

Sida Country Report – Revised edition 2003

Colombia



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1. Summary

Development in Colombia is complex and full of contradictions, whilst there is an increased military presence in conflict areas, economic growth is at its highest since 1999. During 2003 the conflict continued and armed confrontation occurred between the Colombian armed forces and the illegal armed groups. At the same time, there has been significant internal disputes and armed combat within the paramilitary groups. As a result of these confrontations, as is almost always the case, the civilian population has significantly suffered. The priority of President Uribe's administration is to reinstate the State's authority and control over the country's territory. One of President Uribe's slogans is "without security there is no democracy, nor growth nor equity." In order to regain control and bring about security, his administration has increased the capacity, number and thereby pressure, of the armed forces in conflict prone areas. When President Uribe came to power in August 2001 there were 300-400 municipalities (of a total of 1096) in which there was no presence of the State. In 2004, the government estimates that the State is present, at least with military and police forces, throughout the country.

During 2003 no formal peace negotiations have been established, on the contrary, military pressure has escalated. This offensive by the Colombian army has meant that the FARC and ELN have withdrawn deep into areas of difficult access. The number of fighters in the illegal armed groups is estimated at 30 000 and UNICEF indicates that at least 14 000 of these are child soldiers. An important faction of the paramilitaries has responded to President Uribe's call for dialogue, conditioned on a ceasefire, and is willing to initiate this process. This offer was extended, in principle, to all the illegal armed actors but only the paramilitaries have accepted it. At the moment they are the only group that seems to believe that they can get any benefits from a peace negotiation. In order to facilitate the eventual demobilisation of members of the paramilitary groups, the government has presented legislation to the Congress, setting out legal constraints for the process. Public hearings on this legislation are envisaged in 2004.

As the conversations between the paramilitaries and the government develops, and despite the increase of military pressure, aspects of the Human Rights situation improved, as some of levels of violence de-

¹ Presidency of the Republic, Colombian Agency for International Cooperation ACCI, International Cooperation Strategy, p 48, Bogotá 2003

creased in 2003. The rate of homicide has fallen by 23% to 50 homicides for every 100 000 inhabitants (around 18 000 homicides per year) — which is the lowest rate in 15 years, but still high by international standards.² "According to new government figures, there were 2 043 kidnappings in 2003, down from 2 986 in 2002."³

During 2003 the number of massacres decreased by 33%. According to the Presidential Program for Human Rights, 430 people were victims of massacres in 2003. However, the massive arrest of civilians without firm evidence has increased during this period. Likewise, the steadily high level of impunity in the country continues to be one of the most serious problems in the country.

The London Declaration was signed in July 2003 by 24 governments, representatives of the UN, other international organisations and the Colombian government at a preparatory donors meeting in London. The commitments in the declaration are related to the international community's support to the Uribe government, and express their will to provide practical support towards: a peaceful solution to the armed conflict, in the implementation of the recommendations made by United Nations High Commissioner for Human Rights, to respond to the humanitarian crisis, and the eradication of coca cultivations. Additionally, the importance of respecting Colombian NGOs and the recognition of the role of civil society was highlighted. To follow up the commitments of the London-declaration, a group conformed by the 24 donor countries and international organisations, the G24, was constituted and has been meeting regularly in Bogotá since August 2003. Sweden took on the Presidency of the G24 during its first period supported by UNDP who holds the secretariat. For the first time there is a structured coordination process among donors in the country.

The Country Strategy for Colombia is valid for a 5 year period between January 2003– December 2007. The overall objective of the strategy is to raise the living standards of the poor, which will only be possible if there is economic growth, greater economic and social equity and peaceful coexistence. Swedish development cooperation in Colombia aims to create the conditions for a broad- based peace process that addresses the causes of the armed conflict and establishes lasting peace. The action lines within the Country strategy are: Humanitarian Aid and Conflict Management; Good Governance and Human Rights.

The country plan allocation amount was initially set at 50MSEK which was revised to 44 MSEK and 44,2 MSEK was disbursed in 2003. The disbursement for Humanitarian Aid and Conflict Management was of 18,2 MSEK and for sector Human Rights and Good Governance of 26 MSEK. The disbursed amount outside of the country allocation frame was 25 MSEK (19 MSEK in Humanitarian Assistance and 6 MSEK for NGO's) of which 8 MSEK was also aimed at Conflict Resolution. A total of 26 project preparations were scheduled: 22 were completed, 2 initiated project preparations, one was postponed and one was included in the project fund. Sweden is also a major contributor to the European Commission's development programme in Colombia

The Economist, Colombia's security policy, You do the math, January 10th 2004.

³ Ibid

Peace building and conflict management activities have been developed with counterparts from the Catholic Church, UN-organisations, the Parliamentary Ombudsman (*Procuraduría*), the People's Ombudsman, Swedish NGOs and their Colombian counterparts.

- The Catholic Church has been the most efficient channel that has been able to make direct and significant contacts, aiming at confidence building activities towards dialogue and future negotiations with the illegal armed groups.
- Swedish support to UNICEF has contributed to the demobilisation of 726 child soldiers.
- Civil society has been developing important activities of peaceful resistance and protection of the civilian population in conflict areas
- The Women's Movement for Peace, consisting of 25 social organisations, has carried out 68 local seminars and worked with an agenda for peace throughout the country.
- Sweden has supported the publication of the United Nations Development Programme (UNDP) Human Development Report "Callejón con salida"⁴, and a participatory process with a regional perspective, with 3 000 local, regional and national leaders in the country.
- The Human Development Report is the point of departure for the Swedish –UNDP Partnership Fund for Peace, including Peace and Development programs in several regions which were installed by the end of 2003.

The activities for Good Government and Human Rights are carried out through counterparts from the United Nations such as the Office of the High Commissioner for Human Rights, public institutions for instance the People's Ombudsman, the Swedish NGO Diakonia and their counterparts; GAIA Foundation, the Regional Attorney's Office in Medellin and with the Inter-American Institute of Human Rights (IIDH):

- The implementation of the Recommendations for Colombia by the United Nations Commission on Human Rights has been a focus of interest for the international community's cooperation in the country.
- Diakonia, for example, has been playing an important role accompanying the coordination of civil society organisations in their dialogue with the government and their follow-up of the London Declaration, especially in relation to the Human Rights recommendations.
- Sweden has supported GAIA Foundation in its programme designed
 to strengthen indigenous self governance in the Amazon as a way to
 support the indigenous groups in their effort to shield themselves from
 the conflict. This also promotes the participation of indigenous
 people in the decision making processes in their local governments
 and in the administration of education and health.
- The IIDH has been working in Human Rights training with high officials of the armed forces. Human rights and conflict management training for military personnel will be developed further in 2004 by the IIDH and the Raoul Wallenberg Institute.⁵

⁴ Available at http://hdr.undp.org/reports/global/2003/espanol/index.html

For further information on Swedish Cooperation in Colombia visit the Embassy's website at www.swedenabroad.com/bogota or Sida's homepage www.sida.se.

2. Strategic Country Development Trends

2.1 Poverty Reduction: Overall Trends and Perspectives

2.1.1 Trends in general poverty situation in the country

Development in Colombia is complex and full of contradictions; whilst there is an increased military presence in conflict areas, economic growth is at its highest since 1999. The general policy of the Uribe administration is based on democratic security, arguing that "without security there is no democracy, nor growth or equity." During 2003, military pressure escalated and no formal peace negotiations with the ELN and the FARC seem remote. This offensive by the Colombian army has meant that the FARC and ELN have withdrawn deep into areas of difficult access. As a result of these confrontations, as is always almost the case, the civilian population in these areas has significantly suffered.

The level of violence in the country steadily increased between 1990–2000. The number of illegal armed fighters within the subversive groups (FARC⁷, ELN⁸ and paramilitary groups) is estimated around approximately 30,000. According to the Uribe administration, "Violence has become the main hurdle to the economic and social development in the country and has caused major destruction of human and social capital and a preoccupying emigration."

The policy of democratic security, with increased presence of the State in areas where the illegal armed actors were competing for the power, has had a positive effect on the economy. The renewed presence of the State is mainly achieved with the deployment of military and police force, while social investment is still lagging behind. According to National Department of Planning (*Departamento de Planeación Nacional*), the rate of economic growth in Colombia during 2003 was 3,5%. One of the important financial executives in Colombia indicates that "this is the first year of a real recovery since the economic crisis of 1999." National investment has increased during President Uribe's period.

Fresidency of the Republic, Colombian Agency for International Cooperation ACCI, International Cooperation Strategy, p 48, Bogota 2003

Fuerzas Armadas Revolucionarias de Colombia

⁸ Ejercito de Liberación Nacional

⁹ Presidency of the Republic, Colombian Agency for International Cooperation ACCI, International Cooperation Strategy, Bogota 2003 Ibid 6 44

¹⁰ Cambio, No 1334 "Vuelven las vacas gordas" s. 19, Bogota, Colombia.

¹¹ Ibid

Colombia has a population of 43 million people out of which 63% (27 million)¹² are considered as poor, living on less than 2 USD per day; 23% (10 million) are extremely poor, living on less than 1 USD per day.¹³ As is the case in many Latin American countries, Colombia has extremes both in poverty and wealth. In Bogotá, a modern capital with more than 6 million inhabitants, half of the population lives in poverty in the shanty towns located in the south of the city¹⁴ and the richest population earns 56 times more than the poor.¹⁵

The government has a Social Reactivation Plan intended to generate conditions for a more egalitarian society. The plan includes investments in education, social security and protection, promotion of cooperative economy, social management of land, social management of public utilities, and aims to achieve a country of property owners and better quality of urban life. The coverage of basic and middle school education has increased from 83% 2002 to 86% 2003, with 400 000 additional educational places. The unemployment rate has decreased from 14,7% October 2002 to 13,6% in October 2003, with more than 650 000 new jobs being created in 2003. ¹⁶

2.1.2 Development planning and poverty reduction, status in the implementation of main strategic planning documents

The National Development Plan, approved by Congress in 2002 seeks to build a communal State with participation of the community in the achievement of social goals. Within the Development Plan, the Regional Peace and Development programs are being promoted. The first regional Peace and Development program started in a region severely affected by the armed conflict, Magdalena Medio, around ten years ago. The program intends to construct alliances between civil society organisations, local and regional governments and other State institutions in order to promote reconciliation and alternative productive projects for local and regional development. Presently, there is a network of 15 incipient Regional Peace and Development programmes in the country. The European Commission started to support one of these programs in 2001, the Peace Laboratory of Magdalena Medio, and since 2003 supports the Second Peace Laboratory now located within three regions: Oriente Antioqueño, Norte de Santander and Macizo Colombiano (in the Departments of Cauca and Nariño).

At the moment the Embassy does not have any access follow up information on the Millennium Development goals. The Embassy will, however, follow-up on the Millennium goals within a poverty plan that it intends to elaborate.

2.1.3 Economic and social development reforms

The government has begun to develop a number of public and economic reforms such as a tax reform, pension reform, labour market reform, and a public administration reform. The Public Administration Renewal is

¹² Presidency of the Republic, Colombian Agency for International Cooperation ACCI, International Cooperation Strategy, Bogotá

¹³ World Bank, Colombia Poverty Report 2002. (Figures from 1999)

¹⁴ El Tiempo, "En la capital los ricos ganan 56 veces mas que los pobres"

¹⁵ Ibid.

¹⁶ Presidency of the Republic, Colombian Agency for International Cooperation ACCI, International Cooperation Strategy, Bogota 2003

directed to all executive branch entities and during 2003 restructuring measures have been taken in 89 State entities.¹⁷ During 2003 the Health and Employment Ministries were merged to create the Social Protection Ministry and the Ministry of Justice and the Ministry of Interior have been merged into one.

Anticorruption measures were one of president Uribe's main issues during his campaign for the presidency. At this moment the government intends to implement a meritocracy program within the public administration, aiming to award public posts and contracts in a transparent process where competition is based upon professional criterions rather than political favours. There have been difficulties implementing these structural anti-corruption measures, the impact of which has not been as evident as desired.

2.2 Political Development Good Governance and Human Rights

2.2.1 General trends in domestic politics and foreign policies

The priority of the president Uribe's government has been to reinstate the State's authority and its control over the territory. To support the military action the Uribe administration has implemented a system of "farmer-soldiers" and "civilian informers". Although the president has declared that cooperation between the military forces and the paramilitaries would not be accepted, it is still not unusual to hear testimonies that these practices continue. When president Uribe came to power in August 2001, 300–400 municipalities (of a total 1096) were controlled by the armed actors. Most of the Mayors of these municipalities were forced to abandon their posts, after receiving threats from the illegal armed actors, and if possible governed from the nearest main city by telephone. In 2004 the government estimates that there is a presence of the State, at least with military and police, in all of the country. Nonetheless, 14 mayors had not been able to return to their posts by the end of 2003.

During the second half of 2002 and the beginning of 2003 the government declared a State of Emergency in three regions: Arauca, Bolivar (Montes de Maria) and Sucre (South of Bolivar) for six months, which is the maximum period permitted by the Constitutional Court. The State of Emergency allowed the government to restrict some civil liberties, such as freedom of movement and of congregation, in view of the intensification of the armed conflict and the serious disturbances in public order in these areas. The government then presented an antiterrorist legislation proposal which gives judicial faculties to the military forces to make detentions in remote areas, allows authorities to intercept phone calls and register mail without a judicial order, amongst others. This legislation has been approved in Congress and has recently been presented to the legislative to begin the ruling process. The United Nations Office of the High Commissioner of Human Rights UNOHCHR has questioned the legislation's clause that awards judicial faculties to the military forces.

The FARC and the ELN have retreated into areas of difficult access, in response to the army's renewed pressure. Unlike the paramilitaries, neither guerrilla group has established formal peace negotiations with the

government during 2003. The number of fighters in the illegal armed groups is estimated to 30 000 and UNICEF indicates that at least 14 000 of these are child soldiers. According to the Presidency of the Republic, during 2003, 4 125 men and women deserted 18 from the illegal armed groups and 726 child soldiers were demobilized. Until now, an important part of the paramilitary troops has responded to President Uribe's call for dialogue conditioned on a ceasefire and are willing to initiate this process. This offer was in principle extended to all the illegal armed actors but only the paramilitaries have accepted it. At the moment they are the only group that seems to trust that they can get any benefits from a peace negotiation. The government has presented an "alternative legislation" project to Congress, which would allow it to enforce alternative punishment measures, in addition to jail time, to the former paramilitaries such as house detention, social work, and the inability to hold public posts. Some groups have started to demobilize and there has been a public debate in Congress and in the affected regions, but there are still a lot of uncertainties in relation to this process and Congress is expected to review the proposal again in March 2004. The international community is closely following the process around this phenomenon but has not fully endorsed it. In January 2004 the Organisation of American States (OAS) reached an agreement with the Colombian government to support the verification of the negotiations and demobilization of illegal armed actors with a prior ceasefire. Until date, OAS is the only international actor involved in the process.

The illicit coca cultivations in the country are fuelling the conflict and the illegal armed groups rely on drug production and trafficking as an important source of income to maintain and arm their forces. There has been a massive campaign of aerial spraying that has cut, at least temporarily, the area cultivated with illegal drug crops. According to government sources, during 2003 125 000 hectares of coca were destroyed by air spraying or by manual eradication¹⁹ and in July 2003 there were 69 000 hectares cultivated with coca.²⁰ The State Department's Report on International Drug Control and Strategy highlights the fact that this process in Colombia has not, against popular belief, led to an increase cultivated areas in Peru and Bolivia.²¹ Typically, cultivations move further into the Amazon, or are being cultivated hidden by other crops such as coffee. Informally, sources point out that even if there has been an increase in the areas being eradicated, the efficiency and production rate in the cultivated areas has increased, which means that the real production of coca may not have significantly decreased. Testimonies from farmers in Putumayo reveal that they are poorer now, after ten years of cultivating coca, than they were before they embarked in this activity. Different alternative crops, promoted by the Colombian government and some members of the international community, as part of the coca eradication strategy have had limited impact, and further study of the possibilities of alternative production is necessary.

¹⁸ Presidency of the Republic, Colombian Agency for International Cooperation ACCI, p. 45, International Cooperation Strategy, Bogota 2003

¹⁹ El Tiempo, Colombia, record in antidroga, Source: State Department Report on International Drug Control and Strategy 2004, March 2nd, Bogota 2004.

²⁰ El Tiempo, Annual Report Junta Internacional de Estupefacientes de coca, March 3rd, Bogota 2004.

There is a need to look more closely at the situation along the borders, especially regarding the Internally Displaced Population (IDP) and Colombian refugees in neighbouring countries. According to a study by FUNPADEM, it is estimated that along the Ecuadorian border with Colombia there are 60 000 Colombian refugees, 130 000 in Venezuela and approximately 10 000 in Panama.

2.2.2 Situation regarding Human Rights and international humanitarian law

With the decrease in the number of illegal armed actors, and despite the increase of the military pressure, reported Human Rights violations and the general levels of violence declined in 2003. Still, the Human Rights situation in the country is undoubtedly serious. The rate of homicide has fallen by 23% to 50 homicides for every 100 000 inhabitants (around 18 000 homicides per year) – which is the lowest rate in 15 years but still high by international standards.²² As stated in The Economist "According to new government figures, there were 2 043 kidnappings in 2003, down from 2 986 in 2002."23 During 2003, 8 mayors, 56 councilmen24, 17 judicial officers²⁵ and at least 4 journalists²⁶ were assassinated. The Central Labour Union (CUT) states that 87 labour union leaders were assassinated, out of which 59 were men and 28 women, mainly teachers and health workers. Government sources claim that killings of labour union workers were down by 55% in 2003 compared to previous years. Former members of the political party *Unión Patriotica* (UP) are still being harassed; in 2003, 16 were murdered and 6 disappeared.²⁷

During 2003 the number of massacres decreased by 33% according to the Presidential Program for Human Rights, 430 people were victims of massacres in 2003.

The serious problem of massive detentions of civilians without firm evidence has increased during 2003. Likewise, the steadily high level of impunity in the country continues to be a very serious problem.

The number of new cases of internal displacement per year has also decreased during 2003. Government figures estimate a reduction of 50% in the number of people who have been forced to flee their homes. 28 The total number of IDPs depends on how the estimations are made. If the assessment includes cases within the last 15 years, the total number of internally displaced persons in the country may be as high as 3 million, but if the estimation only includes last three years this number would decrease to 850 000. 29 Nevertheless, the current estimation is that there are 300 000 newly displaced persons per year, which makes Colombia the third country in the world in number of IDPs, a humanitarian crisis that is not dealt with as such. Moreover, there are testimonies that in many cases the population is unable to flee because of roadblocks and checkpoints by the illegal armed actors.

²¹ Ibid

²² The Economist, Colombia's security policy, You do the math, January 10th 2004.

²³ Ibid.

²⁴ Colombian Federation of municipalities and the Federation of national councils

²⁵ National Association of Officers and employees from the judicial branch.

²⁶ OHCHR annual report 2004

²⁷ REINICAR

²⁸ Presidency of the Republic, Colombian Agency for International Cooperation ACCI, p. 44, International Cooperation Strategy Bogota 2003

²⁹ UNDP, Callejon con Salida, Panama Formas e Empresos, Bogota 2003

UNICEF indicates that 540 municipalities are affected by anti – personal mines, the majority of which are placed by the ELN and the FARC. According to this agency, there have been around 400 anti – personal mine accidents during 2003. The National Program for Action Against Anti-personal Mines was put under way during 2003. The government has until date destroyed 5 000 anti-personal mines and the government's aim is to reach the goal of destroying 15 000 mines that are in the power of the Colombian army by March 2004.

2.3 Development Co-operation and Partnership

The London Declaration was signed in July 2003 by 24 governments, representatives of the UN, other international organisations and the Colombian government at a preparatory donor meeting in London. The commitments in the declaration are related to the international community's support to the Uribe government, and express their will to provide practical support towards: a peaceful solution to the armed conflict, in the implementation of the recommendations made by United Nations High Commissioner for Human Rights, to respond to the humanitarian crisis, and the eradication of coca cultivations. Additionally, the importance of respecting Colombian NGOs and the recognition of the role of civil society was highlighted. To follow up the commitments of the London-declaration, a group conformed by the 24 donor countries and international organisations, the G24, was constituted and has been meeting regularly in Bogotá since August 2003. Sweden took on the Presidency of the G24 during its first period supported by the secretariat of UNDP. For the first time there is a structured coordination process among donors in the country.

The London Declaration is now the point of departure for joint discussions on cooperation and there have been various meetings in this respect between the government and the international community. Civil society, has adopted it as an important instrument. A significant number of civil society organisations have been developing a coordination movement Alliance (Alianza) consisting of 120 NGOs. There is also the "Confederacion Colombiana de ONGs" which consists of about 1000 NGOs. The Uribe administration was first slow to fully recognize or support this initiative. However, as the process of following up on the declaration advanced, and because of the close contacts between the G24 and the government, President Uribe himself recognised the London declaration as the guiding line in the management of international cooperation. As a result of this coordination, the government has presented an international cooperation strategy. This will be the starting point for round table discussions between the government, the international community and Colombian civil society for the ongoing process of coordination and which will be presented at the donor coordination meeting 2004.

3. Swedish Development cooperation

3.1 Strategic assessment and considerations

The current strategy is relevant to the country's development goals and there is no need to make any adjustments at this stage. Donor coordination with the government, civil society and the international community has been a priority during 2003 and has been developed during the preparations and follow-up process for the London donor preparatory meeting in July 2003, when the London Declaration was signed. This Declaration has become a very useful guiding principle for the cooperation activities between the international community, the government and Colombian civil society. Key issues in the dialogue with the government are also included in the London Declaration, such as a negotiated solution to the conflict, the humanitarian crisis, respect for Human Rights, and the fight against illegal drug production and trafficking.

3.2 Overall Country Programming Review

The Country Strategy for Colombia is due for the period 1 January 2003–31 December 2007. The overall objective of the strategy is to raise the living standards of the poor, which will only be possible if there is economic growth, greater economic and social equity and peaceful coexistence.

Swedish development cooperation in Colombia aims to create the conditions for a broad- based peace process that addresses the causes of the armed conflict and establishes lasting peace.

The main action lines within the Country strategy are:

- Humanitarian Aid and Conflict Management
- Human Rights and Good Governance

3.2.1 Humanitarian Aid and conflict management

Peace building and conflict management activities

Peace building and conflict management activities have been developed with counterparts from the Catholic Church, UN-organisations, the Parliamentary Ombudsman (*Procuraduría*), the People's Ombudsman, Swedish NGOs and their Colombian counterparts.

• The Catholic Church has been the most efficient channel that has been able to make direct and significant contacts, aiming at confi-

- dence building activities towards dialogue and future negotiations with the illegal armed groups.
- Swedish support to UNICEF has contributed to the demobilisation of 726 child soldiers.
- Civil society has been developing important activities of peaceful resistance and protection of the civilian population in conflict areas
- The Women's Movement for Peace, consisting of 25 social organisations, has carried out 68 local seminars and worked with an agenda for peace throughout the country.
- Sweden has supported the publication of the United Nations Development Programme (UNDP) Human Development Report "Callejón con salida"³⁰, and a participatory process with a regional perspective, with 3 000 local, regional and national leaders in the country.
- The Human Development Report is the point of departure for the Swedish –UNDP Partnership Fund for Peace, including Peace and Development programs in several regions which were installed by the end of 2003.

National Conciliation Commission

Sweden has been supporting the National Conciliation Commission since 1996. The Catholic Bishops Conference in Colombia is leading the Commission, which is made up of 18 prominent representatives from Colombian society: a former foreign minister, a former labour minister, a newspaper publisher, a retired army general, a trade union leader etc. The National Conciliation Commission has a broad network of contacts all over the country, particularly through the Catholic Church, which is one of the institutions in Colombia which has most recognition and legitimacy in the eyes of ordinary Colombians. During 2003, the Conciliation Commission facilitated contacts and attempted to create confidence for future peace dialogues with the different armed actors: FARC, ELN and the paramilitary groups. It has also played a fundamental role in the release of several Colombians and foreigners who had been kidnapped by one of the illegal armed actors.

Human Development Report

During 2002 and 2003 Sweden supported UNDP in the research and publication of a Human Development Report that analyses the root causes of the Colombian conflict and focuses on a peaceful solution to the armed conflict from a regional perspective. This was a process in which 3 000 community leaders, political leaders, representatives from NGOs, academics etc. participated in the elaboration of this year's report "Callejón con salida". The report had considerable impact on public opinion and during a month after its release there were constant debates around the report through mass media. The majority of the press editorials agreed that the report has been one of the most important pro-positive research investigations in many years. The team who was responsible for the report is working on its diffusion in different regions of the country, with the aim of generating a response from public

³⁰ Available at http://hdr.undp.org/reports/global/2003/espanol/index.html

opinion and gathering further proposals. The report constitutes an important foundation for the regional Peace and Development programs.

Parliamentary Ombudsman (Procuraduría General de la Nación).

During 2003, through UNDP, Sweden has supported the parliamentary ombudsman which is the State's organisation responsible of investigating and sanctioning cases of misconduct by public servants, or members of the military and police forces. Sweden's support has been focused on overseeing and monitoring the conduct of military, police and state representatives in three regions of the country which were declared under State of Emergency (Arauca, Bolívar and Sucre). Swedish support was active while the State of Emergency was in force and has continued since it expired. The Parliamentary Ombudsman has written in-depth reports on each region and formulated observations and proposals to the relevant ministries and the President's office. This detailed follow-up has been important in preventing, to an extent, violations of Human Rights in these conflict ridden areas.

BCPR Mission and Swedish-UNDP-partnership for Peace

Since cooperation with UNDP turned out to be efficient and there are important links between UNDP and Swedish policy, Sweden decided to support UNDP's BCPR (Bureau for Conflict Prevention and Disasters) mission with a Swedish expert. One of the main achievements of this mission was to highlight the importance of supporting the work with the regional Peace and Development programs. Sweden and UNDP have developed a peace partnership program that focuses on, among several strategic issues, the Peace and Development programs in the regions of Montes de Maria, Oriente Antioqueño and Meta, which started in late 2003.

The purpose of the programmes is to assist these regions by strengthening alliances between civil society and State institutions, promoting and sponsoring conciliation activities and income generating activities for development. Some initiatives that Sweden had supported through UNDP in the past are receiving further assistance within the programme, with an emphasis on the regional level, such as the support for the Parliamentary Ombudsman, the employment policies, and the Human Development Report. The program will also count with the presence of the People's Ombudsman's office, through local People's Ombudsmen in the regions, who are now being trained to become part of the program. The Parliamentary Ombudsman (*Procuraduria*) will also have a degree of participation.

Limit the cultivation of illicit drugs and drug trafficking which fuels the armed conflict.

Together with UNDP, Sweden has promoted a study on the production mechanisms of illegal coca crops in Sur de Bolivar and the proposal of alternatives. The study is still in draft, but one of its recommendations is that there are no short-cut solutions, and it is necessary to promote the capacities within local organisations and civil society networks for all kind of alternatives to illicit coca production.³¹ It is intended that the study,

³¹ UNDP, Estudio Cultivos Ilícitos de Coca en el Sur de Bolívar, (draft), Bogotá, 2004.

which will be published in 2004, should be used as input in the processes of planning and analysis of the Peace and Development programs.

Civis, – a Swedish NGO – through its counterpart *Pensar* is supporting an organisation of farmers in Putumayo, a region which is producing 70% of the coca production in Colombia, and where the majority of farmers in the region have been cultivating coca for more than 10 years. Within Civis' program, the farmers are promoting their own organisation and together with IICA (Inter-American Institute for Cooperation on Agriculture) are developing agricultural planning without coca. The fundamental principle guiding the support from Civis is to strengthen the local organisation.

Promote equal opportunities for women and men in peace building activities, Together with ST (Statstjänstemannaförbundet) Sida has, since 2001, supported the development of a Women's Movement for Peace (IMP) in Colombia. This is a pluralistic alliance with 25 social organisations of indigenous and afro-Colombian populations, farmers (campesinos), relatives of kidnapped policemen and soldiers, trade unions etc. from all over the country. In 2002 they carried out a regional and national consultative process, which culminated with the presentation of 300 proposals for a women's peace agenda, which were discussed at a Constituency (Constituyente) through a consensual process that led to a 12-point agenda for peace. In 2003 important work was being done with the presentation and discussion of this agenda in the regions. IMP has carried out 68 local seminars with the participation of 2 718 women³². IMP has also become an important reference point in civil society and the women's movement for peace.

Protection and prevention activities related to IDP (Internally Displaced Persons)

Together with the People's Ombudsman (Defensoria del Pueblo) Sweden has developed a program with Local People's Ombudsmen (defensores comunitarios) in order to increase the presence of the State in nine conflict ridden areas and try to prevent cases of forced internal displacement. The civil population has been accompanied by the People's Ombudsman, one of the State's organisations of control, and have had the possibility of denouncing violations of their Human Rights. The Local Ombudsmen have also trained the local population in Human Rights and International Humanitarian Law. Additionally, they have also been able to submit information to the early warning system, if attacks from some of the illegal armed actors seem imminent, in order to urge the national military forces to protect the civilian population.

UNICEF - Child soldier demobilisation

Sweden has supported an important program to develop national policies for children involved in the conflict. Within this program there have been important information campaigns to prevent the recruitment of children in armed conflict. UNICEF has also supported the demobilisation program together with ICBF (Colombian Institute for Family Welfare). During the year 2003, 726 children were received by the State's pro-

Westermark Ása/Nyberg Jocke, Context, Extern utvärdering av svenskt stöd till Kvinnors initiativ till fred i Colombia – IMP (Iniciativa de Mujeres por la Paz) 2002–2003, Stockholm, 2004.

gramme for attention of demobilised children, compared with 394 in 2002^{33}

Save the Children

Sweden is supporting the Colombian Coalition to stop recruitment of child soldiers. The Coalition has been strengthened during 2003 and is recognised by UNICEF and national and international actors as an important movement regarding children's rights in Colombia.³⁴

CARITAS-Sweden's

program is mainly executed through the activities of the National Secretariat of Pastoral Social in different parts of Colombia, with special support to the city of Medellin and to the Jesuit organisation *Servicio Jesuitas por la Paz* in Barrancabermeja and to Famig in Bogota. Among the most important results is the consolidation of local organisations of internally displaced person's in Valle de Cauca, Magdalena Medio, Medellin and to some extent in Bogota. General knowledge about Human Rights and International Humanitarian Law has also increased in these regions.

FUNPADEM.

Due to the dramatic situation regarding IDPs and refugees along Colombia's borders, Sweden, together with UNHCR and the regional –Costa Rica based– organisation FUNPADEM, started to develop a study on the situation along the Colombian borders with Ecuador, Venezuela and Panama.

This study offers, for the first time, a reliable basis for serious discussion on the situation along the Colombian borders. The number of refugees at the border with Venezuela are estimated at 130 000, 60 000 at the border with Ecuador and around 10 000 at the border with Panama.³⁵ Sweden has coordinated efforts with United States, Canada and the international NGOs Project Counselling Service and the Norwegian Refugee Council around the state of affairs with refugees in Venezuela, Ecuador and Panama with a regional view. In 2004 discussions will be held with the Colombian government, in order to promote a discussion, which includes neighbouring countries, on the situation and how to deal with it. Hopefully, UNHCR will support the discussions on the findings, which should lead to some proposals for policies.

3.2.2 Good Governance and Human Rights

Promote respect for Human Rights and International Humanitarian Law
The activities for Good Governance and Human Rights are carried out
through counterparts from the United Nations such as the Office of the
High Commissioner for Human Rights, public institutions for instance
the People's Ombudsman, the Swedish NGO Diakonia and their counterparts; GAIA Foundation, the Regional Attorney's Office in Medellin
and with the Inter-American Institute of Human Rights (IIDH):

³³ ICBF's consolidated report, Bogotá, 2003.

 $^{^{34}}$ Save The Children – Report Children in armed conflicts and disasters, Bogota 2004

³⁵ Fundación para la Paz y Democracia – Funpadem, Diagnóstico de la dimensión y problemática que afecta a los desplazados hacia Ecuador, Venezuela y Panamá, por el conflicto bélico en Colombia, Costa Rica, 2003.

- The implementation of the Recommendations made on Colombia by the United Nations Commission on Human Rights has been a focus of interest for the international community's cooperation in the country.
- Diakonia, for example, has been playing an important role accompanying the coordination of civil society organisations in their dialogue with the government and their follow-up of the London Declaration, especially in relation to the Human Rights recommendations.
- Sweden has supported GAIA Foundation, in its programme designed to strengthen indigenous self governance in the Amazon as a way to support the indigenous groups in their effort to shield themselves from the conflict. This also promotes the participation of indigenous people in the decision making processes in their own local governments and in the administration of education and health.
- The IIDH has been working in Human Rights training with high officials of the armed forces. Human rights and conflict management training for military personnel will be developed further in 2004 by the IIDH and the Raoul Wallenberg Institute

United Nations Office of the High Commissioner for Human Rights (OHCHR) The Office received the support from the present government when it extended the Office's mandate for another four years. Sweden is the second largest donor to the Colombia Office of UNHCHR. OHCHR has succeeded in introducing the Recommendations of the Human Rights Commission on the situation in Colombia at the centre of the International Community's and the Colombian civil society's attention. The Office has actively promoted and participated in broad discussions with civil society, the international community to follow-up and promote the implementation of these recommendations The Office has also supported activities with national institutions for the implementation of the recommendations, such as the Attorney's Office, the People's Ombudsman and the Vice President's office. OHCHR has also made pronouncements about important legislation proposals, such as the "antiterrorist" legislation and the legislation on alternative punishment.

People's Ombudsman (La Defensoría del Pueblo)

The People's Ombudsman is the State organisation in charge of ensuring that the Constitutional rights of citizens, which include Human Rights, are upheld and respected. Within the program "Tierra Incognita" (Unknown Land), the People's Ombudsman is supporting popular participation at local and regional levels, and during 2003 they have developed participatory planning and participatory budgets in 20 municipalities. Tierra Incognita is also co-ordinating with some of the Peace and Development Programs as is the case in Oriente Antioqueño and in Magdalena Medio. They have also started to develop a pedagogic program on the role of municipalities, which will be introduced into the school curriculum in co-ordination with the Ministry of Education

Diakonia

Diakonia is supporting 22 NGOs in the country, which are working with Human Rights including the rights of indigenous and afro-Colombian groups. These indigenous and afro-Colombian groups are particularly affected by the armed conflict, as they are living in areas that are strategic for the illegal armed groups. During 2003, Diakonia has supported a workshop to develop a culture of peace among young afro-Colombians and indigenous people and to work on strategies for young people to stay in their communities. This work will be followed up by four workshops in 2004. Of particular importance has been Diakonia's support to the ACIA organisation in Chocó, which is strengthening hundreds, almost all, of the black communities' organisations in the area. Chocó on the Pacific Coast of the country is seriously affected by the conflict. Through ACIA these communities have been able to work on peaceful resistance activities from the civilian population. Support to the indigenous organisations had the same orientation within Chocó and Antioquia.

One of the most important achievements of Diakonia has been, through its support to a group of their counterparts, to in the development of a co-ordination alliance within civil society *la Alianza*, which is difficult in such a fragmented country as Colombia, compounded by high levels of mistrust. Diakonia has supported this co-ordination alliance so as to enable it to collectively participate in the donor co-ordination efforts with the government, the international community and civil society. The Alliance (*la Alianza*) consists of 120 Colombian NGOs and social movements most of them working on issues linked to Human Rights. Diakonia has also collaborated with another network, Confederation of NGOs (1100 NGOs), many of them more closely related to productive activities and the private sector, and has supported the co-ordination between the Alliance and this confederation.

Fundación GAIA- Amazonas

GAIA has for a number of years been supporting the indigenous people in Amazonas in their efforts for local self governance. During 2003 there have been advances in the proposals of the indigenous communities to administrate their own resources for education and health. With support of GAIA, the indigenous groups have elaborated and presented a proposal to get their organisation registered within the Ministry of Interior, as a local self governance entity of indigenous people. The strengthened organisation is of importance to maintain their autonomy, which helps them defend their independence and territories from the illegal armed actors. Through this process of strengthening local indigenous organisations, GAIA has contributed to the protection of over 20 million hectares of Colombian rainforest which were recognised as indigenous protected areas by the Colombian government in the late 1980's.

2003 was the first year Sweden supported Fundación GAIA through the Embassy's project fund in order to learn more about the program an explore the possibility of future support to indigenous communities, which are the most vulnerable groups in Colombia. Strengthen the rule of law and promote a democratic culture and good governance. Inter-American Institute for Human Rights (IIDH)

IIDH is developing a training program on Human Rights for high-ranking officials in the Colombian army. The aim of the program is to reach the highest leadership levels, which are the ones who establish the norms within their troops. IIDH has also been involved in the preparation of the Human Rights training program of high military officials to be held in Sweden in 2004 at the Raoul Wallenberg Institute in Lund.

By supporting the National Council of Election (*Consejo Nacional Electoral*) through IIDH and IDEA, Sweden was able to contribute towards a workshop with the network of presidencies of National Councils of Election in other Latin American countries, when these were in Colombia accompanying the municipality elections in October 2003. It was a useful event where there was an open exchange of experiences that supported the debate in Colombia on the need for reforms of the election system. IIDH is following up the events with further discussions with the election authorities.

Training of Attorney officials in Medellin. Sweden was able to support training activities in Human Rights and International Humanitarian law with a network of 300 personnel from the attorney's office in Medellin. The training programme was also supported by OHCHCR. Training material was gathered in a CD that has been used in replications of this training session.

3.3 Follow up of the previous year's land plan

3.3.1 Country allocation, country plan amount and disbursement per sector within the land plan

The country plan allocation amount was initially set at 50 MSEK. The Decision on Revised country allocation (RELA 132/03) decreased the amount to 44 MSEK and the disbursed amount was 44,2 MSEK. The disbursement per sector within the country allocation frame was: 26 MSEK in Human Rights and 18, 2 MSEK in Conflict Resolution.

The amount disbursed outside the country allocation frame was 25 MSEK (19MSEK in Humanitarian Assistance, of which 8 MSEK also could be considered as Conflict Resolution and 6 MSEK for NGO's).

Internal Follow up of the Country Plan

- A total of 26 project preparations were scheduled: 22 were completed, 2 initiated project preparations, one was postponed and one was included in the project fund
- One decision was made that was not included in the country plan (a seminar on trafficking of women).
- Two project preparations were planned outside the country allocation frame and these two have completed preparations (SEKA).
- Planned short time reinforcements:
 DESA had planned three weeks ("other" weeks), but only executed one day.

 SEKA had planned three weeks and ("other" weeks) and 2 people were here for one week.

Conclusive Comments on Country Plan Follow up

Planning was adequate. Within the project fund 11 smaller unplanned projects were carried out since they could contribute strategically towards a peace culture and future peace negotiations, such as: Fundación GAIA-Amazonas, Training of Attorney Officials in Medellin, seminars with participation from the Institution for Peace and Conflict Resolution at Uppsala University, etc.

3.4 Office and administrative issues

Current resources and staffing (annual)

At the Swedish Embassy there is one Swedish counsellor/desk officer and one national desk officer. In 2004 this team is strengthened with a national assistant.

 Measures for quality assurance
 During 2003 a number of evaluations and studies were undertaken, with the aim of assuring the quality of co-operation (see annex).

4. Annexes

- Fact sheet with selected macro-economic and social indicators
- Strategic documents received. Studies etc which could be of strategic importance to the country and its development co-operation.
- Current Planning Overview 2003

Annex 1.

	2002	2003	2004 (e)
Population	43, 7 M	44,5 M	45,3 M
Economic growth – GNP (%)	1,7	3,5	3,8
Urban population (% of total population)	71,6	71,9	72,2
Life expectancy at birth (years)	72	72	73
Infant mortality (per 1,000 live births)	24	23	23
Illiteracy (% of population age 15+)	8	-	-
Primary completion rate (% age group)			
Net primary enrolment (% relevant age group)	83 *	87 (e)	-
Net secondary enrolment (% relevant age group)	75 *	-	-
Unemployment rate (%)	15,3	12,3	13,8
National Poverty Rate (2USD per day):	27 million		
Extreme poverty rate (1USD per day)	10 million		

(e) Estimated

Sources: National Planning Department (DNP), DANE – National Statistics Department, World Bank "Colombia Poverty Report"

 $^{^{\}star}$ Data from 2001 – Ministry of Education/National Planning Dept.

Annex 2.

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- Moser Caroline, Social Policy International, Capacity building of the Colombian Women's Initiatives for Peace (IMP) Project through the project process, Reports May 2003, August 2003, (draft January) Washington 2004.
- Nordquist Kjell-Åke El Reto de la Reconciliación, Bogotá, 2003.
- Procuraduría General de la Nación, *Informe especial sobre la zona de rehabilitación y consolidación de Arauca*, Bogotá, 2003.
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- UNDP, El Conflicto: Callejón con salida, Colombia 2003

Annex 3. Current Planning Overview 2003

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61000615 Women4s seminars	200203- 200309	⋖	1 086 500	1 047 224	151 284	0	0	0	0
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. RUG study	200210- 200306	⋖	140 000	122 683	-17 317	0	0	0	0
61000657 FUNPADEM Border study COL	200208- 200501	⋖	2 500 000	2 500 000	1 500 000	0	0	0	0
61000660 UNDP labour market reform	200211- 200303	⋖	1 500 000	1 500 000	0	0	0	0	0
61000662 Diakonia ILSA congress	200210- 200312	⋖	1 000 000	1 000 000	0	0	0	0	0
61000663 UNDP Procuradoria	200211- 200406	⋖	3 000 000	3 000 000	1 500 000	0	0	0	0
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n Colom	200212- 200412	⋖	1 500 000	1 500 000	200 000	0	0	0	0
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SE-105 25 Stockholm Sweden Phone: +46 (0)8 698 50 00 Fax: +46 (0)8 698 56 15 sida@sida.se, www.sida.se