

Country strategy for development cooperation

Colombia

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Document III

PROPOSED COUNTRY STRATEGY FOR COLOMBIA 2003-2007

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PROPOSED COUNTRY STRATEGY FOR COLOMBIA 2003-2007

SUMMARY

The country analysis shows that the escalating internal armed conflict in Colombia poses a serious general obstacle to development in Colombia. The unequal distribution of political and economic power, increasing poverty, weak democratic institutions, widespread impunity, crimes against human rights and international humanitarian law, the unequal distribution of land, and drug trafficking are obstacles to development that are linked to and mutually reinforce one another. They must be addressed to make it possible to achieve sustainable peaceful development in Colombia and regional stability.

The internal armed conflict may develop in various ways during the strategy period. It may worsen, but it is also possible that regular peace negotiations with the armed groups FARC¹ and ELN² will be launched and make progress. Regardless of whether or not the parties are engaged in peace negotiations, other sectors of society may make efforts to bring about a long-term peace process.

The results analysis shows that the activities during the period have increasingly focused on peace-promoting measures, which, among other things, have led to efforts to create opportunities for dialogue, but have also included strengthening of the rule of law and civil society, promotion of human rights and international humanitarian law and efforts to promote equality between the sexes. Coordination between the Swedish International Development Cooperation Agency (Sida), the Ministry for Foreign Affairs (MFA) and other Swedish development cooperation players has given Sweden opportunities to sway various levels and decision-makers in Colombian society towards a peaceful settlement of the conflict.

Sweden has elected to operate mainly through the UN system, NGOs and churches, and in a few cases through public institutions that are independent of the Colombian government.

Awareness of the democratic deficit and abuses of human rights has increased. But the fundamental problems remain and represent a special challenge to development cooperation.

A large proportion of Sweden's assistance is channelled to civil society. The increasing maturity of the Colombian organizations and better coordination have given them a new legitimacy and influence. The increased presence of Swedish organizations has helped to broaden their networks of contacts and given increased access to developments that are important for a process towards lasting peace.

There was some uncertainty about the country's development policy when this strategy was prepared. When the new government took office in August 2002 President Alvaro Uribe asked the UN Secretary-General for help in starting peace negotiations with FARC. The new government took over the peace process with ELN from the Pastrana government and peace feelers were sent out. President Uribe

¹ Fuerzas Armadas Revolucionarias de Colombia.

² Ejército de Liberación Nacional.

declared that the government's policy would, on the one hand, focus on the citizens' safety by increasing the state's presence and strengthening the army and the police. On the other hand, the state bureaucracy would be cut back, production and exports stimulated and social investments made in education and health care. The new government emphasized its interest in a good climate for cooperation with the international community.

General considerations: Colombia is in the midst of a humanitarian crisis which has repercussions on the stability of the region as a whole. A political solution to the armed conflict appears to be the only real possibility of establishing lasting peace. The drug problem is now inextricably linked to the conflict. There is a growing realization in Colombia that the country needs the support of the international community, at the same time as more and more national players are claiming the right to take part in the peace process. This in turn creates a basis for peaceful development.

Sweden's development cooperation is related to the various phases of the peace process. Activities in Colombia should as before be the result of collaboration between the MFA, Sida and other Swedish cooperation partners. The UN agencies and civil society are important actors in a revived peace process.

The overall objective of the strategy is to raise the living standards of the poor, with greater economic and social equity and democratic development as especially relevant associated objectives.³

The objective of development cooperation is a broad-based peace process that makes it possible to address the causes of the conflict and build sustainable peace.

The following cooperation areas are expected to contribute to achievement of the above objective:

Humanitarian programmes and conflict prevention

- 1) Strengthening the parties' conviction of the need for a negotiated settlement of the conflict
- 2) Broadening participation in the peace process
- 3) Controlling drug trafficking and access to small arms that fuel the conflict

Democratic governance and human rights

- 1) Increasing respect for human rights and international humanitarian law as a step towards lasting peace
- 2) Strengthening the rule of law and promoting a democratic culture and good governance as a step towards the reconciliation process

³The approach to poverty adopted in the strategy is the multidimensional concept defined in the OECD/DAC Guidelines on Poverty Reduction of 2001. "Poverty is multidimensional. Poverty denotes people's exclusion from socially adequate living standards and it encompasses a range of deprivations. The dimensions of poverty cover distinct aspects of human capabilities: economic (income, livelihoods, decent work), human (health, education), political (empowerment, rights, voice), socio-cultural (status, dignity) and protective (insecurity, risk, vulnerability). Mainstreaming gender is essential for reducing poverty in all its dimensions. And sustaining the natural resource base is essential for poverty reduction to endure."

The *channels* used for Sweden's development cooperation are Swedish cooperation partners (NGOs, the social partners, authorities etc.), the UN system, international organizations and multilateral development banks (in particular the IDB and the World Bank), the European Commission, strategic domestic institutions (such as the Ombudsman's Office and the media). Cooperation with the EU and the UN, as well as with the development banks, can reinforce Sweden's development aid so that it makes a greater impact.

1. INTRODUCTION

The present proposed strategy was prepared mainly by the Swedish embassy in Bogotá, where consultations also took place with the Colombian development assistance authority and all the Swedish development cooperation players. In connection with an international seminar entitled Building Peace in Colombia a draft strategy was presented to representatives of both the former and the present government, a group of Colombian academics and NGOs.

In Sweden, consultation has taken place with various relevant sections at Sida and with external stakeholders. A preliminary draft of the strategy was circulated for review among a wide circle of stakeholders in July and August 2002.

There must be a certain amount of flexibility in order to make it possible to adjust the focus of development cooperation during the strategy period in response to new developments and guidelines. An example of this is the Government Bill on Sweden's future global development policy, which will be presented in the spring of 2003, and the subsequent parliamentary resolution, which may have an effect on future development cooperation in South America and Colombia.

2. CONCLUSIONS OF THE COUNTRY ANALYSIS

2.1 Introduction

The country analysis sought to define the general obstacles to development in Colombia. Sweden's involvement in Colombia focuses on peaceful development, since the analysis indicates the need for long-term peaceful and democratic development with respect for human rights and international humanitarian law. Owing to many uncertain factors it is difficult to predict the future. The actions of the new government will be crucial to the development of the conflict. Preparations were being made for peace negotiations even during the process of military escalation that was in progress while this strategy was being prepared. Long-term peace-building efforts are important even in a situation without any formal negotiations in order to pave the way for future negotiations and peace agreements.

2.2 Poverty

Income distribution is extremely unequal in Colombia, and 33 million of the country's population of 43 million live in poverty, with an income of less than USD 2 a day. 9 per cent of the population live in extreme poverty, on less than USD 1 per day. A small group controls economic and political power. The average income among the richest 10 per cent of the population is 60 times higher than that among the poorest

10 per cent. There is a world of difference between those who have access to high-quality education, health care, infrastructure, housing, future prospects and relative safety and those who live in poverty. The group that has been forced to flee by the conflict is among the most disadvantaged as regards access to food, water and sanitation. Inequality is a breeding ground for new conflicts and tensions in the country.

To achieve lasting peace and political stability there must be a more balanced distribution of economic and political power, with equal opportunities for women and men, increased decentralization and respect for the human rights of the poor.

2.3 Peace

The internal armed conflict in Colombia is a serious general obstacle to development in the country. Weak democratic institutions, widespread impunity, violations of human rights and international law, concentration of land ownership, drug trafficking, unequal distribution of political and economic power and increasing poverty are linked and mutually reinforcing obstacles, and measures must be taken to address these problems in order to achieve long-term, lasting peaceful development.

The following scenarios are possible during the next five years:

1. Further escalation of the internal armed conflict, leading to intensification and proliferation of the war. No rapprochement between the government and the three illegal armed groups.
2. Continued conflict, but a peace negotiation process is launched. Partial humanitarian agreements aimed at mitigating the effects of war on the civilian population are discussed by the parties either throughout the country or in certain regions.
3. A regular peace process starts. Peace negotiations lead to partial agreements and demobilization of the illegal armed groups.

The above three scenarios seek to describe various processes from open war to a peaceful solution. There is every sign that the first scenario will dominate during the first part of the strategy period. Theoretically, at least, a military victory might be achievable for one of the parties, even though such a victory would not lead to lasting peace.

The large quantities of – and trade in – small arms, together with the culture of weapons and violence, contribute to prolonging the conflict. There is therefore every reason in the future to support a national and regional process that seeks to deal with the problems that arise as a result of the destabilizing accumulation of small arms.

Broad support for peace in society is crucial. The active involvement of women in efforts to find a peaceful solution to the conflict is important for the establishment of lasting peace. The state's respect for human rights must be strengthened, as must all the combatant parties' respect for international humanitarian law. It will be necessary to reintegrate the illegal armed groups, following a period of demobilization and reconciliation at the local and central levels, in order to avoid outbreaks of new conflicts and achieve sustainable development.

2.4 Democratic development

The weak democratic institutions, the great centralization of power, limited popular participation and the limited opportunities and participation of women, boys and girls are other obstacles to development and lasting peace.

Democracy must be consolidated at the local and central levels to promote development of the country. Improving citizens' access to and influence over public institutions is one way of strengthening democracy and combating corruption at the same time. Increased decentralization and an increased presence of public institutions, such as the police and the judicial system, are necessary at the local level. Civil society has an important role, among other things, as a driving force behind the democratization process and in promoting civil and political, as well as economic, social and cultural, rights.

The opportunities of the poor for exerting influence must increase. Efforts must be made in order to increase respect for human rights in order to make peace possible. Women and men must have the same opportunities to exercise power and influence.

2.5 The rule of law and the legitimacy of the state

For many years, public institutions have not been able to guarantee the safety of individual citizens. The police and the judicial system are scarcely capable of performing their primary functions any more because of the escalating armed conflict and proliferating crime, especially drug trafficking. The extent of impunity is alarming. The reasons for this are complex. Low wages and lack of motivation among the police, prosecutors and judges may be one of the causes. Lack of political will and fear of reprisals following interventions against power groups are other reasons. Corruption is commonplace and is one further reason for the prevalence of impunity.

Citizens must be given the chance to build trust in their democratic institutions, such as the government, public administration, the judicial system, Parliament, the party system, the election apparatus and police and the military. Impunity must be actively dealt with by effective programmes aimed at establishing the rule of law. Modernization, decentralization and more effective and efficient public institutions, as well as citizen influence over the functions of these institutions, are necessary in order to combat corruption, assure the legitimacy of the state and create the conditions for peace and security.

2.6 Drug trafficking

Both FARC and the paramilitary AUC⁴ finance a large part of their activities, including purchases of arms and ammunition, by selling drugs, while ELN does so to a lesser extent. This means that drug trafficking sustains the conflict, helps to escalate it and reduces the incentives for a negotiated solution. The conflict itself helps to create favourable conditions for illegal activity, such as the cultivation of drug crops and the sale of drugs. Chemicals that are harmful to the environment are used in both drug

⁴ Autodefensas Unidas de Colombia

cultivation and drug control, although the greatest damage is caused by deforestation to make way for the plantation of drug crops.

An effective fight against drugs would make it easier to achieve a peaceful solution to the armed conflict, and such a solution would in turn be one of the best ways of combating drugs. Colombia's strategy for combating drug trafficking must avoid punishing small producers and should instead be designed as a long-term policy based on sustainable alternatives. Preparations should be made so that this issue can be included in the peace negotiations.

2.7 Sweden's role in Colombia

Sweden has been involved in development cooperation with Colombia since the early 1970s, and over the years development workers have become familiar and built trust in various sectors of Colombian society. The human rights situation deteriorated in the 1990s, at the same time as public institutions and NGOs were professionalized, as a result of which several Swedish players, including Sida, raised their profile in the country. Around the turn of the century, there was a marked increase in the number of development staff posted from Sweden.

The more the internal conflict in Colombia spills over into the surrounding countries, the more apparent it becomes that the conflict is not only a humanitarian disaster for the country's civilian population, but also a destabilizing factor in the region. Sweden seeks to apply the lessons learned from the peace processes in Central America by combining efforts in the fields of diplomacy, development cooperation and civil society. This has resulted in efforts to strengthen the parties' conviction of the need for a negotiated solution, to broaden participation in a peace process and to create opportunities for dialogue between the parties. Special emphasis is therefore placed on respect for human rights and international humanitarian law. The ground has also been prepared for various kinds of support to future agreements.

2.8 Other donors

The USA, with USD 260 million destined for the judicial system, human rights and social programmes within the framework of Plan Colombia⁵ during a three-year period, was the largest development assistance donor in Colombia.

The European Commission and the EU Member States committed ? 105 million to the peace process in Colombia for the period 2000-2006. The most active states in the areas of conflict management, human rights, gender equality and internal refugees were Sweden (? 6 million per year), Spain (5.5), the Netherlands (5.2), Germany (4) and the United Kingdom (1.5).

Canada, Norway and Switzerland may be mentioned among other countries that contribute similar amounts to the peace process.

The level of development assistance and support for peace-promoting measures contributed by the international community is low. Official development assistance to

⁵ See section 6 in the country analysis (Annex III:1, not included in the English version).

Colombia amounted to the equivalent of 0.2% of GDP in 1998, compared with 7.5% for Bolivia. The IDB lent Colombia USD 800 million on market terms during the fiscal year 2001. About half of this went to the social sector and poverty reduction. The other half was destined for improving the efficiency of public institutions. The World Bank's assistance concentrated on poverty reduction, social development and sustainable development.

3. CONCLUSIONS OF THE RESULTS ANALYSIS FOR 1998-2002

3.1 Development cooperation with Colombia 1998-2002 (SEK million)

Cooperation partners	Programmes	Latin America appropriation	Other appropriations
Civil society	Human rights Popular participation Peace networks	85.5	
UNHCR, UNHCHR, UN Special Adviser UNDCP	Human rights Internal refugees, peace Drugs	28.5	36.9
Intern. Red Cross Committee (ICRC)	Humanitarian law, internal refugees etc.		50.9
	Seminars, dialogue, peace process	12.9	
Ombudsman's Office, Truth and Reconciliation Commission, Office of the Prosecutor-General	Human rights, peace process	8.4	
Other relevant partners	The peace process	33.1	
Swedish NGOs	Popular movement appropriation		36.0
International training programmes			15.8
Total: 308.0		168.4	139.6

Development cooperation during the period has increasingly focused on peace-promoting efforts, which in practice means efforts to create dialogue opportunities, but also measures to strengthen the rule of law and civil society, promote human rights and international humanitarian law and gender equality. Coordination in Sweden between Sida, the MFA and other Swedish players has made it possible to sway public opinion at various levels of Colombian society in favour of a peaceful solution to the conflict. It is largely due to this coordination that Sweden has been able to play a role in policy dialogue and the peace process.

Sweden has elected to work through the UN system, Swedish NGOs with their Colombian counterparts, the church and in a few cases public agencies that are

independent of the Colombian government. The choice of cooperation partners has enabled Sweden to use its development cooperation resources effectively with limited administrative input. It has also minimized the risk of corruption in connection with development cooperation. Sweden's emphasis on the UN as an actor in the peace process is reflected in its resource allocations; almost one-third of Sweden's assistance is channelled through the UN system. As mentioned above, the UN's increased presence means that there is potential for a stronger UN role in Colombia.

Sweden contributed to the efforts being made on behalf of human rights, decentralization, popular participation and transparent decision-making by providing support for the Ombudsman's Office, the UNHCHR and human rights NGOs. There is now greater awareness of the democratic deficit and of human rights abuses. Nevertheless, the basic problems remain, and this presents a formidable challenge in the context of development cooperation.

About one-third of Sweden's assistance was channelled through Swedish NGOs to Colombian civil society for efforts in the fields of human rights, popular participation and peace networks. The increasing maturity of the Colombian organizations and better coordination have given them a new legitimacy and influence. The increased presence of Swedish organizations has helped to broaden their network of contacts and given increased access to developments that are important for a process towards lasting peace.

Another important Swedish cooperation partner in Colombia is ICRC, which channels about 15% of all Sweden's development assistance. With its central role in facilitating negotiations and promoting respect for international humanitarian law, the ICRC is a key player, despite its traditionally low profile.

4. COLOMBIA'S DEVELOPMENT POLICY

In August 2002 a new government was installed under President Alvaro Uribe. The breakdown of peace negotiations between the Pastrana government and FARC in February the same year led to a period of increased military confrontation.

President Uribe declared that the government's policy would focus on safety for the country's citizens by strengthening the army and the police. A war tax would be levied on businessmen and people with high incomes. Emergency laws would give the army and police increased powers in the struggle against the illegal armed groups. A new peasant militia and a network of information officers would be built up. The new government proposed substantial restructuring of public institutions and the public sector. Economic development would be promoted by increased exports and increased production. Social investments were planned, in particular in education and health care. Unemployment would be reduced by investment in new jobs.

Both the South American depression and internal factors indicate, however, that the Colombian economy is recovering very slowly. The budget deficit was larger than expected – about 4% of GDP. Foreign investment fell by 15% between 2001 and 2002, and exports fell by about the same amount.

At the time of writing this strategy, it seems likely that the first few years of the strategy period will be marked by increased violence and confrontation. There is a great risk that the humanitarian situation will deteriorate and violations against human rights and international humanitarian law will increase. The plans to reform public institutions may be obstructed by the opposition. The precarious economic situation in the country is likely to reduce the prospects for development and for making necessary social investments.

Colombia's foreign minister has expressed interest in development cooperation in the fields of housing and infrastructure, education and culture, employment and small business, alternative crops to replace drugs, afforestation and human rights. Even before the government came to office, it established contacts with the International Monetary Fund (IMF) and the multilateral development banks in order to ensure a favourable climate for cooperation. President Uribe also asked the UN's Secretary-General at an early stage for help in starting peace negotiations with FARC. The first peace feelers were sent to ELN.

However, it is difficult to predict the outcome of development policy in Colombia during the next five years. It may be questioned to what extent the fight against the illegal armed groups and drug trafficking can be combined with the country's development ambitions and, if the armed conflict worsens, how this will affect the human rights situation.

5. GENERAL CONSIDERATIONS

5.1 Sustainable peace

According to the country analysis, Colombia is in the midst of a humanitarian crisis which has repercussions on the stability of the region. A negotiated solution is necessary for the future development of the country and the only real possibility of ending the conflict. The drug problem is now inextricably linked to the conflict. There is a growing realization in Colombia that the country needs the support of the international community, at the same time as more and more national players are claiming the right to take part in the peace process. This in turn creates a basis for peaceful development. Sweden can in this connection contribute its experience of a previous negotiation process with FARC and peace processes in Central America. Sweden's involvement in Colombia ranges from political authorities over the church, business and trade unions to NGOs. Sweden has established a presence and a network of contacts at all levels in Colombia that gives it legitimacy and room for manoeuvre in the fast-changing situation.

5.2 Phases of the peace process

Sweden's development cooperation with Colombia is related to various hypothetical phases of a peace process, which may be illustrated as follows:

Phase 1 Continued armed conflict	Phase 2 Negotiations start	Phase 3 A peace agreement is signed and starts being
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		implemented
Objectives: A vision of a negotiated solution, adoption of a peace agenda, definition of the negotiating format, broadened participation, increased respect for human rights, protection for internal refugees.	Objectives: Facilitator role, partial agreements on human rights and international humanitarian law, verification of progress, proposals on political instruments, strengthening of the parties' safety	Objectives: Implementation of the peace agreement, independent international verification, reconciliation process
Action: Incentives for negotiations, dialogue creation, meeting-places, support for civil society and popular participation, design of mechanisms to monitor the agenda, human rights, protection for internal refugees	Action: Incentives for negotiations, dialogue creation, meeting-places, support for the UN as a mediator, expertise on human rights and international humanitarian law, recruitment of observers, support for civil society and other players, conditions for support of the peace agreement, human rights, protection for internal refugees	Action: Support for implementation of agreements, disarmament, demobilization and reintegration of soldiers, Truth and Reconciliation Commission, support for civil society and other players

The above diagram represents an attempt to illustrate a potential development from open war to a negotiated solution. In fact, the phases may be considered as parts of several processes. A peace agreement with ELN might, for example, be concluded long before an agreement with FARC. There might also be regional peace processes or different kinds of subsidiary agreements.

Some measures, such as promotion of human rights and international humanitarian law, will be taken regardless of the phase which the peace process has reached at any given time. Some measures may be carried out during a conflict and may be intended to encourage and provide incentives for a negotiating process. Others are particularly appropriate to the negotiating process itself. A third category of measures is only possible once an agreement has been signed. Assessments of what measures are appropriate during a particular phase must be made in the light of the situation at any given time.

5.3 Collaboration and dialogue

The results analysis indicates that cooperation in Colombia should continue to be based on interaction between diplomacy and development cooperation and between the MFA, Sida and other Swedish players. It is important to identify processes that are favourable, catalytic and possible to support, either economically or through dialogue, in collaboration with other donors. It should be borne in mind in this connection that forceful government measures are not necessarily proof of broad national ownership. Colombian ownership and participation at all levels is one of the main preconditions for a process towards lasting peace.

The UN system and civil society are important actors in a revived peace process. Occasionally, support can be given to public institutions that are independent of the Colombian government. A continued Swedish presence with a variety of contacts will increase opportunities for policy dialogue and for synchronizing development cooperation with the peace process.

5.4 Risk analysis

There is great uncertainty about future developments in Colombia. It is difficult to say whether the Uribe government's policy, with authoritarian features coupled with the ambition to achieve peace and development, will lead to peaceful development in the long run. Any weakening of the parties' will for peace is likely to affect the possibility of pursuing peace-building efforts. A drastic deterioration of the economy could also affect the possibility of delivering development cooperation.

Even in a situation where no formal negotiations are in progress, it is important to prepare the ground for dialogue, negotiations and peace agreements. Closer coordination with the government and other bodies in the international community are especially important to make it possible to analyse the impact of various events on development cooperation and the measures that need to be taken to minimize the risks. Efforts are being made in the EU to increase safety in the field, in particular by improving communication facilities and increased visibility, so that development workers from EU countries can easily be identified.

If there is a drastic deterioration of the situation, development cooperation may become more difficult and it may be necessary to cut back. If the worst comes to the worst, international personnel may have to leave Colombia, which would have drastic effects on cooperation.

6. DEVELOPMENT COOPERATION OBJECTIVES 2003-2007

The overall objective of development cooperation in South America is to raise the living standards of the poor, which will only be possible if there is economic growth, greater social equity and peaceful coexistence. Among the associated objectives, those relating to greater economic and social equity and to democratic development are considered especially relevant.

The **objective** of development cooperation with Colombia is a broad-based peace process that makes it possible to address the causes of conflict and establish lasting peace.

The country and results analyses indicate the need to adapt development cooperation to the various phases of the peace process. In order to achieve the above objective, Sweden's support will be concentrated on the following thematic areas in the operational areas *Humanitarian programmes and conflict prevention* and *Democratic governance and human rights*.⁶ Support will consist of financial and technical cooperation, of which policy dialogue is an integral part.

7. COOPERATION AREAS

7.1 Humanitarian action and conflict prevention

7.1.1 Objective: to strengthen the parties' conviction of the need of a negotiated solution. This can be achieved by helping to:

-Establish meeting-places

⁶Presenting development cooperation by operational areas facilitates subsequent economic and statistical analysis.

Platforms for dialogue and conflict resolution. Developing a culture of peace at the local, regional and national levels.

-Provide incentives for negotiated solutions

Regional models for integrated, peaceful and equal development. Strengthening of the role of the UN system in the peace process.

-Create the necessary conditions for implementing agreements

Facilitation of observation, verification and demobilization; facilitation of reintegration following demobilization; measures to make it possible to implement agreements.

7.1.2 Objective: to broaden participation in the peace process. This can be achieved by helping to:

-Promote gender equality in peace-building activities

Measures to promote women's participation in and influence over the peace process.

-Strengthen civil society and popular participation

Measures to promote participation by disadvantaged groups in order to strengthen organizations representing indigenous peoples and internal refugees and organizations that apply a poverty and rights perspective.

-Provide protection and support for internal refugees

Preventing internal flight. Regional refugee aid.

7.1.3 Objective: to control drug trafficking and access to small arms that fuel the conflict. This can be achieved by helping to:

-Develop models for 'peace laboratories'

Regional development programmes for manual eradication of coca plantations, alternative sustainable production and conflict management.

-Combat the accumulation of small arms

National and regional measures.

7.2 Democratic governance and human rights

7.2.1 Objective: to increase respect for human rights and international humanitarian law. This can be achieved by helping to:

-Disseminate knowledge about human rights

Measures in support of education, observation, documentation and information about and monitoring and implementation of human rights, both civil and political, as well as economic, social and cultural, rights, including children's rights and international humanitarian law (among the parties, NGOs, opinion-formers, media etc.).

-Strengthen the capacity of public institutions

Prevention, investigation and prosecution of violations of human rights, children's rights and international humanitarian law. Human rights education for personnel in the judicial system and other public institutions, such as the army and the police.

-Promote women's rights

Support for organizations, education, documentation.

-Promote the rights of indigenous peoples and Afro-Colombians

Support for organizations, education, documentation.

7.2.2 Objective: to strengthen the rule of law and promote a democratic culture and good governance. This can be achieved by helping to:

-Combat corruption and impunity

-Promote institutional capacity building and skills development

Good governance in public institutions.

-Implement a reform of the security sector

May be considered if a peace agreement is signed.

7.3 Limits to the application of the strategy

The resources provided under some of the support arrangements used in Sweden's development cooperation are not allocated by country, but in the last analysis they do benefit the efforts being made in individual countries. Analyses of problems and needs are made at the global or thematic level, and the choice of country or region is made in accordance with special decision-making procedures. This applies, for example, to Sida's from budget envelopes for NGOs and international training programmes, non-dedicated funding of the UN system, including for drug control via the UNODCCP (United Nations Office for Drug Control and Crime Prevention), Sweden's contribution to the European Commission's development cooperation, general grants through other multilateral organizations (e.g. the development banks) and debt relief via the HIPC. They also include the humanitarian assistance appropriation. These cooperation arrangements represent a significant proportion of Sweden's overall development cooperation with Colombia, even though they cannot be fully controlled by the country strategy. Attempts should be made to improve the arrangements for coordination between these different types of support and the strategy for Colombia in the interests of the consistency of Sweden's development cooperation.

8. DIALOGUE ISSUES

Sida and the MFA will continue to collaborate closely on dialogue issues with Colombia. Dialogue will be conducted with relevant parties in Colombia, such as the government, the political opposition and representatives of civil society, as well as with the UN system, the EU, multilateral development banks and other international organizations. Together with the MFA, Sida will consider what can be done to improve collaboration with the IDB in Latin America. Sida's action plan for the EU's development cooperation in Latin America prioritizes Colombia, as well as some other countries. Sweden should advocate a larger presence and role for the UN system in peace-building activities and coordination between UN agencies. The

preparation of a strategy for communication between Sweden and its cooperation partners will greatly facilitate dialogue.

Dialogue should be conducted on the basis of a poverty and rights perspective as expressed in the OECD/DAC's guidelines on poverty alleviation and the international human rights conventions (see also Regional strategy for South America, sections 5.5 and 5.7).

Swedish profile issues in the policy dialogue with Colombian and international players are:

- A political solution to the armed conflict.

Peace-building must be based on respect for human rights and international humanitarian law.

- A democratic culture.

Consolidation of democracy by means of good governance and by strengthening the democratic institutions and increasing opportunities for individual citizens to influence the democratic processes. The importance of a strong civil society for the development of democracy should be emphasized.

- Gender equality.

In connection with its dialogue Sweden must emphasize the importance of equal opportunities for women and men to participate and influence societal development in accordance with the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW).

- Children's rights

In connection with dialogue Sweden should encourage respect for children's rights in accordance with the Convention on the Rights of the Child (CRC).

- An equitable distribution policy.

In connection with dialogue Sweden should point out the need to pursue a more equitable distribution policy in order to improve the opportunities of the poor and especially disadvantaged groups for having a voice in society and exercising their rights.

9. COOPERATION ARRANGEMENTS AND PLAYERS

An integrated approach must be applied to development cooperation, which means that special efforts must be made to mainstream gender equality objectives and the objective of sustainable resource use.

In order to strengthen popular participation and democratic processes, it will still be important to channel a large proportion of Sweden's assistance to civil society through Swedish organizations. Support for good governance and the strengthening of institutions will be channelled mainly through multilateral organizations.

In view of the limited financial resources it is considered strategically important to take advantage of the skills and capacity of Swedish cooperation partners. Technical

cooperation can take various forms within the framework of the objective of supporting the peace process. Continued broad participation by organizations such as the social partners, government authorities, academic institutions and enterprises is envisaged. It should be possible to further develop the international training programmes instrument by arranging courses in Spanish in the region. Contract-financed technical assistance should have priority in areas related to peace-building and good governance.

If negotiations between the parties to the conflict result in a peace agreement, credits may be needed to support the Colombian government's obligations in the form of development programmes in conflict-ridden areas.

Sweden's development cooperation will be channelled and coordinated through:

- Swedish cooperation partners (NGOs, the social partners, authorities, academic institutions etc.)
- the UN system
- international organizations and multilateral development banks
- the European Commission
- strategic domestic institutions, such as the Ombudsman's Office and the Truth and Reconciliation Commission.

Sweden should promote coordination and strategic alliances between like-minded organizations in order to increase the impact of its operations.

The Swedish resource base

More knowledge about Colombia will improve opportunities for contributing to peace-building activities and conflict management in the country. The embassy's regular meetings with Swedish development workers in the country provide an opportunity for taking advantage of Swedish contacts to open doors in Colombia. As before, priority will be given to appointing Junior Professional Officers (JPOs) and UN Volunteers (UNVs) in cooperation with Forum Syd and BBE (Assistant Bilateral Experts), as well as to support for and exchanges with the Colombia Network⁷ in Sweden and other bodies that have an interest in Colombia.

10. FINANCIAL PLANNING AND CONTROL

There is scope for a slight increase in the financial resources used for development cooperation during the strategy period. However, such an increase will depend on progress on the peace process. It cannot be ruled out that the conditions for development cooperation may become so difficult that Sweden will have to cut back its activities.

A plan for evaluations and reviews of most programmes and projects will be prepared during the strategy period. Thematic evaluations that may cover several projects or programmes will be made wherever possible. In the case of co-financing with other donors, the aim should be to produce joint evaluations. Biannual reports will be made of the programme as a whole. A website should be set up for the purposes of

⁷ A network of organizations engaged in development cooperation in Colombia.

coordination, evaluation and interaction between the EU Member States and other like-minded countries.

11. ADMINISTRATIVE RESOURCES

The strategy is based on the assumption that an ambitious approach will continue to be applied to assessments and programme preparations. It should be possible to achieve this with basically the same level of administrative capacity as before. In order to minimize administrative costs, the implementation of development cooperation should be left to other competent implementers wherever possible.



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