation and managed to strengthen their organisational capacities.</p> <p>Assumptions Continuity in the work of community committees and their members; suitable conditions for the dialog b/w the communities and institutions prevail.</p> <p>Risks Weakness of communities to carry out management and advocacy work, weak dialog with the authorities, lack of willingness and interest to follow up and to secure the continuity of processes from either sides; threats to community leaders, new displacements, shrinking humanitarian space.</p>	<p>(3) Humanitarian or developments outcomes in the country</p> <p>National plan of "Attention to and Comprehensive Rehabilitation of Victims"</p> <p>Outcome Victims of the armed conflict make strides in restoring social and institutional relations severed by the conflict and displacement.</p> <p>Specific objectives Support strategies/programmes that enable community rehabilitation and the reconstruction of the social fabric (ENCI 2010-2012); support the real enjoyment of the right to participation for victims.</p> <p>Indicators Number of platforms for the participation of victims installed at all territorial levels. Baseline: 0</p> <p>Targets 600 platforms for victim participation are installed at different territorial levels (2014).</p>

1 Presidential Program for Extreme Poverty Reduction

(4) Intervention principles (Swiss programme)

Multilateral cooperation with funding (ICRC) combined with secondments (WFP), policy dialogue, monitoring missions and feedback to SDC-Multilateral Humanitarian Aid.

Bilateral cooperation through international NGOs (ACF-E, SI, OXFAM GB, Diakonie, AVINA) with a hard and soft component. **Hard component:** comprehensive solutions for the most vulnerable affected families. **Soft component:** to complement the above, capacity building/strengthening action for CBO, their leadership and advocacy work.

Internal coordination – “Swiss whole-of-government approach”

Alignment with the government/ harmonization with donors: **Alignment/complementarities** approach with government institutions and plans (i.e. NDP 2011 – 2014, National plan of Attention and comprehensive Rehabilitation of Victims). **Harmonization** and proactive participation in Donor Group, Humanitarian Country Team and with donors interested in humanitarian topics such as ECHO; Sweden; Spain; BPRM and Canada.

(5) Resources, collaborations (Swiss programme)

For the implementation of field 1, the SDC has foreseen investment of 18.54 Mio, which represents 44% of the resources:

- Multilateral channel approx. CHF 7.5 million (consisting of 100 % of the contribution to the WFP and 50% of the contribution to the ICRC, the other 50% being ascribed to domain 2)
- Bilateral channel approx. CHF 11.04 million (Cash CHF 9.79 million and reserve CHF 1.25 million), with partners such as ACF-E, SI, OXFAM GB, Diakonie.

50 % co-funding is expected for the bilateral partners’ project (COSUDE contribution not to exceed the 50% limit). However, if their funding situation deteriorates, COSUDE could consider a contribution beyond the 50%. Co-funding resources will be managed with NGOs’ own resources or with other donor agencies such as ECHO, AECID, CIDA.

- Human resources for field 1: Director of Cooperation (approx. 42.5 %); Programme Manager (approx. 50 %); two NPOs (each one approx. 50%); Administration: Head of Finance and Administration (approx. 47.5 %); Finance and Administration Assistant (approx. 37.5 %); Office Assistant (approx. 47.5%).
- Co-funding will be managed in dialogue with ECHO, AECID, CIDA.

Field of intervention 2: Human security and protection of civilians:

The goal of this domain is to contribute to national and international protection systems in the country, in order to protect people from violence, conflict and human rights violations as well as to support reconciliation processes.

Sub-field 2.1 Protection of civilians and promotion of HR [lead SDC]	(2) Contribution of the Swiss programme Links b/w (1) and (3)	(3) Humanitarian or development outcomes in the country
<p>Outcome 2.1.1: The population affected by armed violence has improved access to protection mechanisms for the prevention of human rights and IHL violations.</p> <p>Indicators Efficient early warning systems / contingency plans (prevention and preparation) are effective to mitigate the risk of forced displacement</p> <p>Baseline (2012-2013) 8,596 members of ethnic communities of Valle del Cauca, Cauca and Nariño benefited by contingency plans</p> <p>Target (2014-2016) 3,533 people at risk of displacement in Buenaventura, Nariño y Cauca are safer.</p>	<p>Intermediate results, sequence, milestones Vulnerable communities (indigenous, Afro, HR defenders, etc) are provided with planning and protection tools against violations of IHL an HR, at least 3 local institutions enjoy strengthened attention and response to basic needs as a protection mechanism.</p> <p>Assumptions Budget security (UNHCR), governmental response, “respect” to IHL symbols by the armed groups</p> <p>Risks Dialogue with FARC and ELN is lastingly severed, dissimilar priorities of local and regional governments, high level of violence by armed groups including illegal armed groups.</p>	<p>National plan of “Attention to and Comprehensive Rehabilitation of Victims”</p> <p>Outcome Actions to prevent forced displacement and protect victims’ rights (of armed conflict)</p> <p>Indicator Protection of victims in imminent, extreme risk or risk of extraordinary nature.</p> <p>Method of calculation Number of victims identified by the National Protection Unit as at imminent, extreme risk or risk of extraordinary nature who are provided with protection measures/number of victims identified with such risks.</p> <p>Baseline (end of 2012) Elaboration of analysis papers to coordinate response and prevent the occurrence of violent acts against civilians, 528 activities and humanitarian missions with a prevention focus are held.</p> <p>Targets: 100% (2014-2021)</p>

<p>Outcome 2.1.2: Mine action: communities have access to mechanisms of self-protection and mine victims have been attended.</p> <p>Indicators A) Behaviour change (beneficiary assessment), B) specific capacities strengthened (leadership, knowledge transfer, communication) of targeted communities, C) Number of victims attended to within the system of assistance</p> <p>Baseline (2013) (A+B) 86 people of 5 indigenous communities got training for MRE multipliers and 4,560 direct beneficiaries of MRE (2011), C) 105 victims provided with medical and rehabilitation services.</p> <p>Target (2014-2016) A) 200 victims of APM and other ERW and their communities have access to assistance services (departments of Nariño, Cauca and Córdoba) B) 180 indigenous trainers of 5 ethnic groups (Awá, Inga, Siona, Nasa and Pastos) have improved mechanisms to protect their communities (8.469 direct beneficiaries) through MRE</p>	<p>Intermediate results, sequence, milestones The capacities of key actors within the system (comprehensive attention against APM) are enhanced and apply the national legal framework for the assistance to victims, with a DNH, conflict-sensitive approach, and gender approach.</p> <p>Communities (especially members of indigenous communities) living in concentration zones develop safe behaviours</p> <p>Assumptions Budget security, efficient anticorruption mechanisms, respect for IHL symbols by the armed groups, stable team of the local administration</p> <p>Risks Increased military operations, poor coordination b/w institutions, change of priorities in public policies.</p>	<p>National Plan of Action against Mines 2009-2019: Socio-economic sustainable development of communities is not prevented by the presence of APM, UXO and ERW</p> <p>Outcomes: Increase coverage of MRE, timely and full access by victims to services for a comprehensive rehabilitation and socioeconomic inclusion</p> <p>Indicators: - Prioritised municipalities that have established community liaison through MRE strategies. - Number of victims who have received full attention/ number of casualties registered in the PAICMA (in Spanish).</p> <p>Baseline (end of 2012) 9,000 people of 14 departments trained in MRE and pre-hospital care through mobile learning centres, 70 trained Awá people leaders multiply the training for 9,747 people from their community (PAICMA).</p> <p>Targets 100% (2010-2014)</p>
<p>Outcome 2.1.3: Access to protection tools for boys, girls and adolescents in risk of forced recruitment has increased.</p> <p>Indicators Number of minors participating in activities for the prevention of the connection to, and recruitment by IAG, mechanism of protection for minors implemented and strengthened in zone of concentration.</p> <p>Baseline (2013) 4 minors are separated from the IAG</p> <p>Targets (2014-2016) - 562 boys and 547 girls from the district of Tierralta, Cordoba participating in activities for the prevention of recruitment - 21 minors are separated from the IAG</p>	<p>Intermediate results, sequence, milestones Protecting against the risk of imminent recruitment for minors is promoted in the environment.</p> <p>The topic of protection against harm to minors and their families is well positioned within NGOs, public institutions and CBOs/ CSOs.</p> <p>Assumptions Budget security, efficient anticorruption mechanisms, respect for IHL symbols by the armed groups, stable team of the local administration</p> <p>Risks Increased military operations, poor coordination b/w institutions, change of priorities in public policies.</p>	<p>Outcome <u>Plan of Department for Social Prosperity DPS for the prevention of use and recruitment by all armed groups:</u> Generate and strengthen tools of comprehensive protection to minors in their living space, mainly in zones where IAG are present, use and recruit them.</p> <p>Indicators A) # of municipalities with strategy of promotion of the rights of, and B) % of denounced situations of risks of recruitment and use of minors</p> <p>Baseline (2012) Commission for the prevention of recruitment, use and sexual exploitation of minors (CIPRUNNA in Spanish): referral to the Technical Secretariat of CIPRUNNA of 10 cases of recruitment risks, and intervention of CIPRUNNA in presumed cases of recruitment of 12 minors in Putumayo; 794 minors trained as promoters of HR, minors' rights, prevention of drug use and connection with IAG (Nariño, Amazonas, Chocó y Norte de Santander).</p> <p>Targets (end of 2014) A) 248 municipalities B) 100% of events</p>

Sub-field 2.2: Dealing with the Past (DWP) and land restitution	(2) Contribution of the Swiss Program Links b/w (1) and (3)	(3) Humanitarian or development outcomes in the country
<p>Outcome 2.2.1 [lead SDC]: the process and participatory mechanisms to implement the land restitution policy is strengthened with the integration of a DNH approach.</p> <p>Indicators: Improved judicial procedures by integrating DNH elements</p> <p>Baseline (2013) 208 public officers of the URT head office and local offices in 3 prioritised regions know and incorporate DNH concepts in their processes.</p> <p>Target (2014-2016) Tbd in January 2014</p>	<p>Intermediate results, sequence, milestones Land restitution processes under the leadership of the Unit for the Restitution of Land (URT in Spanish) are strengthened through technical assistance in mainstreaming of DNH principles.</p> <p>Judges and land restitution magistrates are trained and have the technical tools to adequately recognise the rights of the IDPs in the restitution process (UNHCR).</p> <p>The public policies recommendations of the Historical Memory Center are integrated.</p> <p>Assumptions Stable teams of the URT at central and territorial levels, recommendations by the project are adopted by the URT, affected communities participate in the process.</p> <p>Risks Victims are ignored within the process and are not represented in the Transitional Justice Committees, increase of security incidents for victims involved in the land restitution process and risks for public officers, lack of coordination between institutions, overwhelming expectations.</p>	<p>National plan of "Attention to and Comprehensive Rehabilitation of Victims"</p> <p>Outcome As a component of comprehensive reparation, land restitution seeks the restoration of legal and material use of lands and territories forcibly abandoned or dispossessed.</p> <p>Indicator Number of victims with land restitution judgments</p> <p>Baseline (October 2013) More than 200 land restitution sentences uttered by judges representing about 12,700 hectares of land</p> <p>Targets: 85% (2013), 90% (2014)</p>
<p>Outcome 2.2.2 [lead HSD]: Transitional justice is strengthened through a comprehensive "dealing with the past" approach.</p>	<p>Intermediate results, sequence, milestones</p> <p>Assumptions A national policy for transitional justice for peace building is defined in cooperation with national actors. Based on needs, holistic strategies are promoted, comprising guarantees of justice, truth, reparation and guarantees for no repetition.</p> <p>Risks Mechanisms implemented in Colombia are not compatible with international obligations in matters of justice and are rejected in the country.</p>	<p>Outcome International cooperation is requested by Colombia in the following areas: victims, rehabilitation and human rights</p>
<p>Sub-field 2.3 Democratic participation [lead HSD]</p>	<p>(2) Contribution of the Swiss programme</p> <p>Links b/w (1) and (3)</p>	<p>(3) Humanitarian or development outcomes in the country</p>
<p>Outcome 2.3.1: Switzerland has contributed to the peace process in Colombia and to its participatory and inclusive implementation.</p>	<p>Intermediate results, sequence, milestones The implementation of the possible agreements/peace building policies includes mechanisms for ample citizen participation and the civil society is interested to contribute in building peace; the political participation of women is strengthened.</p> <p>Risks The implementation of possible agreements/policies for peace is not in a participative mode; security risks hamper the work of organisations interested in participating in the democratic process; the potential implementation of agreements/peace policies is ineffective and causes frustrations and conflicts in the regions.</p>	<p>Outcome 3 International cooperation is requested by Colombia in the following areas: victims, rehabilitation and HR</p> <p>Guidelines: Promotion of peace culture, reconciliation and peaceful cohabitation: Advisory in formulation and implementation of a social pedagogy for reconciliation and peace building. In line with the NDP 2010-2014: necessity to ensure continuity and accompany the bets for building conditions for development and peace, driven by regional programmes for development and peace, and by initiatives of other social and institutional actors.</p> <p>Reconciliation: Effective participation of victims and their organisations</p> <ul style="list-style-type: none"> • Participation and empowerment of victims. • Organizational strengthening.

(4) Lines of intervention (Swiss programme)

Multilateral cooperation through funding combined with secondments / JPOs, policy dialogue, monitoring missions and feedback to SDC-Multilateral Affairs: UNHCR, OHCHR.

Bilateral cooperation: international NGOs: Solidaridad Internacional, Geneva Call, Handicap International, Diakonie; government: Ministry of Agriculture/Unit for Land Restitution (URT) and other entities responsible for the implementation of the land restitution policy. Supply expertise in DWP, democratic participation, mediation, etc; facilitate dialogs; financial contributions and political support for projects and initiatives of state/non state actors relevant for the conflict transformation in Colombia

Internal coordination – “Swiss whole-of-government approach”

Alignment with the government/ harmonization with donors: Alignment/complementarities approach with government institutions and plans (i.e. NDP 2011 – 2014, National plan of “Attention and comprehensive Rehabilitation of Victims”). Harmonization and proactive participation in Donor Group, Humanitarian Country Team and with donors interested in humanitarian topics such as ECHO; Sweden; Spain; BPRM and Canada.

(5) Resources, collaborations (Swiss programme)

Resources foreseen by field, outcome and period

Budget 2014 – 2016:

A) SDC: total approx. CHF 15.46 Mio., which represent 37% of the resources.

Multilateral channel approx. CHF 9 million (it includes 50 % of the contribution to ICRC - the other 50% are ascribed to field 1 - and 100% of the contribution to OCHA and UNHCR)

Bilateral channel approx. CHF 6.46 million: Cash CHF 5.21 million and reserve CHF 1.25 million – bilateral actions as mentioned in the previous chapter.

50 % co-funding is expected for the bilateral partners’ project (COSUDE contribution not to exceed the 50% limit). However, if their funding situation deteriorates, COSUDE could consider a contribution beyond the 50%. Co-funding resources will be managed with NGOs’ own resources or with other donor agencies such as ECHO, AECID, CIDA.

Joint results: the exact extent of involvement / integration of the HSD in the SDC instruments “results framework” and “annual reports” are defined in the CS. As a minimal standard, the HSD contributes with “outcomes and indicators in the Swiss portfolio” in the results framework, and with integration of reached results in the field of “results statement” and in the field of “performance / processes.

Human resources for field 1: Director of Cooperation (approx. 42.5 %); Programme Manager (approx. 50 %); two NPOs (each one approx. 50%); Administration: Head of Finance and Administration (approx. 47.5 %); Finance and Administration Assistant (approx. 37.5 %); Office Assistant (approx. 47.5%).

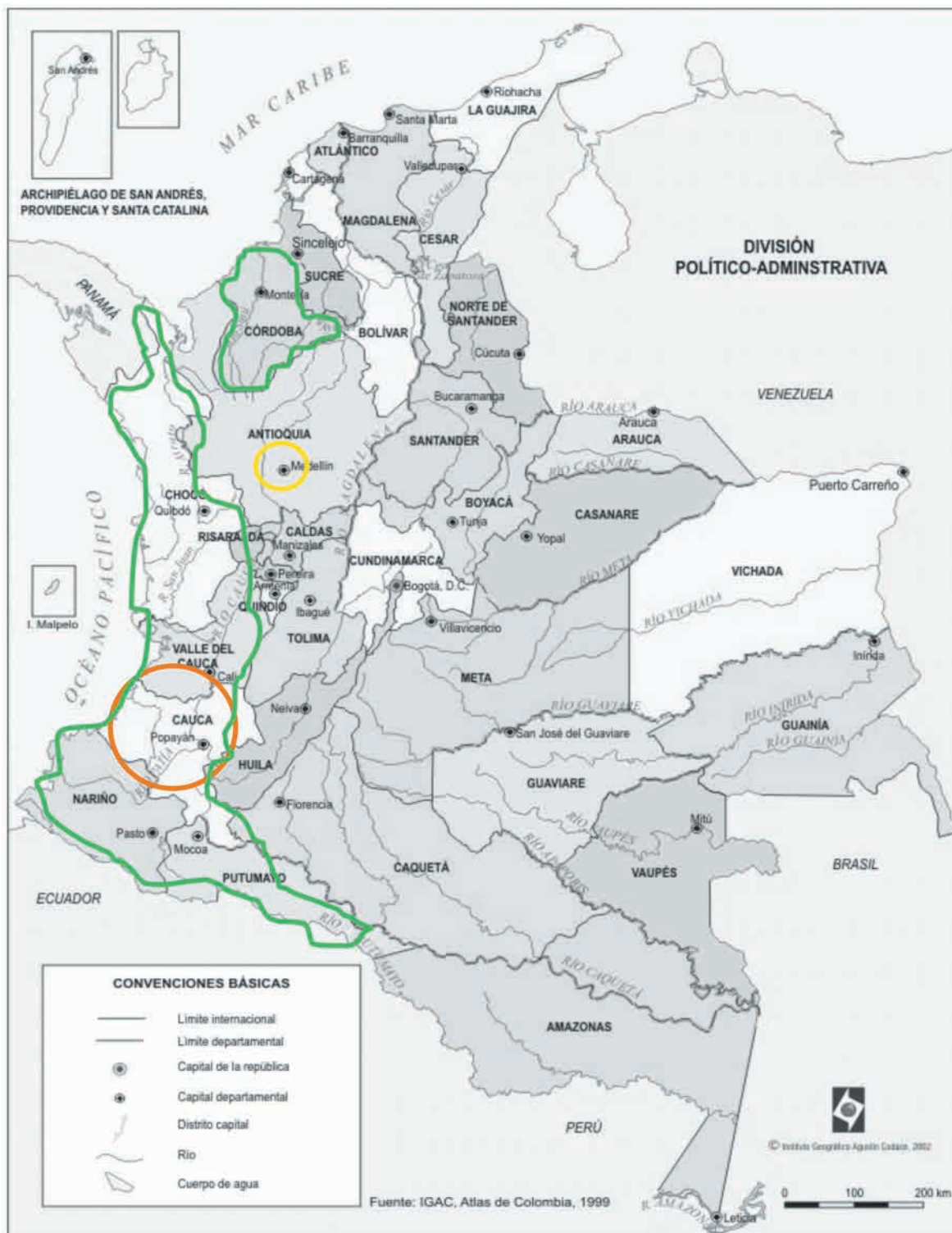
B) HSD: total approx. CHF 5.5 million, which represents 13% of the resources.

This total includes the secondments by SEP and the personnel responsible for the monitoring and evaluation.

One NPO 100%, the Human Security Advisor 100%

<p>Field of intervention 3: Strategic partnerships for global solutions: Support Colombia as an emerging country by enhancing global solutions for sustainable development.</p>		
<p>Subfield 3.1 Water footprint (WF) put into practice: SuizAgua Colombia</p>	<p>(2) Contribution by the Swiss programme Link b/w (1) and (3)</p>	<p>(3) Humanitarian or development outcomes in the country</p>
<p>Outcome 3.1. [lead SDC]: Support innovative actions to face the global water crisis and challenges, providing relevant experiences in Colombia that help influence the regional and international water agenda.</p> <p>Creation of a substantial case study to influence the global agenda on the application of the WF concept to water management at corporate and territorial levels.</p> <p>Indicators: Number of large companies measuring and reducing their WF. Corporate social responsibility (CSR) projects related to water management implemented. A community of practice is created on the WF, based on the experience of SuizAgua.</p> <p>Baseline (2013) 11 companies (4 Swiss: 7 Colombian) using the WF concept. Evaluation of the WF in the Rio Porce basin and its dissemination.</p> <p>Targets (2014 – 2016) At least 2 chambers of commerce or business organisations linked with the process in order to influence other companies. At least 3 interventions for the reduction of the WF are implemented in the Rio Porce basin and are evaluated.</p>	<p>Intermediate results, sequence, milestones Strategic partnerships to involve additional leading companies or sectors in the use of the WF; partner companies measure and implement actions to reduce their WF; public and academic institutions and the private sector participate in the implementation of actions to reduce the Rio Porce WF; knowledge management and positioning at regional level in coordination with the team of SuizAgua Andina (Perú / Chile)</p> <p>Assumptions The National Centre for Cleaner Production (CNPML) and the Centre of Science and Technology (CTA) become leaders in WF matters; growing commitment of companies and institutions, especially in the case of the Rio Porce basin.</p> <p>Risks Security conditions create difficulties for actions in the field; companies redirect their priorities and reduce their interest. Countries under water pressure oppose the ISO 14046 norm on WF: requirements and guidelines.</p>	<p>National policy for comprehensive management of water resources: Objective 2: characterise, quantify and optimise the water demand in the country.</p> <p>National Water Plan (NWP) (targets by 2022): 2.1 Characterisation and quantification of demand in priority basins. Indicator: water consumption by sectors in m3/sector PIB input. 2.3 Efficient and sustainable water use. Programmes of efficient use and water saving measures implemented by sectors and number of prioritised such programmes in the NWP.</p> <p>National strategy for international cooperation 2012 -2014</p> <p>2.4.2 Comprehensive management of water resources Development and implementation of criteria and guidelines for the administration of water resources (water users, implementation and follow-up of programmes for recycling, implement/monitor programmes for water saving and its efficient use).</p> <p>2.4.4 Urban and sector environment Strengthen urban/sector environmental management through the mainstreaming of environmental criteria in sector planning and adoption of CSR schemes.</p>
<p>(4) Lines of intervention (Swiss programme) Global Programme Water Initiatives (GPWI): Direct action. Public-private partnership for development</p>		
<p>(5) Resources, collaborations (Swiss programme) Human and financial resources of the main partners: companies, CNPML, CTA, authorities and institutions of the Rio Porce basin. Global Cooperation Division/GPWI, Embassy of Switzerland, SDC Colombia CORBOG human resources: Director of Cooperation 15%; NPO 100%; Head of Finance 5%; Finance assistant 25%, Office assistant 5% Budget SDC 2014 – 2016 of GPWI CHF 2 Mio</p>		
<p>Subfield 3.2 Business and human rights</p>	<p>(2) Contribution by the Swiss programme Link b/w (1) and (3)</p>	<p>(3) Humanitarian or development outcomes in the country</p>
<p>Outcome 3.2.1 [lead DSH]: Cooperation between companies, state institutions and civil society is strengthened in order to guarantee the private sector's obligation to respect human rights and to enable a favourable environment for sustainable peace</p>	<p>Intermediate results, sequence, milestones The UN guiding principles are implemented in Colombia; the platforms for meeting of the different actors are active.</p> <p>Risks: No real interest among companies to further mainstream HR within their operations, the mechanisms developed are not sufficient to show progress, civil society is excluded from processes elaborated in order to implement the UN guiding principles.</p>	<p>Specific objectives / Indicator / Baseline/ Target [2014] The presidential programme on HR and IHL propels actions for their promotion, protection and defense.</p> <p>As a component of the mechanisms for the development of the national comprehensive policy on HR and IHL, the presidential programme is part and parcel of working platforms with CSO and NGOs. In the quest for effective participation of the private sector, businesses and professional associations, the programme and the vice-presidency participate in initiatives geared to increase the promotion and respect of HR and IHL in Colombia, particularly for the promotion of HR within business.</p>
<p>(4) Line of intervention (Swiss programme) HSD: Direct action. Dialogue with the Swiss private sector in Colombia</p>		
<p>(5) Resources, collaborations (Swiss programme) For the implementation of field 3, the SDC has foreseen investment of CHF 2.35 million, which represents 5% of the resources: Human resources for field 1: Director of Cooperation (approx. 15 %); one NPO (100%); Administration: Head of Finance and Administration (approx. 5 %); Finance and Administration Assistant (approx. 25 %); Office Assistant (approx. 5%). DSH: total approx. CHF 0.5 Mio, which represent 1% of the resources. Human resources: Embassy: political advisor; HSD: Human Security Advisor; SECO: Country Director</p>		

Annex 3: Country map of Colombia with areas of intervention



- Intervention areas 2014-16 for bilateral cooperation in terms of humanitarian assistance and recovery
- Strategic intervention area 2014-16 to combine Swiss commitments in terms of humanitarian assistance, recovery, human rights and peacebuilding
- Strategic intervention area 2014-16 for water management interventions

The interventions of supported multilateral organisations (UNHCR, WFP, OCHA, ICRC) go beyond the geographic demarcation on this map.

Annex 4: Conflict-sensitive programme management approach in Colombia

CSPM in Colombia (in red: specific emphasis)

	Strategic Level	Operational Level
Preparedness, Analysis and Planning	1. Establishment of 3 scenarios with respective implications and base Cooperation Strategy on Most-Likely Scenario	Regional / local context analysis at project level
	1a. Define theory of change on strategic and project level	
	1b. Balanced portfolio : diversity of partners and implementation modalities	<ul style="list-style-type: none"> •Local actors analysis at project level •Integration of DNH approach into project design
	1c. Establishment of „portfolio risk analysis“	Establishment of „project risk analysis“
	2. Crisis preparedness : Merger of LSP with “Dispositive de Crise” in 2014 / Definition of Bogotá Emergency Management Team / Establishment of Regional Rapid Response Team (GIAR)	<ul style="list-style-type: none"> •Security rules for staff and visitors •Regular security analysis in staff meeting based on UNDSS reports •Yearly crisis management exercises / monthly radio checks
	3. Staff management : Establishment of policies with the principle of balanced team composition	<ul style="list-style-type: none"> •Rules for recruitment of new staff •Establishment of Code of Conduct •Crisis management and security trainings
	4. Financial management : Anti-corruption policy and institutionally defined control mechanisms	
	5. Communication : Define communication principles	•Establish rules of speech (internal)
	6. Coordination : Whole of Government Approach (internal) / Complementary alignment (external)	
	Strategic Level	Operational Level
Implementation and Steering	1. Implications of context monitoring : Steering implications in Annual Report based on MERV and program results	<ul style="list-style-type: none"> •Operational project reports •Beneficiary assessments
	2. Periodical adaptation of crisis preparedness tools	<ul style="list-style-type: none"> •Security Clearance for project monitoring missions based on UNDSS and partner assessment •Yearly adaptation of security rules for staff and visitors
	3. Review of staff management policies	<ul style="list-style-type: none"> •Yearly repetition of Code of Conduct with staff •Systematic use of MAPs
	4. Financial management : External control: Yearly audit by PwC / HQ audits	<ul style="list-style-type: none"> •Close financial project monitoring •Internal control tools: ICS / OMR
	5. Communication : Use communication principles	•Produce communication material / fact sheets (external)
	6. Coordination : Establish mechanisms to discuss incoherencies (internal) / Intensive networking (external)	

Annex 5: Monitoring concept

Period	Context	Country programme	Portfolio	Management
3-5 years	Defining scenarios Reviewing local security plan incl. portfolio risk assessment	Conducting a review of out-going cooperation strategy. Elaborating of cooperation strategy through a whole-of-government approach, including results framework Conducting a mid-term review of the current Cooperation Strategy.	Planning of projects / programmes Draft end of phase reports Conduct project reviews or evaluations	Conducting internal FDFA audits
Annual	Validating most-likely scenario Up-dating local security plan based on up-dated local risk assessment	Prepare annual report based on results framework	Establishment of yearly plan of operation	Preparing internal control system and office management reports Carry out and draft MR to yearly audit report
Semester	Conducting MERV Conducting decentralized local risk assessment and actor mapping		Operational steering and reporting through established project monitoring system (field missions, partner dialogue, project audits) Mid-term and final review of yearly plan of operation	Mid-term and final review of yearly plan of operation

Annex 6: Medium-term risk assessment and mitigation measures

Identified risks	Possible impact	Mitigation measures
Contextual risks		
Civil society is participating partially in the implementation of the peace agreements between the government and the guerilla(s).	Fragile sustainability of peace agreements.	Strongly advocate for the participation of a strong and constructive civil society.
The implementation of transitional justice is questioned by international actors.	Low credibility of the peace process and possible reactivation of the conflict.	Review the support to state institutions, civil society and demobilised people to ensure truth, justice, reparation and non-repetition.
Failure of peace negotiation process between government and guerilla(s).	Military solution of the conflict becomes a priority for the armed actors.	Reinforce the contribution to humanitarian assistance programmes due to the prolonged armed violence.
Questioned relevance of humanitarian assistance in the post-conflict context.	Invisibility of the humanitarian situation. Loss of coordination and advocacy capacity due to the absence of strong multilateral partners.	Increase humanitarian and human rights advocacy.
Increase of violence by newly created post-demobilization groups in areas of bilateral geographical concentration of the CS 14-16.	Limitation of humanitarian space for Swiss partners as post-demobilisation groups will split into further factions and less receptive to IHL.	Continue to work with partners able to deal with this risk, especially the ICRC.
Higher vulnerability of rural communities due to private sector business activities (extractive-energy industries: gold, coal).	Creation of new sources of conflict and new human rights violations.	Strengthen political dialogue with Swiss and Colombian companies.
Political and social violence in Venezuela creating forced migration flows in the border region with Colombia.	Recrudescence humanitarian situation on the border with Venezuela.	Strengthen support (specifically through secondments) to partners such as UNHCR.
Increase of climate change-related vulnerability due to more extreme weather events (floods and droughts) and lacking local natural resources management.	Communities affected by an accumulation of conflict, natural disasters victims and poverty.	Support to humanitarian projects in emergency phase. Maintain regional rapid response mechanisms.
Programmatic Risks		
Modest portfolio performance vis-à-vis the objectives.	Modest results achievement.	Set realistic "success" criteria in risky contexts (rural areas with high degrees of violence and low presence of state institutions) and also report challenges.
Limited number of bilateral partners for programme implementation due to general (humanitarian) donor fatigue.	The partners are unable to co-finance projects - contribution type - that are implemented with Switzerland.	High degree of flexibility in terms of modalities (mix of modalities, use of funds) as well as in terms of planning and implementation of projects. Reduce co-financing requirements or finance projects mandate type .
Institutional risks (for Switzerland)		
Incoherencies of policy. Staff affected by security incidents. Risk of corruption in cooperation with partners.	Political damage also affecting programme implementation.	CSPM-Mainstreaming; Political coherence as a priority through good internal coordination and joint context analysis; In-depth assessments of new partners; DNH approach mainstreamed; staff security as first operational priority; close follow-up of funding to partners; close coordination with authorities, UN + donors.

Annex 7: Acronyms and abbreviations

ACF-E	Action Against Hunger-Spain
AECID	Spanish Agency for Cooperation and International Development
APC	Colombian Agency for International Development Cooperation
APM	Antipersonnel Mines
AUC	United Colombian Self-Defense Group (Autodefensas Unidas de Colombia)
BPRM	United States Bureau of Population, Refugees, and Migration
CAF	Andean Development Corporation
CBO	Community-based organisations
CIDA	Canadian International Development Agency
CIPRUNNA	Intersectional Commission for the Prevention of Recruitment and Sexual Exploitation of Minors (Comisión Intersectorial para la Prevención del Reclutamiento, Utilización y Explotación Sexual de Niños, Niñas y Adolescentes)
CIVETS	Colombia, Indonesia, Vietnam, Egypt, Turkey and South Africa
CNPML	National Centre for Cleaner Production (Centro Nacional de Producción Más Limpia)
CODHES	Consultancy for Human Rights and Displacement (Consultoría para los Derechos Humanos y el Desplazamiento)
CORBOG	Swiss Cooperation Office in Bogota
CORLIM	Swiss Cooperation Office in Lima
COSUDE	Swiss Agency for Cooperation and Development
CS	Country strategy
CSER	Corporate social and environmental responsibility
CSO	Civil society organisations
CSPM	Conflict-sensitive programme management
CSR	Corporate social responsibility
CTA	Center for Science and Technology of Antioquia (Centro de Ciencia y Tecnología de Antioquia)
DDR	Disarmament, demobilization and reintegration
DNH	Do-no-harm
DPS	Department for Social Prosperity
DWP	Dealing with the past
EC	European Commission
ECHO	European Community Humanitarian Office
EFTA	European Free Trade Association
ELN	National Liberation Army (Ejército de Liberación Nacional)
ENCI	National Strategy for the International Cooperation
EPL	Popular Army for Liberation (Ejército Popular de Liberación)
ER	Early recovery
ERF	Emergency Response Fund
ERW	Explosive remnants of war
FARC	Revolutionary Colombian Armed Forces (Fuerzas Armadas Revolucionarias de Colombia)
FDFA	Federal Department of Foreign Affairs
G-24	Group of 24
GDP	Gross domestic product
GIAR	Rapid Intervention and Support Group (Grupo de Intervención y Apoyo Rápida)
GoC	Government of Colombia
GPDP	Post-demobilization groups
GPWI	Global Program Water Initiatives
HA	Swiss Humanitarian Aid
HEA	Humanitarian emergency assistance
HH	Households
HR	Human rights
HSD	Human Security Division
IAG	Illegal armed groups
IBRD	International Bank for Reconstruction and Development
ICRC	International Committee of the Red Cross
IDB	Inter-American Development Bank
IDEAM	Colombian Institute for Hydrology, Meteorology and Environmental Research (Instituto De Hidrología, Meteorología y Estudios Ambientales de Colombia)
IDP	Internally displaced people
IHL	International humanitarian law
INGO	International non-governmental organisation
ISO	International organization for standardisation
JPO	Junior professional officers

M-19	Guerilla Movement of April 19th
MERV	The SDC's context monitoring instrument
MPI	Multidimensional poverty index
MRE	Mine risk education
MTP	Medium-term programme
NDP	National Development Plan
NGO	Non-governmental organisation
NPO	National program officer
NWP	National Water Plan
OAS	Organization of American States
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OHCHR	Office of the High Commissioner for Human Rights
OXFAM GB	Oxford Committee for Famine Relief-Great Britain
PAICMA	Programme for Integral Action against Mines (Programa de Acción Integral contra Minas Antipersonales)
PDAG	Post-demobilisation armed group
RL	Recovery of livelihoods
SDC	Swiss Agency for Development and Cooperation
SECO	Swiss State Secretariat for Economic Affairs
SI	International Solidarity
SUIPPCOL	Swiss Programme for the Promotion of Peace in Colombia
UARIV	Unit for the Attention to and Integral Reparation of Victims (Unidad para la Atención y Reparación Integral a Víctimas)
UN	United Nations
UNDAF	United Nations Development Assistance Frameworks
UNDP	United Nations Development Programme
UNGRD	National Unit for the Management of Disaster Risk (Unidad Nacional para la Gestión del Riesgo de Desastres)
UNHCR	United Nations High Commission for Refugees
UNSC	United Nations Security Council
URT	Unit for Land Restitution (Unidad de Restitución de Tierras)
USA	Unites States of America
UXO	Unexploded ordnance
WASH	Water, sanitation and hygiene
WF	Water footprint
WFP	World Food Programme

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