

Independent Evaluation
Of the Swiss Engagement in the area of
Dealing with the Past in Colombia from 2006 to 2018

Final Report

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Acronyms

CH	Switzerland
CNMH	National Center for Historical Memory (<i>Centro Nacional de Memoria Histórica</i>)
CNRR	National Commission on Reparation and Reconciliation (<i>Comisión Nacional de Reparación y Reconciliación</i>)
DAC	Development Assistance Committee
DwP	Dealing with the Past
ELN	National Liberation Army (<i>Ejército de Liberación Nacional</i>)
FARC	Revolutionary Armed Forces of Colombia (<i>Fuerzas Armadas Revolucionarias de Colombia</i>)
FDFA	Federal Department of Foreign Affairs
GMH	Historical Memory Group (<i>Grupo de Memoria Histórica</i>)
HR	Human Rights
HS	Human Security
HSD	Human Security Division
IHL	International Humanitarian Law
JEP	Special Jurisdiction for Peace (<i>Justicia Especial para la Paz</i>)
OACP	Office of the High Commissioner for Peace (<i>Oficina del Alto Comisionado para la Paz</i>)
OECD	Organisation for Economic Cooperation and Development
PA	Prevention of atrocities
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SECO	State Secretariat for Economic Affairs
SIVJRNR	Comprehensive System for Truth, Justice, Reparation and Non-Repetition (<i>Sistema Integral de Verdad, Justicia, Reparación y no Repetición</i>)
ToR	Terms of Reference
Truth Commission	Truth, Coexistence and Non-Repetition Commission (<i>Comisión para el Esclarecimiento de la Verdad, la Conveniencia y la No Repetición</i>)
UBPD	Search Unit for Missing Persons (<i>Unidad de Búsqueda de Personas Dadas por Desaparecidas</i>)

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1. Executive Summary

BACKGROUND

The purpose of this Evaluation was to evaluate the performance of Switzerland's long-term engagement in the area of Dealing with the Past (DwP) in Colombia between 2006 and 2018, to elicit Swiss added-value and provide recommendations on lessons learnt on how to capitalize on its experience and use it in other similar contexts.

FINDINGS AND CONCLUSIONS

The Evaluation Team was able to highlight the enormous amount of work accomplished by Switzerland in its DwP engagement in Colombia over the last 12 years, with limited human and financial resources and confirmed the feasibility of working on DwP in an open conflict. Switzerland's high-level quality work was unanimously recognized and contributed to putting Colombian DwP initiatives more in line with international standards. DwP approach has not only influenced Colombia, it is now owned by Colombia which grounds its relevant policies on the duty of State and the rights of victims, in areas such as truth, justice, reparations and guarantees of non-recurrence.

Retrospective

As regards the Evaluation's criteria *per se*, the **relevancy** of Swiss engagement in DwP in Colombia has been convincingly demonstrated in several ways. For instance, it was particularly relevant to strengthen national nascent institutions, such as the National Centre of Historical Memory (CNMH),¹ and increase their impact, confidence and legitimacy. Swiss engagement was particularly fitting and relevant where it managed to get closer to the Armed Forces – a key although difficult player in the Colombian peace process – with the view of sensitizing them to DwP. Within a few years, this led (with other international pressure exerted in the same direction) to DwP being included in the 2016 Peace Accord concluded in Havana between the FARC and the Government.

Furthermore, Switzerland offered a unique approach and methodology which allowed to convincingly support highly complex political processes and make gain on extremely polarized and sensitive topics. This approach and methodology were supported by Switzerland's willingness to play a number of roles (Expert, Facilitator, Bridge Builder, Pacifier) according to the specificities of the circumstances. The Evaluation Team believes that the fact that Switzerland is perceived as a naturally discrete, neutral, transparent and impartial player is clearly in its favor and should be considered as a real added value when it comes to taking part in programs where difficult political balances need to be struck.

During the vast majority of the period at issue (2006-2018), the **effectiveness** of Swiss DwP engagement in Colombia can be considered very good. Many political objectives achieved important results such as the acceptance of DwP concept by Colombian society, the inclusion of DwP in peace negotiations and subsequently in the Peace Accord and the establishment of a constructive dialogue between key Colombian stakeholders. The tireless expert support provided by Switzerland to institutions, such as the CNMH, made a **significant contribution at the impact level** with the establishment, success and sustainability of the CNMH, that has managed to survive during the whole period and is even considered the national flagship institution on memory.

As regards **efficiency** and **work organisation**, Switzerland succeeded, during most of the period under examination, to maintain an efficient and well-structured organisation of work where Swiss key players

¹ For more information on the Centre see: <http://www.centrodememoriahistorica.gov.co/>

had well-defined and specific roles both in Bern and in Bogota: having the right persons at the right place was key. In the view of the Evaluation Team, well-targeted investment, supported by skilled and devoted staff, can lead to high impact result. The dynamic fluidity between Bern and Swiss Embassy in Bogota is crucial. When looking at the Human Security Division's (HSD) priorities mentioned in the 2018 Mid-Term document, the Evaluation Team considers that it would be of utmost importance to ensure appropriate human resources to carry out DwP initiatives in the field.

In the search of increased efficiency and given the fact that the Special Envoy is no longer part of the DwP Task Force since 2017, the Evaluation Team believes that it would be worth exploring the role that the DwP Task Force in Bern could play in providing focused expert input, keeping track of good practices and methodologies, feeding (trans)regional knowledge sharing and participating/leading in capacity building activities. DwP Task Force may also play a key role in institutionalising Swiss DwP memory and avoid knowledge loss in case of change of staff.

The Evaluation Team was not able to find any information on some form of communication strategy/plan aiming at making sure that Swiss undertaking on DwP in Colombia is well understood both internally and externally. DwP is not self-explanatory and needs to be well explained for a lay person to understand its great potential. Better communication might surely improve the level of internal buy-in from other Swiss cooperation entities involved in Colombia (SECO and SDC) to those voting the country's foreign funding.

As regards the **sustainability** of Swiss DwP engagement in Colombia, the Evaluation Team notes that, with others, Switzerland contributed to a national appropriation of DwP including with particularly reluctant key players, such as the Armed Forces. DwP/Transitional Justice approach is in Colombia to stay. The use of tools, such as regular informal dialogue with key stakeholders as well as an Alumni network (from DwP course organised by Switzerland), are not unrelated to this conclusion, although the Evaluation Team is not convinced that the potential of relevant networks has been fully developed and used. It believes that Switzerland should not underestimate the importance and value of a national network of knowledgeable political/policy operators and invest in making such network(s) a reality.

Finally, while the **gender** dimension has become more visible in internal programmatic documents, more operationalization is encouraged in order to achieve a real and sound gender analysis. Most agreed that more needs to be done on this topic. However, the Evaluation Team was pleased to note that the CNMH, supported by Switzerland, integrated the gender component in its work and allowed women and men to have equal access to participation nationwide processes on memory.

Prospective

For all the interlocutors who were met, there would be no logical justification for Switzerland to interrupt its DwP engagement in Colombia. Colombian interlocutors as well as other international stakeholders would simply not comprehend this. Today the highest risks for Switzerland are associated to a disinvestment in DwP in Colombia, rather than the contrary. Indeed, there are many objective factors that justify Swiss active involvement in the delicate implementation phase of the Havana Accord. With Colombia entering the implementation phase of the Comprehensive System for Truth, Justice, Reparation and Non-Repetition, SIVJNR, it is highly probable that Switzerland will receive further requests from a number of bodies in particular those stemming from the Colombian legal framework and SIVJNR.

The Evaluation Team believes that Switzerland has already waited long enough and should quickly work on a new workstream which takes into consideration the fundamental changes of circumstances that have occurred in Colombia with the signing of the 2016 Peace Accord and the adoption of relevant normative and institutional frameworks. In its findings, the Evaluation Team has identified a number of avenues that Switzerland should explore on a priority basis.

More precisely, the Evaluation Team supports the conclusion that, at this stage, Switzerland should be a sort of watch dog and provide strong political support to SIVJNR with the aim of avoiding any political setback and encouraging its implementation to go forward. Switzerland should make use of its reputation to mobilize international support for financial, political and technical required input. Colombia is at a turning point and Switzerland should make use of its unique and recognized capacity to facilitate dialogue among key stakeholders. Switzerland should also have recourse to the bridging capacity it was able to successfully use in the past to bring difficult parties together and ease the passing of information between past and current structures. Finally, the Evaluation Team agrees that Switzerland should continue to provide focused expert input.

RECOMMENDATIONS

The Evaluation makes 28 recommendations grouped under three headings. This Executive Summary focuses on the recommendations that have a particular prospective bearing.

General Recommendations

- Switzerland should continue its DwP engagement in Colombia. In so doing, it should build on what it has achieved over its 12 year of action in this field in the country, keeping in mind the protection of DwP holistic approach and the necessity to ensuring that national initiatives are/remain in line with international standards.

Recommendations from the retrospective analysis

- Switzerland should continue to make use of its unique approach and methodology which allowed it to convincingly support highly complex political processes and make gain on extremely polarized and sensitive topics.
- To ensure that its strategic and programmatic choices are well understood, HSD is encouraged to shape a communication strategy with a view to improving the level of internal buy-in from other Swiss cooperation entities involved in Colombia (SECO and SDC) to those voting the country's foreign funding. Without jeopardizing Switzerland's tradition of discretion, such communication strategy should explore the use of the press, e-briefing, social media, etc.

Recommendations from the prospective analysis

- Switzerland is encouraged to develop a work hypothesis related to the implementation of the Peace Accord and define a DwP strategic vision and objectives for Colombia.
- Any request aimed at implementing the Peace Accord (in its DwP component) should be thoroughly examined with a view to finding a way to positively respond to it, either by intervening directly or channeling the requests to other interested parties (donors, IOs, NGO, think tanks, etc...).
- Switzerland should encourage and contribute to the mapping of difficult stakeholders with a view to immediately initiating dialogue.
- Switzerland is probably among the best placed entities to bridge the past and the future, using its DwP experience, network and knowledge. Switzerland should explore using its bridging capacity, be it in terms of forging links/relations between the various bodies of the SIVJNR, the latter and the Government, the Armed Forces, civil society or the CNMH.
- Switzerland should continue to explore how its extended presence within the territory could be used to ensure that all victims have access to SIVJNR bodies in order to have their voices heard. This recommendation is in line with the accompaniment that the parties to the Peace Accord have agreed to receive from Switzerland.
- Because of its privileged position, Switzerland should see to what extent it can support CNMH in its knowledge transfer to the SIVJNR bodies. There is an obvious need for data management and protection as well as public policies in relation to archives, for which Switzerland might provide specific strategic expertise and support.

2. Introduction

From the point of view of Dealing with the Past (DwP), Colombia is a unique case: over the last decades the country has been subject to continuous conflicts, continuous DwP efforts and continuous peace negotiations. From this perspective, Colombia is quite different from traditional contexts in which DwP/transitional justice initiatives were carried out where violence had ended and new governments were put in place.

2.1. Evaluation Background

Switzerland (CH) has been involved in cooperation activities in Colombia since 2001.² Between 2006 and 2018, three framework documents established CH's strategies in Dealing with the Past (DwP). The last one covers 2017-2020 and provides global- and country-specific objectives and indicators (including for Colombia).

In 2011, to implement its overall DwP Strategy, the Swiss Federal Department of Foreign Affairs (FDFA) set up a DwP & PA Task Force (DwP Task Force) headed by a Steering Committee comprised of the Heads of International Law and Development Cooperation and the Heads of Multilateral Affairs and Human Security Divisions. The Special Adviser's position on the issue was upgraded to Special DwP & PA Envoy (Special Envoy), which gave visibility and access at the highest level. As regards a bilateral undertaking, the 2017-2020 DwP Strategy specifies:

Upon request, CH accompanies governments and civil society organisations in DwP & PA processes, with advice, facilitation of activities and provision of knowledge and experience.³

Colombia is one of the few countries where CH is currently involved through three different cooperation entities: SECO, SDC and HSD. For the 2014-2016 period, SDC and HSD proposed a joint Context and Strategic Framework while SECO had its own framework covering 2013-2016. For the 2017-2020 period, the three entities agreed on a unique document. As mentioned in the Strategic Framework: "this provides a basis for a comprehensive approach to tackling the multifaceted challenges and opportunities in Colombia."⁴

The Swiss International Cooperation Framework for Colombia (2017-2020) is in line with the Federal Council's Message on International Cooperation to the Swiss Parliament and the priorities of the Colombian government. It is also anchored in the 2016-2019 Swiss Foreign Policy Strategy, aimed at strengthening Swiss efforts in promoting peace, HR and Human Security. Furthermore, the Swiss International Cooperation Framework in Colombia supports Sustainable Development Goals (SDG), Objective 16 on Peace, Justice and Strong Institutions.

It is within this framework that Switzerland has been working on DwP processes in Colombia since 2006.

Swiss DwP activities, with peace-building and HR undertakings, are led by the Human Security Division. HSD activities (including DwP) are planned in Annual Planning Frameworks (*Jahresplanung Sektionpolitik II*, and *TF DwP & PA in terms of human resources*) and are the subject matter of Credit Requests supported by project management documents. These activities are monitored through Mid and End of Term Reviews (*Endtermreview Sektion Friedenspolitik II*).

² See Swiss International Cooperation: Context and Strategic Framework Colombia 2017 - 2020, p. 3.

³ In French, the text provides: La Suisse accompagne, sur demande, des gouvernements et des organisations de la société civile actifs dans des processus de traitement du passé et de prévention des atrocités, par des conseils, activités de facilitation et la mise à disposition de savoir et expérience.

⁴ Swiss International Cooperation: Context and Strategic Framework Colombia 2017-2020, p. 3.

2.2. Evaluation Purpose and Objective

The **purpose** of this Evaluation was to evaluate the performance of CH's engagement in the area of DwP in Colombia between 2006 and 2018, to elicit Swiss added-value and provide recommendations on lessons learnt on how to capitalize on its experience. CH's DwP engagement in Colombia was evaluated a first time in May 2007, with the other components of the DPIV (the actual HSD) Peace Promotion Program in Colombia.

The **objectives** of the Evaluation are five-fold:

- Analyse Swiss DwP engagement using the following criteria: relevance, effectiveness & impact, efficiency (work organisation), sustainability;
- Assess the performance of Swiss DwP engagement;
- Identify components of DwP engagement which could be of added value in Colombia;
- Recommend any efforts to be pursued;
- Provide recommendations on lessons learnt from DwP engagement in Colombia and how these could be transferred to other contexts.

The Evaluation **scope** was clearly defined in the ToRs covering six areas of the Swiss DwP engagement in Colombia between 2006-2018. As mentioned in the Inception Report, FDFA involvement in the Peace Negotiation with the FARC is not included in this assignment. The interviews have been conducted restrictively with persons who have a specific knowledge of DwP and the Swiss engagement in Colombia, excluding, for example, "final beneficiaries".

The **Intended Audience** of the findings of the Evaluation Report is manifold: leadership of the FDFA HSD, Swiss Embassy in Bogota and DwP Task Force. It will also be shared with key stakeholders from DDC and SECO. The findings, conclusions and recommendations will be shared with a broader public audience.

3. Evaluation Approach and Methodology

3.1. Evaluation and Analytical Frameworks

The Consultant Team has developed an Evaluation Framework (see in Annex 2, Inception Report) to gauge the Evaluation Criteria and related questions as presented in the ToR. It also developed a brief Analytical Framework to identify and assess the DwP intervention logic in Colombia (see Annex 6).

The methodology was developed based on the ToR, taking into account the OECD/DAC norms and standards and the standards of the Swiss Evaluation Society. The Evaluation methodology is intended to be analytical and critically reflective regarding the Swiss Engagement between 2006 and 2018. The Consultant Team compiled data from three main sources: Documentation, Key Respondents, and Questionnaire (for Alumni Group). The Evaluation Team interviewed 30 stakeholders and compiled information from 17 persons who completed an online questionnaire.⁵

The main constraints and limitations encountered during the evaluation are: i) the lack of uniformity of FDFA planning and credit documents as well as the lack of systematic filing, ii) lack of information in some areas, iii) the volume of multilingual information made available, iv) the unavailability of certain persons for the interview.

For additional elements on the methodology, see the Inception Report.

⁵ The Evaluation Team interviewed seven persons at the FDFA in Bern, six persons at the Swiss Embassy in Bogota and 17 external stakeholders in Bogota. From the original list received, nine persons could not be interviewed for different reasons and two persons were added to the list. The survey was sent out to 27 Alumnis of the DwP course.

4. Evaluation Findings

This section presents the result of the Evaluation findings. Firstly, it recaps the overall process of Swiss DwP engagement in Colombia and explains the workstreams that the Evaluation Team understands CH has followed over the period under evaluation. Secondly, it discusses the findings according to the criteria agreed upon in the Inception Report. Finally, findings on gender and prospective issues are summarized.

4.1. Overall Process and Work Hypothesis

The Evaluation confirms the two workstreams characterizing the Swiss DwP engagement in Colombia explained in the Inception Report. CH pursued both of these workstreams while the conflict was on-going in Colombia and achieved concrete results as further explained. Given the substantial change of circumstances (2016 Peace Accord), the Evaluation identified the need for a third workstream in relation to the implementation phase of the bodies stemming out of the Havana Accord (Sistema Integral de Verdad, Justicia, Reparación y no Repetición, SIVJRNRR) and relevant domestic laws.

Pre Havana Agreement. The first workstream (Workstream 1) began with the high-level request to support the *Justice and Peace Law* by Vice-President Santos and accepted by Swiss Foreign Minister in 2005.⁶ In Workstream 1, CH aimed at contributing to the implementation of DwP processes in Colombia that met international standards. It involved a strong expert component and, for the most part, covered the period while the conflict was on-going. It started quite timidly, without a strategic document on DwP.⁷ Originally, it was low profile and limited to advising the National Commission on Reparation and Reconciliation (CNRR) and ensuring that its strategic planning would be consistent with international standards. The latter were used also as a tool to gauge Colombian DwP initiatives. Workstream 1 perfected and significantly increased its scope over the years. For many years (2006-2013), CH's expert input was geared to improving the work done in the field of memories, thus touching upon DwP four pillars. The channel to provide this input was through the support given to the Historical Memory Group (Grupo de Memoria Histórica-GMH) and then the National Center for Historical Memory (Centro Nacional de Memoria Histórica-CNMH), the sole bodies officially tasked to work on memory in Colombia.⁸ CH's expert support was intended to ensure a pertinent methodology and to give greater impact, confidence and legitimacy to GMH/CNMH work. Also, CH's support focused on ensuring that the work would constitute an added value in Colombia by ensuring that the victims' voices (memories) were heard.⁹ The expert support took various forms and covered:

- Definition of the Historical Memory Group's mandate;
- Establishment of an International Consultative/Advisory Board (its mandate expired in July 2018);¹⁰
- Production of a series of reports with policy-oriented recommendations, including *Basta Ya*;
- Capacity strengthening and knowledge transfer activities;
- Direct hands-on work of GMH/CNMH.

⁶ In 2005, President Uribe passed the *Justice and Peace Law* (Law No 975) which initiated a demobilisation process and proposed a fragile balance between justice and reconciliation. Amongst others, Law No 975 provided for the establishment of the Reparation and Reconciliation Commission. Consult Official Gazette No. 459080 of 25 July 2005 available at http://www.secretariassenado.gov.co/senado/basedoc/arbolsenado/ley_0975_2005.html

⁷ The first strategic document on DwP was drafted in 2007: *Concept stratégique thématique. Traitement du passé. Lutte contre l'impunité et transformation des conflits (2007-2011)*. In 2005, one advisor was in charge of the file within the FDFA DPIV Division. In 2005, the expert thought it was important to work on a long-term perspective (source: confidential report).

⁸ The CNMH stemmed from Law No 1448 on victims and land restitution adopted by President Santos in 2011, available at L. 1448/11, junio 10, 2011, 40.096 *Official Gazette* [D.O.], art. 71 (Colom.).

⁹ See Credit documents 533377, 535599 / 630344, 535795.

¹⁰ The Special Envoy (in her personal quality) has held the Presidency of the Advisory Board until October 2017.

CH has also been supporting the GMH/CNMH's financial viability through significant credit allocations.¹¹

At all times, diplomatic and political actions/interventions with the Colombian Government, international communities and the civil society accompany Swiss expert input, with the aim of creating an environment conducive to DwP approach and make it the generally accepted reference to address Colombia's violent past and move toward more peaceful coexistence. These two elements (expert knowledge and political) of CH's Workstream 1 are intrinsically linked and are not easily separable.

The second workstream explored by CH in Colombia (Workstream 2) used DwP to transform the conflict and make it a transformative instrument/reference in peace-related initiatives. In 2006, Workstream 2 mostly involved influence and sensitization activities (work with CNRR and GMH) which evolved over time into direct high-level influence on authorities. Thereafter, the Evaluation Team understood that CH's support to the GMH/CNMH led their work to be in line with international best practices and standards and to the successful positioning of the voice of the victims in the public sphere in such a way that this "forced" negotiations to take place. In other words, the CNMH's work on memory partially discarded the possibility of continuing to justify the extension of the armed conflict at any cost. Important Government players in Havana became more aware of the importance of addressing justice-related issues and sought CH's assistance through the Special Envoy.¹² CH was able to increase its capacity to accompany the Armed Forces – and get to know them better - when it agreed to facilitate dialogue between the Armed Forces and the CNHM in 2014.¹³ Informal discussions were also carried on in 2016 and 2017 with Colombian high-level ranked officers, with no specific activities.

Post Havana Agreement. The signing of the Peace Accord and the adoption in April 2017 of domestic laws and regulations to implement the SIVJNR was an occasion to revisit and adjust Swiss workstreams to ensure that they effectively supported Colombian DwP initiatives.¹⁴ Given the privileged position CH has built in its close to 13 years of involvement in DwP in Colombia, it was highly likely that important stakeholders would turn to CH for backing and support in this extremely complex implementation phase. Indeed, this is what happened when the President of the Special Jurisdiction herself (former adviser CNMH) and the future Director of the Unit for Missing Persons recently

¹¹ See Annex 7.

¹² A good example of this is when at the end of 2012 the Special Envoy was asked by the Peace Commissioner (whom she knew from 2006) to participate in a non-meeting in New York with his team. This reflection meeting, paid for by CH, aimed at supporting the Government negotiating team in developing and drafting its DwP approach and was considered a unique opportunity to influence at the outset important stakeholders involved in the framing of the Peace Accord. In the same vein, while in Switzerland to attend the seminar organized for the CNMH, the Peace Commissioner paid a visit to CH authorities in Bern and formally requested the support of CH on justice-related issues in Havana. CH responded positively and held a seminar on such delicate issues in Bogota in September 2015 exclusively addressed to the Armed Forces, including high-level officers. The seminar was entirely paid for by the Armed Forces. Three days after the seminar the parties in Havana signed an agreement on justice which included DwP four pillars. Rapport de voyage de service (Kolumbien), 18-21/09/2015, ref: K.234.36-17-1/02.

¹³ This facilitation led to a report on antipersonnel mines where the voices of victims from the Armed Forces were narrated. Available at (<http://www.centrodememoriahistorica.gov.co/informes/informes-2017/la-guerra-escondida>)

¹⁴ CH strategy on DwP expressly mentions the accompaniment of domestic initiatives. It will do so upon request by governments or civil society, by providing advice, facilitation activities, know-how and experience. The criteria are : (1) a request; (2) DwP is included in the domestic agenda; (3) DFAE priority context, in particular for HSD and DDC; (4) included in HSD and DDC strategies; (5) presence of a reliable domestic partner; (6) existence of internal resources; (7) possible multi-year undertaking.

approached the Special Envoy.¹⁵ Notwithstanding the foregoing, CH has not yet finalised its position and specified its priorities toward the SIVJNR and has limited itself to specific reactive responses to a request.¹⁶

In light of the above, the Evaluation Team notes that Workstream 1 is phasing out since the necessary guarantees were put into place to ensure CNMH's long-term sustainability.¹⁷ With regard to Workstream 2 and given that there was a substantial change of circumstances due to the signing of the Peace Accord, the Evaluation Team considers that Workstream 2 – as long as it concerns the Havana Peace Accord – has been achieved. A new workstream aimed at supporting Colombian DwP initiatives should be defined without delay. This workstream should build on Swiss DwP technical and political positioning and its extensive knowledge of the country and, to the extent possible, use the tools CH utilized in more than 12 years of undertaking in Colombia that proved to be effective in DwP as further explained below.

4.2 Evaluation Criteria

This section presents the Evaluation's findings as regards the following criteria: relevance, effectiveness and impact, efficiency and work organization and sustainability.

4.2.1 Relevance

General – Swiss DwP engagement in Colombia proved to be relevant to the needs of the social and political context throughout the period under review. In 2005, following the adoption of the Law on *Justice and Peace*, CH not only positively responded to the request for support from the Colombian Government, it also seized an opportunity to shepherd a country that had basically no knowledge of DwP:

“Suiza fue muy importante al principio, estábamos descubriendo el mundo. Suiza nos ayudó a entender: la definición de los temas como historia y memoria, los patrones de victimización, la responsabilidad en términos colectivos. No entendíamos a la víctima como portadora de derechos.” (external)

“Si había experticia en historia de violencia & conflicto armado, pero no tanto en Justicia Transicional. Suiza nos abrió los ojos ya que no había un acumulado muy grande de JT.” (external)

Workstream 1. CH's engagement has been particularly relevant to the initial needs of the GMH and later the CNMH.

“CH abrió puertas. CH estructura el esquema y la ruta de trabajo.” (external)

“CH apoya seminarios académicos y fue instalando pilares fundamentales sobre como hacer memoria. Apoya con lluvia de ideas, siembra semillas, organiza conversatorio que enriquecen sobre memoria (logro ético).” (external)

Swiss support of the GMH and the CNMH not only provided a pertinent working methodology but gave them greater impact, confidence and legitimacy. Swiss support has helped the GMH/CNMH ensure that victims' voices (memories) were heard which constituted real added value in Colombia. On 1 December

¹⁵ One seminar was held in May 2018 and two others are planned for September 2018 and April 2019. JEP judges and a few representatives of the Truth Commission participated in the first seminar. Although it was invited, UPBD was not able to attend.

¹⁶ A 2018 Mid-Year Review two-pager specified that “HSD's undertaking is in the process of being adjusted to this new context and ... is so far mainly involved in supporting the Special Jurisdiction for Peace in developing an internal strategy to confront political polarization in which it operates”. It further recommends a decision on priorities in this area.

¹⁷ Rapport de voyage de service, 23-30 Nov. 2017, p. 7.

2016, the CNMH's Director was awarded the national peace prize, thus confirming the relevancy of CH's undertaking.

Workstream 2. CH was extremely agile when, in 2012 and 2015, it responded positively to the Commissioner for Peace's DwP related demands in order to tackle justice issues in relation to the Havana negotiations. Furthermore, CH played a significant role with Colombian Military Forces – and by so doing, increased their confidence - following their discontent with the publication of *Basta Ya* by CNMH. As a facilitator, CH, through its Special Envoy, helped to calm very tense relations between two key Colombian stakeholders.

“Si no es por Suiza, no hablamos con CNMH.” (external).

Methods, characteristics and added value. Through its long-standing support, CH has managed to build a timely, responsive and flexible response to requests from key DwP stakeholders in Colombia. CH showed willingness to invest in the patient construction of a dialogue as comprehensive and inclusive as possible. CH offered a unique approach and methodology which served to make gains on an extremely polarized and sensitive topic. To do so, it had recourse to a number of means, methods and tools, such as:

- Mix of state-of-the-art expert input and political/diplomatic demarches/approaches;
- Capacity building and strengthening and knowledge transfer to key stakeholders;
- Direct hands-on work of a pre-identified influential structure;
- Involvement and blessing of the international community through the establishment of international advisory bodies;
- Creation of a skilled network (using, *inter alia*, a DwP course held in CH in this regard);
- Linkage of the expert work on memory to public policy framing by pushing for policy recommendations in generated reports;
- Financial support.

Over the years, CH also showed great capacity to adjust and take on key distinct roles according to the needs of the moment. Interviewees (both external and internal) referred systematically to the following: key expert/advisor, facilitator, bridge builder, pacifier, organizer/promotor.

External interviewees recognised Switzerland's unique characteristics to convincingly support highly-complex political processes. They were able to list a number of Swiss characteristics that make its action a true added value in the Colombian context:

Characteristics and Added Value	Comments-Quotes
<ul style="list-style-type: none"> - Impartiality - Transparency - Neutrality - Clarity - Humane quality of embassy staff - State of the art expert knowledge - Credibility - Legitimacy - Discretion - Confidence and trust - Context sensitive - Capacity to listen 	<p><i>“No se compromete con ningún sector, todos los actores lo ven como aliado, mostrando transparencia en los objetivos que quieren lograr.”</i></p> <p><i>“Logra hacer algo imposible en este país: es tener muy buenas relaciones con todos.”</i></p> <p><i>“Capacidad de entender bien, y no solo facilitar”</i></p> <p><i>“Genera puentes entre gente en conflicto.”</i></p> <p><i>“Percepción de la imparcialidad única de CH, visto por los colombianos.”</i></p>

<ul style="list-style-type: none"> - Good example - Knowledge of the country - Efficient diplomatic discretion - Confidence and trust among Colombian stakeholders from all sides 	<p><i>“Abre puertas con otras entidades con quien no hay conversaciones.”</i></p> <p><i>“Suiza es la garantía del buen ejemplo”</i></p> <p><i>“Conoce muy bien el país, no va “a embarrarla.”</i></p> <p><i>(External comments)</i></p>
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4.2.2 Effectiveness and impact

Effectiveness. The Evaluation’s findings on the effectiveness of Swiss DwP engagement in Colombia are based on a comprehensive desk review as well as on internal and external interviews. The findings cover the entire period under review but for the sake and ease of analysis were divided according to the timeframe covered by each workstream, *i.e.* 2006-2014, 2014-2016, and onwards. The Evaluation Team is aware that many high-level activities aimed at creating an environment conducive to DwP did not require substantial financial support and are therefore more difficult to identify in the wealth of information provided to it. The table provided in Annex 6 should be read with caution since it only includes activities mentioned in interviews or identified by reading documents as well as activities for which a significant financial commitment has been allocated.

Overall, during the two periods from 2006 to 2016, the effectiveness of CH’s DwP engagement in Colombia can be considered very good. Indeed, out of the eight expected results (see Annex 6), the Evaluation considers that three are achieved, four are considered partly achieved (often still on-going) and one has not enough information to be reliably evaluated. In light of the six focus areas of CH’s engagement in Colombia as referred to in the ToR, important political and technical results were achieved.

More precisely, as regards *the engagement with key stakeholders in Colombia to promote a holistic approach to DwP*, both the documentation (mostly mission reports) and the interviews confirmed that key institutional stakeholders made DwP theirs, thanks to CH’s constant presence and soft pressure. The CNMH, Armed Forces and MAPP/OAS¹⁸ were among the specific identified stakeholders. However, the Evaluation Team found very little information on the concept’s penetration rate in territories outside the capital.

There is overwhelming evidence on how CH managed to provide *access to thematic, organizational and expert competences for the GMH/CNMH to develop a political strategy, ensure autonomy, implement their mission and ensure a strong impact*. In strictly financial terms, close to 65%¹⁹ of the total resources of CH’s DwP engagement in Colombia were allocated to the GMH/CNMH for such purposes. In addition, the findings reveal that important human resources were devoted to the GMH/CNMH and their international advisory bodies in terms of advice and mentoring as well as facilitating relations with the Armed Forces (mostly by the Special Envoy). The Evaluation Team was not able to find sufficient information to evaluate the support to the CNMH in its work with indigenous people and the business sector.

¹⁸ Although information on exact activities carried with MAPP/OAS is lacking.

¹⁹ Percentage obtained using Amended list of credit requests, see Annex 7.

As regards *the providing of expertise through the yearly DwP course and the establishment of a community of practice in Colombia*, the Evaluation Team finds that 23²⁰ Colombians participated in the course. The Alumni list reveals that many of them (16 out of 27)²¹ are still working in DwP-related fields. However, the Evaluation Team was not able to find information on how CH keeps track of such Alumni network or on its methodology to develop a community of practice that would include political/policy operators essential in the operationalization of policy decisions and accords.

Both the documentation and the interviews revealed a number of political and technical activities that CH has initiated to *promote dialogue and preparation within the Armed Forces with regard to sensitive DwP issues*. Many of the high-level contacts and informal meetings did not require significant financial investment, but rather long-term investment in building sustainable human relationships. This approach seems to pay the most.

Finally, the Evaluation Team was not in a position to evaluate the effectiveness of the *support to the SIVJRNR* (third period) because of a lack of relevant information largely due to the brevity of the period under review. There are strong indications of the willingness of key stakeholders to search for CH support and backing but CH still needs to refine its DwP strategy and objectives for Colombia.

Impact. The overall impact summarized by the HSD/FDFA's ToR internal analysis was unanimously confirmed by the interviewees and deserves to be quoted below:

“The DwP approach has not only influenced Colombia. It is now owned by Colombia who bases its policy on the duty of state and the rights of victims, in truth, justice, reparations and guarantees of non-repetition.” (See Annex 3, ToR, p.4)

Furthermore, the Evaluation's findings reveal that the Swiss engagement on DwP in Colombia produced a significant impact²² in four key dimensions:

- Anchoring of DwP in Colombian society;
- Institutionalization and sustainability of CNMH;
- Appropriation of DwP by Armed Forces and Police; and
- Work and reflection of the Peace Commissioner and Armed Forces in the negotiation process of the Peace Accord.

Workstream 1

- Knowledge and internalization of the notion of the DwP,

More than half of those interviewed considered that CH made a significant contribution in anchoring DwP in Colombian society. Few spoke of a truly cultural transformation. Two external interviewees even argued that this impact can solely be attributed to the Swiss engagement on DwP in Colombia.

“CH has helped to anchor the subject in the national debate and within the international community.” (internal)

“Resignificar lo que representa construir la memoria histórica en un país que quiere construir la paz.” (external)

“Cuando empezamos, no hablábamos de memoria, verdad y de reparación simbólica. La ayuda de 10 años, permitió el cambio. La sociedad ha interiorizado estos conceptos. En las

²⁰ Note: On the DwP participants list received, one counts 23 Colombians, in addition of three Swiss and one Spanish Nationals, resident in Colombia at the time of participating in the course.

²¹ Information received from the Project and Program Manager on Peace, Democracy and HR, Swiss Embassy, Bogota.

²² During interviews, impact was explained as the most significant changes at the highest level for the society and/or within the intervention's sphere of influence.

instituciones nacionales. (Gobierno, Cortes, Sociedad Civil), a cualquiera le puedes hablar de Justicia Transicional. Suiza tuvo un impacto que ayudó a una transformación cultural frente a la guerra.” (external)

- Institutionalization and permanency of the CNMH

Everyone agreed that CH made a significant contribution to the establishment, success and sustainability of the CNMH in becoming the flagship institution on memory.

‘Suiza contribuyó con todas las herramientas (político & técnico) para crear la institucionalidad del CNMH: autónoma, hasta tal punto que en la ley de víctimas está mencionada ‘estatus autónomo’.’ (external)

“Suiza da peso institucional & social: ‘Llegamos más lejos de lo que imaginábamos’.” (external)

“Suiza fue un muro de contención a cualquier amenaza a su autonomía.” (external)

“Suiza nos movió a buscar contactos con los polos más extremos del conflicto (ha tenido un efecto duradero).” (external)

- Appropriation of DwP by the Armed Forces and Police

Although delicate, CH has also contributed significantly to the appropriation of DwP by the Armed Forces and Police. Internal interviewees confessed that this contribution had not been fully planned at the outset and expressed even some surprise at CH’s capacity to move the Armed Forces and Police forward toward the acceptance of a concept that will entail a look at their past violence, to better address the future.

“Suiza contribuyó con su aporte jurídico e institucional. Nos obligó a sentarnos y pensar: como las Fuerzas Militares van a afrontar el futuro. Ha obligado a reestructurarnos internamente.” (external)

“EL impacto de Suiza va más allá de la construcción de la memoria histórica, tiene una perspectiva de la construcción de la paz con un prisma propositivo que ya está incorporado al plan de transformación de la Policía en los próximos años. La esencia de lo que se trabajó es un modelo de transformación de la Policía, medido en los documentos institucionales que sostiene: es visible, se incorpora en la política pública y hay que hacerlo.” (external)

Workstream 2

- Work and reflection of the Peace Commissioner and the Armed Forces in the negotiation process of the Peace Accord.

The majority of those interviewed had no specific knowledge or information on peace negotiations and could not comment on Switzerland's role in this regard. However, some internal interviewees who had knowledge of such process recognized CH’s significant contribution to and impact on peace agreements as regards the DwP component.

“Swiss efforts have had an impact on the content of the Peace Accords, which have included a comprehensive approach to the DwP”. (internal)

It is worth mentioning that, during external interviews, hardly any other international stakeholders were mentioned when discussing who could provide meaningful expert support on DwP in Colombia.

4.2.3 Efficiency and work organization

General. DwP is a multifaceted strategy that requires both expert knowledge and political skills to ensure its implementation. From a technical perspective, it entails the knowledge of very specific topics touching upon a number of fields of expertise and the willingness to collaborate in a multidisciplinary way. Politically, DwP requires experienced staff having access to high-level influential stakeholders to discuss and negotiate often very fragile balances. It requires the ability to work with caution in a fluid environment and the capacity to patiently build on the few opportunities or anchors that may exist.

Beyond its technical and political aspects, the implementation of DwP is time consuming and requires building a system based on conditions that require a long-term commitment: confidence and trust, proximity, knowledge of the context and the territory, extensive network, etc. It goes without saying that it would not be viable for just one person to possess all the qualities and skills necessary to effectively and sustainably implement CH's DwP strategy in Colombia. The vast majority of internal interviewees confirmed that the main stakeholders involved in DwP in Colombia have been CH's Ambassador, the HSA, the Special Envoy and the Head of CH's peace promotion and human rights program in Colombia (Geographical Desk). They also recognized that the quality and efficiency of their dynamics may have varied depending on the circumstances of the moment but that, in general, their rating is much above average for the whole period under evaluation.²³ They further added that for CH's engagement on DwP in Colombia (or in other contexts) to be viable, it requires further efforts to make DwP more visible, known and understood within the three cooperation entities involved in Colombia (SECO, HSD, SDC). Unfortunately, they recognized that some gap filling might be required in this regard.²⁴

Last but not least, DwP strategy requires that sufficient financial resources be specifically dedicated to its implementation. The Evaluation Team understands that CH is one of the most important partner/donor countries in Colombia, with an annual cooperation budget for three programs – HSD, SDC, SECO - of CHF 25 million, less than 1% of which directly serves DwP.²⁵ Despite this low direct cash input, the Evaluation's findings reveal that well-targeted investment, supported by skilled and devoted staff, can lead to high impact result.

“Se ha logrado mucho con pocos recursos.”

“No somos importantes por el dinero, pero sí por la experticia y experiencia.”

“No aporta mucho dinero, pero adelanta muchas acciones diplomáticas.” (internal)

The Evaluation Team was able to gather a wealth of information on the work organization for Workstream 1, but less for Workstream 2.

Workstream 1. Indeed, interviewees shared that Workstream 1 entailed a dynamic team to lead the process in Bogota, with strong expert and political backstopping from Bern. They insisted that in Bogota, the HSA should be the recognized file-holder, although it was also understood that this was not his/her only responsibility since HSA had to follow other HSD strategic priorities (Track 1, participation and protection). All interviewees considered that any task addition would be counterproductive and lead to an overloading of the HSA which would prevent an efficient follow up of DwP. This was actually what happened when some HSA's resources were mobilized (second half of 2016) to follow Track 1, without being immediately replaced. Some recommended having two posts of HSA to properly follow HSD priorities and ensure proper connection with other CH cooperation entities.

²³ With one exception (which rated 2), the score was 4 out of 5 on the quality of the organisation.

²⁴ In this vein, the Evaluation Team was informed of toolboxes related to gender and memory that were developed within the context of CH engagement on DwP in Colombia, but was not able to access them.

²⁵ This is a rough estimate.

“We just had too much work to be able to follow properly our discussions initiated with the Army and the Guardia indígena. This is unfortunate.” (internal)

All internal interviewees considered that HSA’s optimal profile was an experienced collaborator who had field experience, a certain knowledge of DwP, his/her own technical/political entries and recognized diplomatic skills. The findings revealed that this set up was largely achieved during the whole period. However, all insisted on the importance of having the Ambassador on board, since he/she should remain the main facilitator for the high-level context building.

All interviewees agreed that the Bogota team should work with Bern and should benefit from strong political/strategic and expert backstopping which included the Special Envoy, member until recently of the DwP Task Force, the Geographical Desk. In the Colombian case, the initial and prominent role of the Special Envoy had been crucial. Without her undertaking and extremely informed knowledge of the context and DwP content, many expressed doubts about what CH could have achieved. Many interviewees focused on the importance of having the Special Envoy and the HSA work in close synergy and proposed a number of points – drawn from their experience - to ensure an optimal setup such as:

- Clear division of labour between the Special Envoy and the Ambassador, with seamless communication channels;
- Information sharing platforms;
- Knowledge transfer between the Special Envoy, Ambassador and HSA;
- Use of DwP Task Force for expert and capacity strengthening input.

More precisely, the interviewees shared the view that the Special Envoy should provide high-political support and global vision, while the Geographical Desk should contextualize such support with a view to making it more relevant to the context and region concerned. The DwP Task Force should be the ‘soft power’ keeping track of good practices and developing methodology for capacity and knowledge transfer activities that could be used in Colombia and, if relevant, other contexts.²⁶

As regards the DwP Task Force, the Evaluation Team notes that it has been used through the function of the Special Envoy DwP&PA in the Colombian context. However, it was informed that since May 2017, HSD Task Force members have been included in the new thematic section ‘politique de paix’ (PP IV) and believes that this institutional organization can be conducive to increased exchanges and cooperation with the Geographical Desk on the above-mentioned issues. Since then too, the Special Envoy works independently, it would be advisable to ensure that all relevant information is properly shared.

Workstream 2 The efficiency of the work organization of Workstream 2 is more difficult to evaluate because of a lack of information. For instance, very few written documents exist on the organization or specific content of the 2012 December meeting in New York. The Special Envoy was involved in the conceptualization and strategic reflection on this non-event.²⁷ On the contrary, as regards the 2015 autumn event in Bogota with the Armed Forces, it appears clearly from the information provided that the HSA at the time and the Special Envoy worked hand in hand for its realization. Finally, the Evaluation Team was unable to find detailed information on the facilitation role the CH (Special Envoy) successfully played between the Armed Forces and the CNMH as regards, for example, what it involved in terms of process(es) to achieve results.

Despite this lack of information, the Evaluation Team notes that most interviewees concurred that Workstream 2 requires a highly-skilled profile, with access to decision makers from all sides and able

²⁶ In this vein, the Evaluation Team was made aware of the fact that the DwP TaskForce has projects in Colombia on archives that are carried out through Swisspeace. For more information see <http://www.swisspeace.ch/apropos/archives-foundation-for-dealing-with-the-past-in-colombia/>

²⁷ See Rapport de voyage de service à New York, ref K.234.31.

to deal with multiple DwP facets without jeopardizing its fundamental principles. Although it seems that DwP has not yet been fully integrated into CH's mediators' matrix, the few involved in such process appear to share the view that if delicate DwP issues (in particular, around criminal accountability) are not dealt with when peace accords are being framed, there is less chance that violent situations move toward more peaceful coexistence and address the deeds of the past in line with international standards.

Today, with Colombia entering the implementation phase of the SIVJRNR, it is highly probable that CH will receive further requests from a number of bodies, in particular, those stemming from the Colombian legal framework and SIVJRNR. CH can capitalize on its overall efficient work dynamics developed in Colombia on DwP for the period to come.

4.2.4 Sustainability

General. When looking at CH's engagement on DwP in Colombia from the viewpoint of evaluating its quality of being able to continue over a period of time, it emerged quite clearly that CH was able to ensure the national appropriation of DwP by Colombian society, or at least by political, advocacy and academic circles. Its working methods are not unrelated to this finding. Many external interviewees especially appreciated its soft diplomacy approach, never imposing ready-made strategies or options.

“Suiza tiene la capacidad política de incidir sin transgresión de la política interna: “Yo llego hasta donde tu quieres llegar”. (external)

“Suiza no dice qué hacer “esta es la formula”. No hay un formato predefinido.” (external)

This domestic self-appropriation led to DwP being fully part of the Colombian public domain. All agreed that it was there to stay. Even the Armed Forces have integrated transitional justice offices in their official structure.²⁸

Workstream 1. With this workstream, the sustainability of CH's undertaking is not questionable when it comes to the GMH/CNMH. Here too, thanks to CH's long-term efforts to provide these bodies with greater impact, confidence and legitimacy, CNMH's long-term viability is no longer in doubt. On the contrary, it is now recognized as the national flagship institution for memory. Asked about CNMH's sustainability, one internal interviewee observed:

“Si nos tenemos que ir mañana, el Sistema podría seguir.” (internal)

Furthermore, CH proved to be right in investing in networking, using the DwP course co-organised by the DwP Task Force and Swisspeace in Switzerland. Indeed, the survey conducted by the Evaluation Team with a sampling of Colombian participants revealed that they have maintained their knowledge and that some are still occupying functions where they can have influence on DwP related issues. Some were even tasked to raise-awareness of other colleagues in the field.

“He tenido la oportunidad de transferir los conocimientos adquiridos en el curso a los miembros del equipo en el que trabajo, les he transmitido las estrategias de investigación que podemos aplicar, de hecho ya hemos implementado algunas, con miras a proteger los derechos de las víctimas.” (external)

The Evaluation Team notes that it was also made aware of a number of DwP projects/activities pursued by CH over the period under examination, but for which it was more difficult to come to a specific finding on their sustainability because of a lack of information. Such activities include CH's coordination with other international stakeholders (mostly donor states and some international

²⁸ The Armed Forces have created within the *Comando Estratégico De Transición: la Dirección de Apoyo a la Justicia Transicional*.

organisations) involved in DwP/TJ, the dialogue initiated between the Armed Forces and the Guardia Indígena and finally the on-going project with la Defensoría del Pueblo on land restitution.

Workstream 2. As a result of its long-term effort to raise the awareness of those involved in the negotiations of the Peace Accord on DwP issues, Part 5 of the Accord was finally framed along DwP main pillars. The inclusion of DwP in a Peace Accord deposited in Switzerland and which was given Constitution protection is, in itself, a guarantee of sustainability. Once again, the link between CH's engagement and this achievement appears quite substantial (although many others have also played a positive role). The SIVJRNR found in the Peace Accord is now part of the domestic legal framework.

Finally, the sustainability of CH's DwP engagement was also influenced positively by its capacity to have recourse to innovative approaches featuring new methods in DwP field and, more generally, bilateral cooperation. For instance – and without seeking exhaustivity – CH took the risk of investing in DwP while Colombia was still in an armed conflict and, in doing so, gained rapidly a privileged position. Secondly, it understood rapidly the importance of mixing technical and diplomatic approaches in order to ensure sustainable anchoring in Colombian society. Thirdly, its working methods combined the identification of a specific stakeholder to work with (GMH/CNMH) with a targeted issue on which it had extensive knowledge (memory) and which raised less tension than the traditional justice/accountability stream pursued in similar contexts (although closely related). This targeted issue could then be used/extended with success to more difficult stakeholders, including the Armed Forces. Finally, it managed to gain international recognition for the GMH/CNMH by associating to it an international advisory board all along its long route to sustainability.

4.3 Gender (cross-cutting theme)

From the desk review, there is limited reference to Gender in the credits or related projects. Beyond the 'ticking-box' approach, the Evaluation Team was unable to find any gender analysis. All those interviewed on this issue were of the opinion that more could be done in terms of gender analysis:

“No hay análisis de género, pero si estamos atentos. Por ejemplo, los informes de la CNMH a la embajada siempre dan importancia a la dimensión de género. Como embajada, podemos hacerlo mejor, entre otras cosas, centrándonos más en la inclusión y un mejor uso de los indicadores de género que están vinculados a nuestra estrategia 2018-2020.” (Internal)

It was proposed that more support and control should come from Bern in this respect. The Evaluation Team did not find specific gender results in programming documents either. Over 60% of the DwP Alumni who responded to the survey also felt that this topic could be further explored in the DwP course with the view of better understanding the reasons and causes of violence against women.

However, it is important to highlight that several interviewees noted that the gender component was systematically considered and integrated in CNMH work on memory. Several publications on memory have specifically focused on this topic.²⁹ As one external interviewee observed, women and men were given equal access to participating in the work on memory.

“Permitió que la voz de la víctima no se quedara en pie de página, tanto las mujeres, los indígenas o los campesinos.” (internal)

Furthermore, several interviewees (internal and external) mentioned that CNMH had developed various tools and instruments (including a gender and sexual violence toolbox). Unfortunately, the Evaluation

²⁹ Two examples of reports looking at the gender component of the conflict: “Género y memoria histórica: Balance de la contribución del CNMH al esclarecimiento histórico.” “Mujeres y Guerra. Víctimas y Resistentes en el Caribe Colombiano.”

Team was not able to access them. Interviewees suggested that these instruments should be better documented and visible in order to allow knowledge transfer and best practices on gender to be spread beyond the Center. It was also suggested that having a gender working hypothesis – similar to the one on memory - would be useful before launching a program on DwP.

4.4 Prospective view

The environment in Colombia continues to be volatile. With a new Government that remains publicly hostile to the Peace Accord, making sure that it will be properly implemented remains an enormous challenge. However, many believe that there are enough safeguards to ensure that the framework achieved in Havana will not be dismantled.³⁰ In their views, although a possible return to widespread violence should not be ruled out, the highest threat facing the SIVJNRN relates to cutting the resources vital to its efficient implementation. In light of the above, external and internal interviewees have unanimously considered that CH should continue its work on DwP in Colombia.

It is now that the real work starts! (general external comment)

When asked what CH's workstreams should be, the vast majority insisted that, at this stage, CH should provide strong political support and not hesitate to be a leading force ensuring constant support to the SIVJNRN which would guard against any political setback. More than financial input, CH's knowledge, expertise and support is primarily sought.

"Suiza es clave porque es la depositaria de los acuerdos." (external)

"Suiza debe mantener la presencia, la visibilidad, el acompañamiento y la vigilancia sobre lo que sucede (Escuchar a las víctimas)." (external)

"De Suiza se requiere el conocimiento, la experiencia y el acompañamiento, que va más allá de lo económico." (external)

Some noted that entry points already exist with the new Government and that the new authorities view CH in a somewhat positive manner.

"With the new government, we need to use our comparative advantage and use the entry point that we have already. In the immediate term, the Government needs to understand that it cannot destroy everything." (internal)

Internal and external interviewees concurred that if CH agreed to be the **political watchdog** of the SIVJNRN, its main leading thread should be to protect the system's DwP holistic approach as a whole (and not raise expectations as regards direct input on all pillars).³¹

"Suiza debe capitalizar su experticia para promover la integridad del sistema y que sean más efectivos como sistema." (external)

While internal interviewees recognised that it was unlikely that more Swiss cooperation money would be spent on Colombia, they insisted on the importance for CH to mobilize the international community

³⁰ Many referred to the fact that the Peace Accord was officially tabled in Switzerland, thus giving it certain international status. Furthermore, Law No. 02 of 4 April 2017 adds a provision to the 1991 Colombian Constitution aimed at giving stability and legal security to the Peace Accord. Any change to the Peace Accord would require a Constitutional amendment.

³¹ Alumni survey is along the same lines and identifies *el apoyo político, técnico, presupuestal, acompañamiento y seguimiento al proceso de paz, como los principales componentes dentro del compromiso Suizo y la necesidad de seguir contando con estos apoyos.*

for both fund-raising, political and expert support. Colombia was at a turning point and many mentioned Swiss unique capacity to facilitate dialogue and stimulate the exchange of practices.

“CH needs to work at the international level on the safeguarding of DwP holistic and seek international mobilisation.” (internal)

“Suiza debe quedarse porque es un momento histórico de la región. Varios países están involucrados y es necesario facilitar el diálogo con estos países para intercambiar buenas prácticas.” (external)

In making the above statements, the interviewees often recalled that CH knows DwP environment in Colombia as probably only a few international stakeholders do and, through its 12-year undertaking, has earned a respectful reputation and the trust of important national and international stakeholders. Furthermore, CH is known as being among the few movers and shakers that can bridge the past and the future, using its experience, networking and knowledge to ensure effective implementation of DwP.

“Suiza cuenta con la confianza de todos.” (external)

“A Suiza logra verse como país objetivo y neutral. Muy importante el diálogo con el alto Gobierno electo.” (external)

“El proceso de paz requiere grandes contribuciones económicas, pero es más importante que Suiza contribuya a crear puentes.” (external)

Building on Swiss achievement, the interviewees proposed a number of avenues for which Swiss input could make a difference. On many occasions, CH's **bridging capacity** has emerged, be it in terms of the links between the various bodies of the SIVJNR, the latter and the Government, the Armed Forces, civil society or the CNMH (in which CH was greatly involved over the last years).

“With the Army the work is not over. We have privileged links on which we should capitalize in the phase of implementation of the Havana Accord.” (internal)

For many, it seemed obvious that CH should support **knowledge transfer** between the CNMH and SIVJNR bodies. Furthermore, interviewees raised CH's expertise in mechanism and **memory** processes and considered that CH should invest in the reinforcement of the **victims' participation** in the SIVJNR bodies.³² This would indeed coincide with what was officially assigned to CH in the Peace Accord. Many proposed that CH put its extended network in the field at the disposal of the SIVJNR to reach out to all victims across the country. With CH's cooperation programme, one internal interviewee proposed that strategic regions be identified with other donors.

“Suiza tiene un mandato formal en los acuerdos de paz en la participación, lo cual es importante para el fortalecimiento del SIVJNR.” (external)

All agreed that CH should continue to provide **expert support** upon request.

“Suiza debe responder a las necesidades, aun cuando es difícil, pero debe mantener el diálogo, la contribución técnica, como por ejemplo la JEP, la Comisión de la Verdad. Todo depende de su desarrollo y qué temas pueden surgir.” (external)

We need to remain open to requests, including political coaching. This is important for the system's international legitimacy. We should be open to pay for seminars providing political exposure. (internal)

³² According to an expert, Colombia has more than 70 participation processes that have a very low success rate.

5 Conclusions

The Evaluation Team was able to highlight the enormous amount of work accomplished by CH in its DwP engagement in Colombia over the last 12 years, with limited human and financial resources and confirmed the feasibility of working on DwP in an open conflict. CH's high-level quality work was unanimously recognized and contributed to putting Colombian DwP initiatives more in line with international standards. The Evaluation Team also wishes to underscore that its members who visited Bogota were particularly well received by external interlocutors, thus directly benefiting from the excellent reputation enjoyed by CH in the Colombian capital.

Retrospective

As regards the evaluation *per se* of CH's DwP engagement in Colombia, its **relevancy** has been demonstrated in several ways. For instance, it was particularly relevant to the initial needs of the GMH/CNMH and to the increase in their impact, confidence and legitimacy. Switzerland has chosen to focus its support to the GMH/CNMH on the work of memory, a central element in a DwP process (a much less dangerous ground than justice, although closely related). Its long-lasting and high-quality support has quickly made CH a key player in this field. This focused approach, coupled with support to a specific body with a legislated mandate, needs to be thoroughly examined to draw lessons (technical, policy and strategic) for use in other contexts. CH's original idea of adding an international advisory board that ensures 'international leverage' deserves to be explored for other contexts and is not unrelated to the excellent reputation that CNMH has acquired.

CH's engagement was particularly fitting and relevant where it managed to get closer to the Armed Forces – a key player in the Colombian peace process – with the view of sensitizing them to DwP, again using memory (including of victims of the Armed Forces) as an entry point. Within a few years, this led (with other international pressure exerted in the same direction) to DwP being included in Part 5 of the Peace Accord concluded in Havana between the FARC and the Government.

The Evaluation Team cannot but agree with the concurring evidence that CH offered a unique approach and methodology which allowed to convincingly support highly complex political processes and make gain on extremely polarized and sensitive topics. This approach and methodology were supported by CH's willingness to play a number of roles according to the specificities of the circumstances. Once again, this is commendable and should be remembered in other DwP contexts. The Evaluation Team believes that the fact that CH is perceived as a naturally discrete, neutral, transparent and impartial player is clearly in its favor and should be considered as a real added value when it comes to taking part in programs where difficult political balances need to be struck.

In most of the period at issue (2006-2016), the **effectiveness** of CH's DwP engagement in Colombia can be considered very good. Many political objectives achieved important results such as the acceptance of DwP concept by Colombian society, the inclusion of DwP in peace negotiations and subsequently in the Peace Accord and the establishment of a constructive dialogue between key Colombian stakeholders (Armed Forces, CNMH, MAPP/OAS). The tireless expert support provided by CH to the GMH/CNMH made a **significant contribution** to the establishment, success and sustainability of a body that is now considered the national flagship institution on memory

As regards CH's **efficiency and work organisation**, the Evaluation Team considers, in light of the information it received, that CH succeeded, during most of the period under examination, to maintain an efficient and well-structured organisation of work where CH's key players had well-defined and specific roles. In the Evaluation Team's view, the dynamic fluidity between Bern and CH's Embassy in Bogota is crucial. A binomial should exist in Bogota consisting of the HSA and the Ambassador. As a file holder, the HSA identifies opportunities, displays and maintains contacts while the Ambassador ensures a favorable political environment through high-level strategic contacts. Swiss Embassy should nevertheless benefit from strong political/strategic and expert backstopping from Bern which includes

the Special Envoy, the Geographical Desk and the DwP Task Force. The Special Envoy should provide high-political support and global vision, while the Geographical Desk should contextualize such support with a view to making it more relevant to the context and region concerned. The Evaluation Team believes that work efficiency is directly influenced by a number of factors such as the clarity of labour division between political stakeholders such as the Ambassador and the Special Envoy, the level of HSA personal experience and the effective sharing of relevant information.

Like all those who voiced opinions on this issue, the Evaluation Team believes that the HSA must be an experienced collaborator with field experience and DwP knowledge, recognised diplomatic skills and his/her own technical/political entries (network). Furthermore, the Evaluation Team considers it essential that the HSA be able to adequately follow on-going initiatives, which is obviously not compatible with overwork. When looking at the HSD priorities mentioned in the 2018 Mid-Term document, the Evaluation Team considers that it would be of utmost importance to ensure sufficient human resources to carry them out in the field. It might be appropriate to examine the division of labour that prevailed in the first half of 2016, when everyone felt that the organization of work was optimal. At that time, the Evaluation Team noted that HSA was not involved in Track 1 initiatives and had enough time to connect his portfolio's various axes.

The Evaluation Team believes that the Task Force could play an important role in providing focused expert input, keeping track of good practices and methodologies, feeding (trans)regional knowledge sharing and participating/leading in capacity building activities. Of course, this means that the DwP Task Force should be well informed and staffed in order to be able to bring its input in Colombia and elsewhere in a timely manner. DwP Task Force may also play a key role in institutionalising Swiss DwP memory and avoid knowledge loss in case of change of staff.

As regards the **efficiency** of CH's work in Workstream 2, the Evaluation Team agrees that such workstream requires a highly-skilled profile at the frontline, with access to decision makers from all sides and able to deal with the DwP multiple facets without jeopardizing its fundamental principles. The Evaluation Team lacks information on how DwP sensitization is carried out with those involved in the peace processes, but it is convinced that this strategy is a winner because it guarantees, if DwP is included in peace documents, a long-term basis for its implementation at the national level.

Finally, the Evaluation Team was not able to find any information on some form of communication strategy/plan aiming at making sure that CH's undertaking on DwP in Colombia is well understood both internally and externally. DwP is not self-explanatory and needs to be well explained for a lay person to understand its great potential. Better communication might surely improve the level of internal buy-in from other CH cooperation entities involved in Colombia (SECO and SDC) to those voting CH's foreign funding.

As regards the **sustainability** of CH's DwP engagement in Colombia, the Evaluation Team notes that, with others, CH contributed to a national appropriation of DwP including with particularly reluctant key players, such as the Armed Forces. DwP/Transitional Justice approach is in Colombia to stay. The use of tool such as regular informal dialogue with key stakeholders as well as the Alumni network are not unrelated to this conclusion, although the Evaluation Team is not convinced that the potential of relevant networks have been fully developed and used. It believes that CH should not underestimate the importance and value of a national network of political/policy operators.

With its selected action, CH also contributed to the sustainability of key institutions in the Colombian DwP process, such as GMH/CNMR. They are indeed the only institutions that survived the turmoil of

the 12-year period at issue and are still called upon to play a key role in feeding key information and knowledge to the SIVJRNR.

The link between Swiss undertaking and the inclusion of DwP in Part 5 of the Peace Accord appears to be quite substantiated (although many others have also played a positive role). There cannot be a stronger guarantee of sustainability than to have the SIVJRNR now part of the domestic legal framework.

The sustainability of CH's DwP engagement was also influenced positively by its capacity to have recourse to innovative approaches featuring new methods in DwP field and, more generally, bilateral cooperation such as: risk of investing in DwP while Colombia was still in an armed conflict, mixing technical and diplomatic approaches, identification of a specific stakeholder to support and work with on a targeted issue on which it had extensive knowledge (memory), etc.

Finally, while the **gender** dimension has become more visible in internal programmatic documents, more operationalization is encouraged in order to achieve a real and sound gender analysis. Most agreed that more needs to be done on this topic. However, it should be stressed that the CNMH has fully integrated the gender component in its work, with the support of the CH on certain projects. On the basis of the CNMH's reviewed documents and interviews, the Consultant Team believes that women and men have had equal access to the participation process on the memory work carried out by CNMH.

Prospective

For all the interlocutors who were met, there is no logical justification for CH to interrupt its DwP engagement in Colombia. The Evaluation Team considers that Colombian interlocutors as well as other international stakeholders would simply not comprehend this. Today the highest risks for CH are associated to a disinvestment in DwP in Colombia, rather than the contrary. Indeed, there are many objective factors that justify CH's active involvement in the delicate implementation phase of the Havana Accord.

Today, with Colombia entering the implementation phase of the SIVJRNR, it is highly probable that CH will receive further requests from a number of bodies in particular those stemming from the Colombian legal framework and SIVJRNR.

The Evaluation Team believes that CH has already waited long enough and should quickly undertake a new workstream which takes into consideration the fundamental changes of circumstances that have occurred in Colombia with the signing of the Peace Accord and the adoption of relevant normative and institutional frameworks. In its findings, the Evaluation Team has identified a number of avenues that CH should explore on a priority basis. In so doing, the Evaluation Team was particularly careful to build on CH's past experience and make the most of CH's added value and specific characteristics.

More precisely, the Evaluation Team supports the conclusion that, at this stage, CH should provide strong political support to SIVJRNR with the aim of avoiding any political setback and encouraging its implementation to go forward. CH should make use of its reputation to mobilize international support for financial, political and technical required input. Colombia is at a turning point and CH should make use of its unique and recognized capacity to facilitate dialogue among key stakeholders. CH should also have recourse to the bridging capacity it was able to successfully use in the past to bring difficult parties together and ease the passing of information between past and current structures. Finally, the Evaluation Team agrees that CH should continue to provide focused expert input.

More details are provided in the following section (Recommendations on Lessons Learnt)

6 Recommendations on Lessons Learnt

A number of recommendations on lessons learnt can be drawn from the Evaluation Team's retrospective and prospective analysis of Swiss DwP undertaking in Colombia during the period at issue. The recommendations are evidence-based and take therefore into consideration the lessons that have been learnt during the 12 years of CH's DwP engagement in Colombia. Before proposing specific recommendations that are divided in three headings, the Evaluation Team wishes to highlight three overarching lessons learnt that came out of its analysis of the information it was able to examine:

1. When certain conditions are met, DwP initiatives can be initiated in an on-going armed conflict. Efforts made to push for DwP issues to be included in peace negotiations and accords are useful and allow, if successful, to work subsequently at national level on a framework that has more chance to be in line with international standards.
2. DwP is a long-term commitment as recognized in CH DwP strategy. In Colombia, CH understood well the time component. It remained constantly active over its 12 years of presence, and its capacity to have recourse to innovative working methods, mixing both expert and high-level diplomatic input, made a significant difference.
3. DwP requires high-level human resources commitment. With 'the right people at the right place' Well targeted financial input, supported by skilled and devoted staff, can lead to high impact result.

General recommendations

CH's committed and coherent policy and strategy on DwP in Colombia

1. CH should continue its DwP engagement in Colombia. In so doing, it should build on what it has achieved over its 12 year of action in this field in the country, keeping in mind the protection of DwP holistic approach and the necessity to ensuring that national initiatives are/remain in line with international standards.
2. In its DwP engagement in Colombia, CH should use as leverage, all CH's institutional strategic frameworks, including the DwP strategy which already provides grounds for action, under which its DwP initiatives in Colombia fall.
3. CH should forge more alliances with other donors to ensure that DwP holistic approach is fully covered. This should include coordination process (respecting Swiss autonomy), efficient information sharing and bench-marking.
4. Considering that Colombian gains in DwP are far from being fully secured and CH generally recognized political positioning in the country, CH should take steps to politically support the Colombian process and, in so doing, rally other (national and international) stakeholders, to the sound implementation of the normative and institutional frameworks already in place. More than financial input, it is CH's knowledge, expertise and support that is primarily sought. This recommendation requires a strong high-level commitment both in Bern and Bogota, with expert support to identify the avenues that could be more conducive to positive development.
5. More particularly, CH should continue to invest in the implementation of the SIVJNRN, including by facilitating exchanges between key stakeholders, the transfer of knowledge and providing key and targeted thematic and strategic input based on its experience of the context and the issue(s).

Recommendations from the retrospective analysis (based on lessons learnt)

6. CH should continue to make use of its unique approach and methodology which allowed it to convincingly support highly complex political processes and make gain on extremely polarized and sensitive topics. Such methodology and approach include:
 - Mix of state-of-the-art expert input and political/diplomatic demarches;
 - Capacity building and strengthening and knowledge transfer to key stakeholders;
 - Direct hands-on on the work of a pre-identified influential structure;
 - Involvement and blessing of the international community through the establishment of international advisory bodies;
 - Creation of a skilled network (using, *inter alia*, DwP course held in CH in this regard);
 - Link the expert work on memory to public policy framing by pushing for public policy recommendations in public reports produced;
 - Financial support.
7. CH should also continue to be open and willing to play a number of roles according to the specificities of the circumstances, with the aim of making processes progress toward better alignment with international standards and the needs expressed by Colombian society.
8. Because of the Armed Forces' key role in Colombia, CH is strongly encouraged to maintain, and even strengthen, its relations with core elements of the Armed Forces and the Police. In so doing, it should deploy its utmost efforts to identify (mapping) and enter into dialogue with the most difficult stakeholders with a view to addressing their concerns with regards to DwP.

Working method

9. Considering the high impact that CH has had on the quality and sustainability of GMH/CNMH work, it is encouraged to explore how a focused thematic approach coupled with support to a pre-identified national partner (preferably benefiting from legislated mandate) could be replicated in Colombia.
10. With regard to the importance of the (national and international) legitimacy of the bodies tasked with implementing DwP approach, CH is encouraged to see to what extent the experience of the international advisory board/council attached to the GMH/CNMR could be modeled and reproduced in Colombia or other relevant contexts.

Programmatic (issue related)

11. To ensure that its strategic and programmatic choices are well understood, HSD is encouraged to shape a communication strategy with a view to improving the level of internal buy-in from other CH cooperation entities involved in Colombia (SECO and SDC) to those voting CH foreign funding. Without jeopardizing Swiss tradition of discretion, such communication strategy should explore the use of the press, e-briefing, social media, etc.
12. CH should take measures to give greater visibility (at least internally) to the work done on gender and memory through the CNMH and ensure the knowledge transfer of the tools and best practices developed in this respect.
13. The need for better capacity in producing gender analysis should be addressed internally through training and support to internal experts. Regarding the DwP course, ways to further mainstream the gender component throughout the course should be explored.

Work organization

14. CH is encouraged to maintain a fluid dynamic between Bern and Swiss Embassy in Bogota which includes ensuring that minimal HR set-up is ensured. The central role of the HSA in Bogota should be recognized. He/she should identify opportunities, display and maintain contacts while the Ambassador should ensure a favorable political environment through high-level strategic contacts.
15. HSA should benefit from strong political/strategic and expert backstopping from Bern which includes the Special Envoy, the Geographical Desk and the DwP Task Force, the respective role/tasks of whom are further explained in the Findings.
16. To ensure work efficiency, CH should pay particular attention to the clarity of labour division between political stakeholders such as the Ambassador and the Special Envoy, the level of HSA personal experience and the effective sharing of relevant information.
17. It is recommended that the HSA tasked to address DwP be a seasoned collaborator with field experience and DwP knowledge, recognised diplomatic skills and his/her own technical/political entries (network).
18. HSA should be able to adequately follow on-going initiatives and predictable overwork need to be avoided. A division of labour between Track 1 and the other HSD priorities might be considered, although information sharing must be maintained on all activities carried out by HSA because of their tight linkage.
19. It is recommended to further explore what DwP Task Force could have contributed in Colombia, with a view to making it the repository of good practices and the provider of methodologies and approaches on capacity building as well as information sharing and transfer. In so doing, DwP Task Force would greatly contribute to the institutionalisation of CH's memory of its DwP undertaking in Colombia. This means that the Task Force must be well informed and staffed in order to be able to bring its input in Colombia in a timely manner.
20. When working on DwP in the peace processes, it is recommended to involve highly-skilled profile at the frontline, with access to decision makers from all sides and able to deal with multiple DwP facets without jeopardizing its fundamental principles.

Capacity strengthening and knowledge sharing

21. CH is encouraged to explore ways to fully use the potential of networks with the aim of establishing a reliable community of practice of political operators who are particularly important in the operationalization of policy decisions and accords. The Alumni Network could be used as a starting point in this regard.
22. CH should see to what extent DwP could be better included in police and army academies and seek a partner to further conduct this investigation.

Recommendations from the prospective analysis

23. CH is encouraged to develop a work hypothesis related to the implementation of the Peace Accord (Workstream 3) and define a DwP strategic vision and objectives for Colombia.
24. Any request aimed at implementing the Peace Accord (in its DwP component) should be thoroughly examined with a view to finding a way to positively respond to it, either by intervening directly or channeling the requests to other interested parties (donors, IOs, NGO, think tanks, etc...).
25. CH should encourage and contribute to the mapping of difficult stakeholders with a view to immediately initiating dialogue.
26. CH is probably among the best placed entities to bridge the past and the future, using its DwP experience, network and knowledge. CH should explore using its bridging capacity, be it in

terms of forging links/relations between the various bodies of the SIVJRNR, the latter and the Government, the Armed Forces, civil society or the CNMH.

27. CH should continue to explore how its extended presence within the territory could be used to ensure that all victims have access to SIVJRNR bodies in order to have their voices heard. This recommendation is in line with the accompaniment that the parties to the Peace Accord have agreed to receive from CH (Section 6.4.2).
28. Because of its privileged position, CH should see to what extent it can support CNMH in its knowledge transfer to the SIVJRNR bodies. There is an obvious need for data management and protection as well as public policies in relation to archives, for which CH might provide specific strategic expertise and support.

Recommendations 1-2-3-6-7-8-10-11-12-13-14-15-16-17-19-20-21-22-25- can be transferred to other contexts, with necessary adjustment.

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1. Terms of Reference

Terms of Reference for an Evaluation of the Engagement of Switzerland in the area of Dealing with the Past in Colombia 2006 – 2018

I. Background, Context

Colombia has a long history of internal armed conflict. Over 220'000 people have lost their lives in 53 years of hostilities and more than 8 million people are officially registered victims. In the middle of the conflict, several peace processes took place. Numerous dealing with the past (DwP) initiatives, led primarily by civil society with state support, were implemented. National institutions fostered these initiatives and launched different efforts to promote DwP. The Justice and Peace Law established a transitional justice system in 2006, the Land Restitution and Victim's Law in 2010 was another landmark. More recently, following the peace agreement between the Government of Colombia and the FARC, a new integrated system was agreed and is currently starting its activities.

Switzerland's activities in the field of DwP are undertaken within the framework of its human security approach including civilian peace-building and human-rights commitments. Switzerland has been actively involved in this field in Colombia, since 2006 upon request of the Colombian government, sharing its homegrown DwP conceptual approach. While first invited to advise the forthcoming establishment of the National Commission on Reparation and Reconciliation (CNRR), it was then requested to support the creation of the Historical Memory Group (*Grupo de memoria historica - GMH*), foreseen in the law 1948 that led to the creation of the CNRR. From 2007, Switzerland supported the GMH substantially. It then also funded some of its initiatives and chaired its International Advisory Group. The support entailed at first many seminars and workshop organized around the needs of the GMH to support the development of their strategy. Switzerland provided also access to thematic, organizational and technical competences for the GMH to develop a political strategy, ensure its autonomy, implement its mission and ensure a strong impact.

In line with the new law on "victims and land restitution", the Historical Memory Group became the National Center for Historical Memory (*Centro Nacional de Memoria Histórica - CNMH*) in 2011. The International Advisory Board of the GMH, created in 2009 and chaired by Mrs Mô Bleeker, Swiss Special Envoy for dealing with the Past and Prevention of Atrocities, was then transformed into the International Advisory Committee of the CNMH. Switzerland handed over its presidency in 2017. In 2013, the CNMH handed over a general report "*Basta Ya! Colombia: Memorias de guerra y dignidad*" to the President. This report is considered to be a milestone in DwP in Colombia, which contributed to the public knowledge of the causes and consequences of the armed conflict in Colombia. However, the report also created tension with the Security Forces, who criticized the document heavily. At the request of the Security Forces, Switzerland subsequently began to work with them on DwP issues.

Moreover, Switzerland has more recently supported land restitution efforts in Colombia as part of the right to reparation, in complementarity with SDC's (Swiss Agency for Development and Cooperation) engagement in this field since 2012 in close collaboration with the "Unidad de Restitución de Tierras". The overall Swiss engagement in DwP has been provided and managed by the Human Security Division (HSD).

Through the Peace Agreement with the FARC, an integrated system to deal with the past has been put in place and new institutions were established, such as the special jurisdiction for peace, a truth commission and a unit for the search of missing persons. Addressing the needs of the victims and promoting the duties of the state in the field of DwP is the backbone of the Colombian peace process. Nevertheless, it remains highly sensitive notably given the high level of polarization in the country.

II. Rationale for the evaluation

Since 2006, the HSD/FDFA has supported efforts in Colombia to address the legacy of its violent past in a consistent manner. The DwP approach has not only influenced Colombia, it is now owned by Colombia who bases its policy on the duty of state and the rights of victims, in truth, justice, reparations and guarantee of non-repetition. The peace agreement between the Government and the FARC has led to the creation of an integrated DwP approach. This is an opportunity to capitalize on previous efforts and to strengthen the ones to come in the post-peace agreement period.

In this context, it is timely to reflect on Switzerland's past engagement in this area to learn some lessons, adapt its program to the new content and elicit recommendations for its future engagement.

More specifically, the purpose of this evaluation is to:

- Identify the nature of the impact and the specific components of the Swiss engagement, plus the sustainability aspects of this engagement, that had an impact and that could be of added value for future engagement;
- Analyze with partners the methodology used, the quality of partnership, notably in terms of cooperation and trust with local actors, elicit lessons learned and elements to be pursued if needed;
- Based on the needs identified, elicit the main added value of Switzerland in this field and the main changes to which Switzerland has contributed, assess whether or not Switzerland could play a role as an actor (specific expertise and or positioning) versus donor, and what are the requisite for this actor's role;
- Elicit the main results obtained during this period;
- Provide forward-looking 1) recommendations to HSD/FDFA and the Embassy for the program to be pursued or future initiatives to be taken in this context; and 2) options for synergies that could be developed with others actors and possibly also with other instruments of the Swiss International cooperation;
- Elicit lessons learnt and provide recommendations to HSD/FDFA on how to capitalize on this experience, in similar contexts and programs in order to achieve sustainable results.

III. Type of evaluation, objective and scope of the evaluation

a) Type of evaluation

The independent evaluation of Switzerland's engagement on DwP in Colombia covering the period from 2006 to 2018 shall be both retrospective and prospective, with the objectives of assessing the results and value of the last twelve years of engagement. It should be both analytical, and critically reflective regarding the Swiss engagement. It shall notably assess whether Switzerland has reached its initial goals effectively and efficiently, and whether its goals were adequate and useful in the given historical context.

This analysis shall be the basis of an outlook into the continuing Swiss efforts in this area.

In order to do so, the external expert will have access to and study all relevant documentation and will conduct a number of interviews with both representatives of the Swiss FDFA, partner organizations and individuals who have a specific knowledge of the field and of the Swiss engagement in particular.

b) Evaluation Objective

The independent evaluation of Switzerland's engagement on DwP in Colombia has the following objectives:

- To analyse the relevance of the past and present DwP engagement in Colombia with regard to past and current needs;
- To identify and assess the outcome, impact and performance of the DwP engagement (input/output);
- To identify specific components of the DwP engagement, which could be of an added value in Colombia for the present and the future, and that Switzerland could support;
- To recommend any effort that shall be pursued;
- To provide recommendations on lessons learned from the DwP engagement in Colombia and how these could be transferred to other contexts.

c) Scope

The evaluation should focus on key aspects of the Swiss DwP engagement in Colombia, i.e.:

- Engage with key actors in Colombia to promote a holistic approach to dealing with the past;
- Access to thematic, organizational and technical competences for the GMH/CNMH to develop a political strategy, ensure its autonomy, implement its mission and ensure a strong impact;
- Support to the CNMH in four components: 1) *Comite Asesor Internacional*, 2) Armed Forces, 3) Indigenous people, 4) Business sector;
- Promote a dialogue and preparation within the Armed Forces with regard to sensitive issues on dealing with the past;
- Provide expertise through the yearly Dealing with the Past course and the establishment of a "community of practice" in Colombia, including different political and social sectors;
- Support to the '*sistema integral de verdad, justicia, reparación y no repetición*' (integrated system) and its three separate institutions (a special jurisdiction - JEP, a truth commission and a unit for the search of disappeared people)

IV. Questions for the Evaluation

The evaluation is supposed to answer questions according to the following criteria:

- a) The overall process (the answers to these questions will mainly serve as the basis for analysis and may be presented in an annex of the evaluation)**

- What were the assumptions in 2006 (Justice and Peace Law) behind developing DwP activities in Colombia? Are these assumptions still the same? If not, what has changed?
- What has been done between 2006 and 2018 at state and civil society level? How has the work been organized? Strategy? Investment?
- With which partners have these initiatives been undertaken?
- Which process and projects have been realized?
- Which methodologies have been used? How was the Swiss approach implemented?
- What have been the overall and specific impact?
- Which goals and success measures were ascribed?

b) Relevance

- Are the objectives and activities of the Swiss DwP engagement relevant to the needs of the society in Colombia in the given historical context?
- Did the DwP engagement of Switzerland in Colombia have an added value? If yes at what level and with which actors?
- Was the Swiss DwP program in Colombia responsive to the context, did it show flexibility when required?
- Is it still relevant for Switzerland to stay engaged on the topic of DwP in the future?
- Which specific components of the DwP engagement are likely to be most relevant in the future?
- What modalities need to be in place for a continued coherent engagement?

c) Effectiveness

- To what extent can any impact in the field of DWP be attributed to the Swiss engagement?
- Which results can be considered to have been achieved and to what extent? Did the engagement generate any unanticipated results? Were any of the anticipated results not achieved?
- In context where Switzerland has had a role as thematic facilitator (Fuerza publica /CNMH for example), how effective was the Swiss facilitation? What impact did this facilitation have? What factors contributed or hindered the achievement of results?
- Describe the quality of relationship between national actors, the Embassy of Switzerland/FDFA and/or other donors involved in DwP?
- What concrete outcomes has Switzerland managed to reach in DwP?
- How can Switzerland ensure the durability of its impact and outcomes in similar programs in other contexts?

d) Sustainability

- Have partners been empowered to develop their own DwP strategies? What capacities has Switzerland helped to build within national and local actors?
- Has awareness been raised for the topic?
- Has knowledge been transferred?
- What would be possible innovative strategies to further enhance the impact of the Swiss DwP engagement in Colombia?
- How should Switzerland adapt its strategy and approaches given the changing context?
- Could Switzerland have done better to ensure the sustainability of its DwP engagement?
- What are lessons learned for Switzerland?
- What can the Colombian experience bring as lessons learned to ensure the sustainability for similar programs in other contexts?

V. Procedure and Organisation

a) Requirements

The evaluation will be conducted by a senior external independent evaluator with sound experience and a proven record of knowledge of the thematic issues. It is an asset to be familiar with the situation in Colombia. Spanish language is a must have.

b) Approximate Workload

Desk review, data collection, study of documentation, setting up list of interviewees in coordination with the HSD and Inception Report	2 days
Interviews and consultations in Bogotá and elsewhere by e-mail and phone	8 days
Drafting of preliminary report	2 days
Debriefing with HSD in Berne and with Embassy (mechanism tbd)	1 day
Finalization of Evaluation Report	3 days
Total	16 days

c) Proposed Time Frame

Activity	Deadline
Offer by the expert	20 th April
Decision-making	27 th April
Study of documents and Inception Report	25 th May
Interviews, mission to Bogotá	27 th July
Drafting of report and debriefing in Berne	24 th August
Final report	14 th September

VI. Reporting

The evaluator is expected to deliver a technical and financial offer comprising the important elements of an evaluation. Thereafter, the evaluator is expected to deliver an inception report, based on the present ToRs. The inception report is supposed to contain the evaluation's proposed methodology. The evaluation shall be carried out in accordance with the evaluation standards of the OECD-DAC.

The evaluation report, written preferably in English, is to be delivered after the completion of the evaluation, should have about 5 pages and not exceed 10 pages, plus annexes. The evaluation report should include the following:

- Executive Summary
- Evaluation Methodology
- Findings
- Recommendations and lessons learnt

- Annexes

VII. Other Information

The documents to be provided to the evaluation team consist of the following documents:

- Relevant correspondence (mission reports), project proposals and agreements
- Lists of possible persons for interviews and consultations
- Introduction to the Swiss DwP approach/concept
- Swiss DwP strategy for those years if available
- Switzerland's international cooperation strategies

2. Inception Report

Consultant Team

Christina Oberli, Team Leader

Dr. Anne Marie La Rosa

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Revised Inception Report

Independent Evaluation of the Engagement of Switzerland in the area of Dealing with the Past in Colombia 2006-2018

Geneva, 27 June, 2018

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Acronyms

CH	Switzerland
CNMH	National Center for Historical Memory (<i>Centro Nacional de Memoria Histórica</i>)
CNRR	National Commission on Reparation and Reconciliation (<i>Comisión Nacional de Reparación y Reconciliación</i>)
DAC	Development Assistance Committee
DwP	Dealing with the Past
ELN	National Liberation Army (<i>Ejército de Liberación Nacional</i>)
FARC	Revolutionary Armed Forces of Colombia (<i>Fuerzas Armadas Revolucionarias de Colombia</i>)
FDFA	Federal Department of Foreign Affairs
GMH	Historical Memory Group (<i>Grupo de Memoria Histórica</i>)
HR	Human Rights
HS	Human Security
HSD	Human Security Division
IHL	International Humanitarian Law
JEP	Special Jurisdiction for Peace (<i>Justicia Especial para la Paz</i>)
OACP	Office of the High Commissioner for Peace
OECD	Organisation for Economic Cooperation and Development
PA	Prevention of atrocities
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SECO	State Secretariat for Economic Affairs
SIVJNR	Comprehensive System for Truth, Justice, Reparation and Non-Repetition (<i>Sistema Integral de Verdad, Justicia, Reparación, y no Repetición</i>)
ToR	Terms of Reference
Truth Commission	Truth, Coexistence and non-repetition Commission (Comisión para el Esclarecimiento de la Verdad, la Conveniencia y la No Repetición)
UBPD	Search Unit for Persons Disappeared (<i>Unidad de Búsqueda de Personas Dadas por Desaparecidas</i>)

1. Introduction

The purpose of this Inception Report is to clarify our understanding of the Evaluation's terms of reference (ToR). In particular, it aims at presenting the background of the Evaluation and initial findings, specifying the work hypothesis as well as outlining related research streams and the specific questions to be answered by the Evaluation. Furthermore, the Inception Report includes the consultants' proposed methodology, work plan and the timeline for concluding the Evaluation.

2. Background to the Evaluation

Switzerland (CH) has been involved in cooperation activities in Colombia since 2001.³³ Between 2006 and 2018, three framing documents establish CH Dealing with the Past (DwP) strategies. The last one covers 2017-2020 and provides global and country specific objectives and indicators (including for Colombia).

Swiss Strategy for DwP is in line with most relevant international principles and guidelines related to the fight against impunity, truth and reparations of victims of international crimes.³⁴ As transitional justice, Swiss Conceptual Framework for DwP is a policy/normative paradigm that aims at moving from widespread or systematic violence to a more peaceful coexistence. It puts the victims at the centre of any process and makes them rights holders and the perpetrators as responsibility bearers. Also, it calls for a holistic approach to DwP grounded on four main pillars: i) the right to know, ii) the right to justice, iii) the right to reparations, iv) the guarantees of non-recurrence.

To implement its overall DwP Strategy, Swiss Federal Department of Foreign Affairs (FDFA) established in 2011 a Task Force DwP & PA headed by a Steering Committee made up of the Heads of International Law and Development Cooperation and the Heads of Multilateral Affairs and Human Security Divisions. The post of Special Adviser on the issue was upgraded to Special DwP&PA Envoy, which gave visibility and access at the highest level. As regards bilateral commitment, the 2017-2020 DwP strategy specifies:

Upon request, CH accompanies governments and civil society organisations in DwP&PA processes, with advice, facilitation of activities and provision of knowledge and experience.³⁵

Colombia is one of the few countries where CH is currently engaged through three different cooperation entities: SECO, SDC and HSD. For the period 2014-2016, SDC and HSD proposed a joint Context and Strategic Framework while SECO had its own covering 2013-2016. For the period 2017-2020 the three

³³ See Swiss International Cooperation: Context and Strategic Framework Colombia 2017-2020, p. 3

³⁴ Amongst the most important are: the Updated Set of Principles for the Protection and Promotion of Human Rights through Action to Combat Impunity (E/CN.4/2005/102/Add.1), 2005; the Basic Principles and Guidelines on the Right to a Remedy and Reparation for Victims of Gross Violations of IHRL and Serious Violations of IHL (A/Res/60/147), 2005; and more recently, the Mandate of the Special Rapporteur on the Promotion of Truth, Justice, Reparations and Guarantees of Non-recurrence.

³⁵ In French, the text provides: La Suisse accompagne, sur demande, des gouvernements et des organisations de la société civile actifs dans des processus de traitement du passé et de prévention des atrocités, par des conseils, activités de facilitation et la mise à disposition de savoir et expérience.

entities agreed on a unique document. As mentioned in the Strategic Framework: “this provides a basis for a comprehensive approach to tackling the multifaceted challenges and opportunities in Colombia”.³⁶

The Swiss International Cooperation Framework for Colombia (2017-2020) is in line with the Federal Council’s Message on International Cooperation to the Swiss Parliament and the priorities of the Colombian government. It is also anchored in the Swiss Foreign Policy Strategy 2016-2019, aiming at strengthening Swiss efforts in promoting peace, HR and Human Security. Furthermore, the Swiss International Cooperation Framework in Colombia supports Sustainable Development Goals (SDG), Objective 16 on Peace, Justice and Strong Institutions.

It is within this framework that Switzerland has been working on DwP processes in Colombia since 2006.

Swiss activities on DwP are led by Human Security Division, including peace-building and HR commitments. HSD activities (including DwP) are planned in Annual Planning Frameworks (*Jahresplanung Sektionpolitik II*, and *TF DwP &PA in terms of human resources*) and are the object of Credit Requests supported by project management documents. They are monitored through Mid-Endterms Review (*Endtermreview Sektionpolitik II*).

3. Inception Phase

The relatively short Inception Phase took place from Mid-May to Mid-June 2018 and included the following activities:

- a) Conference Call Briefing including a brief overview of the Colombian context and Swiss engagement activities on DwP, with the Program Manager for Colombia and the Swiss DwP & PA Special DwP&PA Envoy (May 16);
- b) Receipt and Request of additional documents: A substantial file was received with documents relevant to the Evaluation and additional documents were requested;
- c) Clarification Phone Calls on contextual and programmatic information and availability of key documents, with Program Manager for Colombia and Program Assistant (29, 30 and 31 May 2018);
- d) Clarification Phone Call on list of persons to be interviewed with Project and Program Manager, Swiss Embassy in Bogota (5 June);
- e) Document reviewed. The consultants reviewed a selection of documents provided by FDFA that pertained to DwP inputs in Swiss cooperation activities in Colombia since 2006. These documents have been/will be supplemented during discussions/interviews and will continue to be augmented throughout the assignment. A list of documents reviewed is in Annex D;
- f) Consultant Team meetings: to prepare Inception Report defining the focus of the assignment and methodology.

Given the quantity of information to be studied (in several languages) and the gradual arrival of certain documents (some documents are missing), the Inception Phase has been extended to the 6 June, 2018.

³⁶ Swiss International Cooperation: Context and Strategic Framework Colombia 2017-2020, p. 3.

4. Findings of the Inception Phase

From the point of view of DwP, Colombia is a unique case: over the last decades the country has been subject to continuous conflicts, continuous DwP efforts and continuous peace negotiations. From this perspective, Colombia is quite different from traditional contexts in which DwP/transitional justice initiatives were carried out where violence had ended and new governments were put in place.

2018 is a pivotal year for Colombia. While violence did not completely end with the signing of the Agreement to End Conflict and Build Peace with the FARC in 2016, Colombia must continue to implement the institutional and normative frameworks stemming out of this Agreement in a tense electoral climate. Fortunately, the current volatile situation is somewhat kept under control by the sophisticated institutional frameworks which include multitude participatory processes found in Colombia.

In 2007, an evaluation covering the whole Swiss FDFA Programme on Peace Promotion in Colombia (DPIV) came to the conclusions that Swiss DwP efforts in Colombia bore fruit and should continue because they paid off in all areas of Swiss presence. In addition to the work already done on memory, it was then recommended that CH worked on the protection of witnesses and victims of crimes committed by paramilitary groups in the process of demobilization. It was also insisted upon the importance to coordinate Swiss efforts to ensure respect of standards at institutional level and its support to civil society, since the dialogue between both levels was essential for sustainability. When Swiss contribution was executed through a collective fund (such as the UNDP 'Peace Fund') the 2007 evaluation concluded that earmarking should be maintained to keep the Swiss profile visible.³⁷

At this stage of the Evaluation, the preliminary desk review seems to reveal two work streams that can characterize DwP elements in Swiss HS Approach in Colombia. The first work stream aims at contributing to the implementation of DwP processes in Colombia that are respectful of international standards. It involves a strong technical component and covers the whole period under examination. It started quite timidly and increased significantly in recent years. At all time, this technical work stream was accompanied by diplomatic and political action/intervention aiming at creating an environment conducive to DwP approach. These two elements (technical and political) are intrinsically linked. Technical inputs were geared at mainly improving the work done in the field of memory(ies), thus touching upon the four pillars of the DwP Swiss Concept. The channel privileged to provide this input was through the support provided to the Historical Memory Group (Grupo de Memoria Histórica-GMH) and then the National Center for Historical Memory (Centro Nacional de Memoria Histórica-CNMH). The technical support took various forms such as:

- Payment of salaries and expenses;
- Establishment of an International Advisory Board (presided by CH until 2017);
- Support to seminars (financial and technical);
- Capacity strengthening by inviting Colombian actors to a DwP course;
- Direct hands on the work of CNMH/GNM.

³⁷ Huke R., Bello M.N., 'Evaluación Programa de Promoción de Paz de la DPIV del EDA', May 2007, pp. 9-10 and 18-19.

Up until 2013, Swiss DwP technical support aimed at ensuring a pertinent methodology i) diversity of reports and public policy recommendations and ii) the publication of report *Basta Ya*. From a more strategic perspective, this support aimed at giving GNM/CNMH more impact, confidence and legitimacy and ensuring that their work was going to be an added value in Colombia by making the voices (memories) of the victims heard.³⁸ After the publication of the report *Basta Ya* (July 2013), CH continued to support the CNMH, including by financing its pilot projects on memory(ies) with, inter alia, the Armed Forces, the business sector and the indigenous communities.³⁹ Starting in 2016, CH also supported a small initiative on the mapping of archives of the Attorney General's Office⁴⁰ and the second phase of a project with the *Defensoria del Pueblo* aiming at strengthening the victims' rights in the land restitution process in Colombia.⁴¹ This last project is still ongoing. Following the participation of 20 Colombian actors⁴² to the DwP course a community of practice of DwP course Alumni was established.

2017 marked the start of the implementation of the Comprehensive System for Truth, Justice, Reparation and Non-Repetition (SIVJNRN)⁴³ provided in Item 5 of the Havana Peace Accord. CH benefited from a privileged position since many contacts that it had established during its 10 years of cooperation were now occupying extremely high-level position and it was thus expected that they could turn to Swiss knowledge and expertise for advice. This is indeed what happened when, during her last mission carried out in 2017, the Special DwP&PA Envoy was asked by the President of the JEP and by the future Director of the UBPD for advice and accompaniment. At the end of May 2018, the Special DwP&PA Envoy organised the first seminar for all judges of the JEP.⁴⁴ The JEP President requested the Special DwP&PA Envoy to hold two additional seminars before the end of 2018 (August and November), including with the Truth Commission and UBPD members.

The second work stream aims at using DwP to transform the conflict and thus making it a transformative instrument in peace negotiation. In 2006 this work stream was mostly consisting of influence and sensitization activities (work with CNRR and GMH) which evolved over time into direct high-level influence on authorities. A good example of this is when at the end of 2012 the Special DwP&PA Envoy was asked by the Peace Commissioner (whom she knew from 2006) to participate in a non-meeting in New York with his team. This reflection meeting - which CH paid for⁴⁵ - aimed at supporting the negotiating team in developing and drafting its DwP approach and was considered a unique opportunity to influence at the outset the peace negotiation framework ensuring that DwP was included appropriately. According to the Special DwP&PA Envoy, many DwP elements that were then discussed – that is the holistic/integrative approach to Justice in DWP - are reflected in the Havana Accord that led to the following legislative framework (see Law no 1 April 2017). This work stream was further accentuated when CH was asked to mediate (at the request of the country's President himself) between

³⁸ See Credit documents 533377, 535599 / 630344, 535795.

³⁹ See Credit documents 631380 and 632853

⁴⁰ See Credit document 632968.

⁴¹ See Credit Document 633711.

⁴² Figure received from Andres Restrepo, Swiss Embassy in Bogota, Phone Call 5 June

⁴³ *Sistema Integral de Verdad, Justicia, Reparacion, y no Repeticion*.

⁴⁴ Some amici curiae and members of the Truth Commission participated also: See Rapport de voyage de service, 19 April to 3 May 2018, p.8.

⁴⁵ See credit document 535965 / 630470

the CNMH Centre and Armed Forces following *Basta Ya* publication because of the latter's reluctance as regards the way their role was presented in the report.

The Evaluation will look at the factors explaining why and how this second work stream was opened and made possible. At this stage, many factors could be imagined, but they need to be further researched and substantiated, such as:

- The influence of the technical work on the political players and environment. Through its long-standing support, CH has managed to build confidence and trust amongst Colombian actors, including those that are now occupying position of authority. They are thus naturally turning to it.
- Swiss working modalities which include amongst others efficient diplomatic discretion
- Swiss multi-faceted cooperation strategy in Colombia (each pillar influencing positively the others).

5. Research Stream Work Hypothesis

DwP is a vast societal project. One of the challenges of a model advocating a holistic approach is that it involves planning and programming - at the most appropriate moment - actions and measures that may be related to one or many of DwP pillars. In the Colombian context, important work remains to be done on all DwP pillars. Clearly, external support and input continue to be needed from international donors, such as Switzerland. However, far from wanting to open new work streams the Evaluation Team understands that CH wants to build on the DwP technical and political positioning that it had already gained and, in doing so, refine its strategic approach to DwP based on 12 years of experience in Colombia. Based on the ToR, the Evaluation Team proposes to work on two Evaluation Hypothesis looking at the issue from both a retrospective and prospective perspectives.

Retrospective

Colombia is an example that DwP can be done effectively in an open conflict if certain conditions are respected. Amongst them are:

- Subject matter well defined and internal expertise at hand
- Support provided at an arms'-length to keep independence and credibility
- Pragmatic and effective entry point (Seize an opportunity)
- Create and develop, maintain Existing trust, diversity of relations and request
- Diplomatic/Political activities/initiatives aiming at building an environment conducive to DwP
- Quick, flexible and reactive capacity

Swiss DwP Strategy in Colombia has contributed to both the transformation (end) of the conflict and the establishment of national bodies, institutions, processes and frameworks that are in line with international standards. Swiss DwP strategy's particular attention to the victims and a fair treatment to perpetrators was well received and was a real added value in the construction of the Colombian DwP setting.

Prospective

The environment in Colombia is extremely volatile and the current election process is far from calming it down. Even though there is now a normative/institutional framework in Colombia that reflects DwP in a satisfying manner, making sure that it will be properly implemented remains an enormous challenge.

CH knows DwP environment in Colombia as probably only a few international actors do. CH is amongst the few actors which can bridge the past and the future, using its experience, knowledge and commitment to ensure effective implementation of DwP. This contribution would be coherent with Swiss DwP Strategy as well as with its more broader commitment to peace, justice and strong institutions (including SDG, Obj. 16).

Building on its achievement, the Evaluation will assess to what extent CH should capitalize on its expertise and in which direction CH shall continue this work. Among all possibilities, also whether CH could extend its support to SIVJNR and how. CH should also bring particular attention to helping bridging the main pillars of the SIVJNR using its significant work (and of the work of GMH and CNMH) on memories as a connector. The putting into place of SIVJNR will indeed require a delicate accompaniment in well-chosen moments to avoid slippage leading to further violence and conflict. With its long-term multifaceted commitment in Colombia CH is very well placed to offer effective safeguards against such risk.

6. Evaluation Approach and Methodology

6.1. Purpose/Objectives/Scope/Intended Audience

The **purpose** of this Evaluation is to evaluate the performance of the engagement of Switzerland in the area of DwP in Colombia between 2006-2018 to elicit Swiss added-value and lessons learned and provide recommendations on how to capitalize on its experience.

The **objectives** of the evaluation are five-folds:

- Analyse Swiss DwP engagement using the following criteria: relevance, effectiveness, sustainability
- Assess the performance of Swiss DwP engagement
- Identify components of DwP engagement which could be of added value in Colombia
- Recommend on any efforts that shall be pursued
- Provide recommendation on lessons learned from DwP engagement in Colombia and how these could be transferred to other contexts.

The **scope** of the evaluation is clearly defined in the ToRs covering 6 areas of the Swiss DwP engagement in Colombia between 2006-2018. Therefore, the evaluation will focus and be limited to the implementation of key Swiss DwP approaches, programs and projects in Colombia in these 6 areas. FDFA involvement in the Peace Negotiation with the FARC is not included in this assignment. The interviews will be conducted restrictively with persons who have a specific knowledge of DwP and the Swiss Engagement in Colombia, excluding for example “final beneficiaries”.

The **Intended Audience** of the findings of the Evaluation Report are the leadership of the FDFA HSD, the Swiss Embassy in Bogota and the DwP&PA Taskforce. It will also be shared with key stakeholders from DDC and SECO. The findings, conclusions and recommendations will be shared with a broader public audience.

6.2. Evaluation and Analytical Frameworks

The Consultant Team created two matrices to meet the objectives of the Evaluation.

Evaluation Framework

The Consultant Team developed an Evaluation Framework (see Annex A) to capture the Evaluation criteria and the related questions as presented in the ToR. The Evaluation applies three OECD/DAC criteria for evaluating the Swiss DwP engagement in Colombia: Relevance, Effectiveness and Sustainability. Impact and Efficiency have not been identified as specific criteria for the Evaluation. An additional criteria/category has been added under: Overall Process. The Framework identifies the data sources and data collection methods for each evaluation question.

The Consulting Team will use the following definitions of OECD/DAC Evaluation criteria.⁴⁶

Relevance: The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partner and donor's policies.

Effectiveness: The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

Sustainability: The continuation of benefits from a development intervention after major development assistance has been completed.

Although not specifically identified as an Evaluation criteria, the efficiency and impact will be analysed as following:

The **Impact** is here understood as the highest level of change/outcomes in the short and medium term within the intervention's sphere of influence. The collected data will be used to make, when possible, correlation to the impact of the Swiss Engagement in DwP in Colombia. As it is very difficult to make attribution and causal inference, contribution analysis⁴⁷ will be used looking at the most significant changes at the outcome level. If relevant, any impact attribution will also be discussed.

⁴⁶ Taken from OECD/DAC Definitions.

⁴⁷ « Contribution analysis examines a postulated theory of change against logic and evidence to test the theory of change including examining other potentially influencing factors that could explain the observed results. The overall aim is to reduce the uncertainty about the contribution the program is making to the observed results. The results of a contribution analysis is not definitive proof that the program has made an important contribution, but rather evidence and argumentation from which it is reasonable to draw conclusion about the degree and importance of the contribution, within some level of confidence. (Patton 2008).

As for the **Efficiency**, the Evaluation will carry out a limited analysis of cost/efficiency as this assignment is not an Audit. The Consultant Team will focus on i) how well was the work organised and structured, ii) what was the investment, iii) any better way (more efficient) of achieving the objectives.

Analytical Framework :

The Consultant Team proposes to use the following Analytical Framework to identify and assess the DwP intervention logic in Colombia between 2006-2018 and its performance. This Framework allows to distinguish findings at the different levels: inputs, activities, outputs, outcomes, (and, if possible, impacts). This Analytical Framework allows to gather, map, systematize, triangulate-crosscheck and analyze the data from different sources and answer the Evaluation questions and the research hypothesis.

Analytical Framework (Intervention Logic)

DwP Strategic and Planning Framework in Colombia 2006-2018			
Work Stream	Period 2006-2014	Period 2014-2016	Period 2017-2020
Political Level	Objectives	Objectives	Objectives
	Activities	Activities	Activities
Technical Level	Objectives	Objectives	Objectives
	Activities	Activities	Activities
DwP Results in Colombia 2006-2018			
Political Level	Expected Results (Output/outcome)	Expected Results (Output/outcome)	Expected Results (Output/outcome)
	Results (not) achieved (Output/outcome)	Results achieved (Output/outcome)	Results achieved (Output/outcome)
Technical Level	Expected Results (Output/outcome)	Expected Results (Output/outcome)	Expected Results (Output/outcome)
	Results achieved (Output/outcome)	Results achieved (Output/outcome)	Results achieved (Output/outcome)

6.3. Methodology

The methodology was constructed on the basis of the ToR and taking into account the OECD/DAC norms and standards and the standards of the Swiss Evaluation Society. The evaluation methodology is intended to be analytical and critically reflective regarding the DwP Swiss Engagement between 2006-2018.

Data Sources

The Consultant Team will collect data from three main sources: Documentation, Key Respondents and Questionnaires (for Alumni Group).

- **Documentation:** Much of the analysis will be based on documents provided by the HSD/FDFA and Swiss Embassy representatives. A wide range of documents has already been received by the Consultant Team in this Inception Phase. Additional requests of documents may be made in the Data Gathering Phase. These documents will be analysed as the evaluation proceeds. General background information coming from reliable and official sources might be used by the Consultant Team to understand better the Swiss and Colombian contexts.
- **Key Respondent:** The consultants received two versions of: List of possible persons for interviews and consultations. The second version contains explanatory annotations on the choice of persons to be interviewed. On 5 June, an exchange between the Consultant Team Leader and the Senior HS Advisor of the Swiss Embassy in Bogotá helped to further clarify the list and set priorities. On this basis, the Consultant Team proposes an updated list of persons to be interviewed (see annex B).
- **Questionnaire (Alumni Group):** A short questionnaire sent to all Alumni of the DwP training course will provide relevant information in relation to the Evaluation criteria.

Data Collection

Data collection will be developed by building tools taking into account the working hypothesis and the Evaluation and Analytical Frameworks.

- **Document Review:** An initial document review made it possible to i) write a narrative text of the DwP Swiss Engagement in Colombia for the Evaluation period, based mostly on mission reports, ii) make a mapping of the legal norms and institutions related to the DwP and the Peace Process in Colombia iii) obtain information on the results-based management structure (logical framework) of the FDFA, including the Strategic Frameworks, Annual Planning and Mid-Endterms Reviews, iv) establish a Table of the main Credits supporting DwP activities. The Review of documents will be pursued and systematically examined to be able to complete the Evaluation and Analytical Framework. The completion of these two Frameworks will allow to triangulate documentary evidence with data from other sources (eg.: interviews).
- **Key Respondent Interviews:** All interviews will be conducted using a semi-structured format following the structure of the Evaluation Framework and adapted for each stakeholder's groups. Interview guides will be developed to ensure sufficient flexibility and adaptability. This methodology is the most appropriate to capture the nuances of this highly specialized subject. Statistical methods would not.
- **Questionnaire to DwP Alumni Course:** A short questionnaire will be developed and sent to the 20 Colombian Alumni who participated in the DwP course. The data collected will help to

better assess the relevance, effectiveness (impact) and sustainability that the course has had on participants and beyond.

Data Analysis

The Consultant Team will analyse the information/evidence provided from the data collection in a systematic and incremental manner. The review of secondary data, which has already begun, will allow the identification of gaps in the evidence sought, which will better focus the search for primary information during interviews and the development of the questionnaire for the Alumni group. The analysis will be done on an ongoing basis based on the research retrospective and prospective hypothesis and the Evaluation questions.

The research streams will aim at identifying and assessing CH strategies, initiatives and activities both in the technical and political spheres. Starting from what was done, we will then verify to what extent CH experience could be useful to the new environment stemming out of the Peace Agreement, elicit added value and lessons learned and provide recommendations. One challenging question that we will be examining is to what extent technical and political work streams have had a reciprocal influence on each other.

Deliverables

The following deliverables will be submitted for this Evaluation:

- Inception Report
- Draft Evaluation Report
- Meeting on Draft Evaluation Report in Bern
- Final Evaluation Report (Maximum of 10 pages, excluding Annexes) including: Executive Summary, Evaluation Methodology, Findings, Recommendations and Lessons Learnt and Annexes

6.4. Cross-Cutting Theme (Gender)

Gender will be considered implicitly as a cross-cutting issue across the Evaluation and Analytical Framework. Explicit questions will be developed in the Interview Guides and the Questionnaire sent to the Alumni Group. The central questions on Gender are:

- To which extent was the conception/design of the Swiss DwP engagement in Colombia gender-differentiated and was a gender analysis conducted?
- What are the Gender Specific results reported in the projects/programmes management documents?
- Do women and men equally benefit from the Swiss DwP engagement in Colombia? Did the engagement promote gender equality?

6.5. Risk Assessment

In the Inception Phase, a number of risks with regard to the Evaluation approach were identified. The set of mitigation measures should ensure that the Evaluation process is successful.

Risks	Mitigation Measures	Probability of Occurrence
Highly Volatile Political Context The imminent change of Government in Colombia could affect the conduct/objectivity/perspective/results of the Evaluation, given the substantial uncertainty over how the Peace Agreement and its implementation will continue.	Address this political factor when conducting interviews and triangulate the information collected to eliminate as much bias as possible.	High
Non-Access to Key Stakeholders The list of people to be interviewed includes high profile personalities. It can be difficult to get an interview.	Ensure proper interview preparation and coordination. Provide a contingency plan in the event of the withdrawal of several key individuals	Medium
Unavailability/Missing of Key Documents Difficulty in evaluating the DwP Intervention Logic, including outcomes and impact (when possible), due to the lack of consistent information on the period evaluated. Some documents are classified confidential	Making the most of information from interviews and secondary sources	Medium
No (timely) response from Alumni to Questionnaire The Alumni do not or do not respond promptly to the question sent to them. The data collection period is limited.	Send the questionnaire as soon as possible. Send our reminder to the Alumni.	Medium
High Volume of Information vs Time Available Difficulty for the team in analysing the high volume of unorganized multilingual information.	Ensure an optimal division of tasks within the team	Low
Change in Team Composition Resignation of a member of the Consultant Team for personal reasons (illness or domestic calamity).	Hire a new Consultant with the required skills and experience	Low

6.6. Quality Assurance

Consultant Team Roles and Responsibilities

The entire Consultant Team is responsible for the proper conduct of the Evaluation. The roles and responsibilities have been defined as presented in the table below:

Title	Name of Consultant Team	Responsibilities
Team Leader	Christina Oberli	Ms. Oberli will lead the overall overview and coordination of the Evaluation, including: development of Evaluation methodology (Evaluation and Analytical Framework), data collection tools and activities (interviews), analysis, reporting and final presentation
Senior Legal and Governance Expert	Dr. Anne Marie La Rosa	Dr. La Rosa will lead DwP legal and conceptual input, contribute in the elaboration of the (Evaluation and Analytical Framework), data collection tools and activities (interviews), analysis, reporting and final presentation.
Senior Local Policy and Public Administration Expert	Elisa Montaña	Ms Montaña will lead the inputs on contextual, policy and administrative inputs, support the development of the Evaluation methodology, be the focal point for the organization of interviews in Bogota, participate in interviews and contribute to analysis and reporting.

Quality Assurance Processes

The Consultant Team ensures that appropriate measures are mobilized to guarantee the quality of the Evaluation process throughout the assignment. Quality assurance will be done internally by the Team Members.

All the information will be assessed according to its relevancy and reliability so to ensure the most solid observations and recommendations possible. An information is relevant when it addresses the issue under examination. It is reliable when it can be considered accurate and has the capacity to establish the facts at stake.

Close coordination and regular meetings amongst the Consultant Team will ensure appropriate exchanges, adjustments and triangulation/cross-checking of the information.

7. Evaluation Work Plan

Dates	Activities
16 May 2018	Conference Call Briefing with Program Manager for Colombia and DwP Special DwP&PA Envoy
16 May – 13 June 2018	Inception Phase - Documents Review - Request of documents - Clarification Phone Calls with Evaluation Responsible - Internal Team meetings - Drafting of Inception Report and submission 6 June - Feedback and approval of Inception Report 13 June
13 June – 08 August	Data Collection Receipt of Requested Missing Documents by June 30 Interviews in Bern, Switzerland between June 18- July 4 Interviews in Bogota, Colombia between July 25- August 3 Interviews per skype/phone depending on availability of Key Informants
09 - 24 August	Drafting of Evaluation Report and submission by August 24 Debriefing in Bern, Date TBC
14th September	Submission of Final Evaluation Report

8. Annexes

8.1. Annex A Evaluation Framework

Evaluation Framework

Evaluation Purpose: Evaluate the performance of the engagement of Switzerland in the area of DwP in Colombia between 2006-2018			
Evaluation Objective: <ul style="list-style-type: none"> - To analyse the relevance of the past and present DwP engagement in Colombia with regard to past and current needs - To identify and assess the outcome, impact and performance of the DwP engagement (input/output) - To identify specific components of the DwP engagement, which could be of an added value in Colombia for the present and the future, and that Switzerland could support - To recommend any efforts that shall be pursued - To provide recommendations and lessons learned from the DwP engagement in Colombia and how these could be transferred to other contexts 			
Evaluation Criteria	Key Questions	Data Source	Data Collection Method
Overall Process			
	What were the assumptions in 2006 (Justice and Peace Law) behind developing DwP activities in Colombia? Are these assumptions still the same? If not, what has changed?	FDFA Documents, Key Respondents	Semi-Structured Interviews, FDFA Documents Review
	What has been done between 2006 and 2018 at state and civil society level? How has the work been organized? Strategy? Investment?	FDFA Documents, Key Respondents	Semi-Structured Interviews, FDFA Documents Review
	With which partners have these initiatives been undertaken?	FDFA Documents, Key Respondents	Semi-Structured Interviews, FDFA Documents Review
	Which process and projects have been realized?	FDFA Documents,	FDFA Documents Review
	Which methodologies have been used? How was the Swiss approach implemented?	FDFA Documents, Key Respondents	Semi-Structured Interviews, FDFA Documents Review

	What have been the overall and specific impact? Which goals and success measures were ascribed?	FDFA Documents, Key Respondents	Semi-Structured Interviews, FDFA Documents Review
Relevance			
	Are the objectives and activities of the Swiss DwP engagement relevant to the needs of the society in Colombia in the given historical context?	FDFA Documents, Contextual Documents, Key Respondents	Semi-Structured Interviews, FDFA Documents Review
	Did the DwP engagement of Switzerland in Colombia have an added value? If yes at what level and with which actors?	FDFA Documents, Key Respondents	Semi-Structured Interviews, FDFA Documents Review
	Was the Swiss DwP program in Colombia responsive to the context, did it show flexibility when required?	FDFA Documents, Key Respondents	Semi-Structured Interviews, FDFA Documents Review
	Is it still relevant for Switzerland to stay engaged on the topic of DwP in the future?	FDFA Documents, Contextual Documents, Key Respondents	Semi-Structured Interviews, FDFA Documents Review
	Which specific components of the DwP engagement are likely to be most relevant in the future?	FDFA Documents, Contextual Documents Key Respondents	Semi-Structured Interviews, FDFA Documents Review
	What modalities need to be in place for a continued coherent engagement?	FDFA Documents, Contextual Documents Key Respondents	Semi-Structured Interviews, Documents Review
Effectiveness			
	To what extent can any impact in the field of DWP be attributed to the Swiss engagement?	FDFA Documents, Contextual Documents Key Respondents	Semi-Structured Interviews, Documents Review
	Which results can be considered to have been achieved and to what extent? Did the engagement generate any unanticipated results? Were any of the anticipated results not achieved?	FDFA Documents, Key Respondents, Questionnaire for Alumni	Semi-Structured Interviews, Documents Review, Application of Questionnaire
	In context where Switzerland has had a role as thematic facilitator (Fuerza publica /CNMH for example), how effective was the Swiss facilitation? What impact did this facilitation have? What factors contributed or hindered the achievement of results?	FDFA Documents, Key Respondents,	Semi-Structured Interviews, Documents Review

	Describe the quality of relationship between national actors, the Embassy of Switzerland/FDFA and/or other donors involved in DwP?	FDFA Documents, Key Respondents	Semi-Structured Interviews, Documents Review
	What concrete outcomes has Switzerland managed to reach in DwP?	FDFA Documents, Key Respondents, Questionnaire for Alumni	Semi-Structured Interviews, Documents Review, Application of Questionnaire
	How can Switzerland ensure the durability of its impact and outcomes in similar programs in other contexts?	Key Respondents,	Semi-Structured Interviews
Sustainability			
	Have partners been empowered to develop their own DwP strategies? What capacities has Switzerland helped to build within national and local actors?	FDFA Documents, Key Respondents, Questionnaire for Alumni	Semi-Structured Interviews, Documents Review, Application of Questionnaire
	Has awareness been raised for the topic?	FDFA Documents, Key Respondents, Questionnaire for Alumni	Semi-Structured Interviews, Documents Review, Application of Questionnaire
	Has knowledge been transferred?	FDFA Documents, Key Respondents, Questionnaire for Alumni	Semi-Structured Interviews, Documents Review, Application of Questionnaire
	What would be possible innovative strategies to further enhance the impact of the Swiss DwP engagement in Colombia?	FDFA Documents, Key Respondents, Questionnaire for Alumni	Semi-Structured Interviews, Documents Review, Application of Questionnaire
	How should Switzerland adapt its strategy and approaches given the changing context?	FDFA Documents, Key Respondents	Semi-Structured Interviews, Documents Review
	Could Switzerland have done better to ensure the sustainability of its DwP engagement?	Key Respondents	Semi-Structured Interviews
	What are lessons learned for Switzerland?	FDFA Documents, Key Respondents	Semi-Structured Interviews, Documents Review
	What can the Colombian experience bring as lessons learned to ensure the sustainability for similar programs in other contexts?	Key Respondents	Semi-Structured Interviews

8.2. Annex B List Of Persons To Be Interviewed

Name	Function	Organisation	Observations
Federal Department of Foreign Affairs			
FDFA Bern			
Vincent Conus	Program Manager for Latin America & Zimbabwe/ Deputy Head of the Peace Policy II SectionF	FDFA	
Mô Bleeker	Special DwP&PA Envoy	FDFA	
Nicole Providoli	Deputy Head of the Peace Policy IVSection & Deputy Head of Missio iN Colombia (2011-2015)	FDFA	
Marilène Alleman	Program Specialist for the Task Force DwP and Prevention of Atrocities	FDFA	
Julian Hottinger	Senior Mediator	FDFA	
Claudia Marti	Former HSA Colombia 2010-?	FDFA	
Rémy Friedmann	Former HSA Colombia 200?	FDFA	
Pierre-Yves Morier	Former HSA Colombia 2011-2014	FDFA	
Dora Rapold	Former Ambassador Extraordinary and Plenipotenciary to the Republic of Colombia from 2012 to 2014	FDFA	
FDFA Bogota			
Kurt Kunz	Ambassador Extraordinary and Plenipotenciary to the Republic of Colombia since 2013	FDFA	
Patrick Egloff	Deputy Head of mission at the Embassy of Switzerland	FDFA	Interview with either Mr Egloff or Ms Leimgruber
Manuela Leimgruber	Deputy Head of mission at the Embassy of Switzerland	FDFA	Interview with either Mr Egloff or Ms Leimgruber
Philipp Lustenberger	Senior Advisor Peace Process since 2017 & Head of Peace and HR Programs 2014-2017	FDFA	Skype call before departure from BOG?
Mathias Zeller	HSA since 2017	FDFA	
Andres Restrepo	Project and program manager on peace, democracy and HR	FDFA	
Fabrizio Porreti	Head of the International Cooperation (SDC)	FDFA	
Actors and Institution of the Colombian Government			
Mayor Lurangeli Franco Rodriguez	Head of the interinstitutional Coordination Group	National Police	
Coronel Genny Calvo	Former Coordinaor of Memoria Historica inteh Nat. Police (currently Advisor Interpeace)	National Police	

Andres Ucros	Asesor Justicia Transitional, worked with S. Jaramillo Alumni	Formerly OACP	
Carlos Castresana	Ressource Partner of FDFA TF DWP (present in the NY meeting)		<u>Meeting in NY and DWP with militaries</u>
Juanita Maria Groebertus Estrada	Former Coordinator of Transitional Justice (worked with S. Jaramillo)	OACP	<u>The contribution of CH in addressing justice and peace /DWP</u>
Patricia Linares	President Special juristiction for peace	JEP	Retrospective & Prospective views
Fransico de Roux	General Director of Truth Commission	Truth Commission	Prospective views
Luz Marina Monzón	Head of the Search Unit of disappeared people	Search Unit	Prospective views
MG Juan Guillermo Cl Jose Esparza Guerrero Garcia Serna	Armed Forces	Colombian Armed Forces	Representatives of Armed forces 2 out of 4 recommended
Teniente Coronel Sandra Lopez	Armed Forces	Colombian Armed Forces	
State actors and state institutions Organisations supported by the Swiss Government			
Eduardo Pizzaro	Former Director CNRR	CNRR	
Fransisco Santos	Former Vice-President of the republic of Colombia	CNRR Presidency	
Gonzalo Sánchez	Director CNMH	CNMH	
Maria Emma Willis	Advisor to the Director	CNMH	
Elizabeth Lira	President CAI	CAI	
Jose Maria Balcazar	Ombudsman on victim's rights	Defensoria del Pueblo	
CSO Actors working on DWP with knowledge of the Swiss engagement			
Christian Voelkel	<u>Coordinator for transitional justice</u>	GIZ	
Isabel Albaladejo	Coordinator	UN Multi Donor Trust Fund	Perspective of other countries involved CNMH
Rodrigo Upprimny	Former Director of Dejusticia	Dejusticia	Former GMH & Transitional Justice Specialist
Edelma Gomez	<u>Responsible, project on land restitution</u>	MAPP-OEA	
Lina Moreno	Advisor to a Judge Alumni & Community of practice	Jurisdiction for Peace (product of Peace Agreement)	Note: questionnaire will be sent to the other Alumni.

8.3. Annex C Credit Requests Table (2006-2018)

Reference Nr	Title	Time Period	Budget
533377	FP: KOLUM: CNRR, GMHT Salary & Costs	01.01.2010-31.12.2011	CHF 488 000
<u>534717</u>	MAPP/OAS Transitional Justice Support	01.12.2011-30.04.2012	CHF 103 843Credit not available, but desc. document found
535581	DwP Training 2012 - Desk Colombia (UNDP and Centro)	13.08.2012-25.08.2012	CHF 12 600
535599 / 630344	Support the Historical Memory Center	01.01.2012-30.06.2013	CHF 354 254
535795	Support to public diffusion of report	01.09.2012 – 30.11.2012	CHF 36 880
535965 / 630470	Technical Support on DWP (Non-Meeting in NY) – mapping and two plane tickets	12.12.2012-31.12.2013	CHF 68 000
<u>536387</u>	Participation Desk Colombia DwP Course 2013 (SUIPPCL, High Com. Peace, Colombian Min.))	16.09.2013-27.09.2013	CHF 14 400
<u>631216</u>	Participation Desk Colombia DwP Course 2014		Credit not available
631380	Work with Centre on AF (with MAPP/OAS) and indigenous communities	01.05.2014 – 31.07.2016	CHF 386 181
632004	Colombian Participation DwP Courses 2015 (2 participants on DwP and subnational governance)	01.07.2015-30.09.2015	CHF 30 000
632174	Seminar in GVA between AF and Centre	24.07.2015 – 30.07.2015	CHF 73,440
633044	International experts to participate in seminar with AF	15.09.2016 – 15.10.2016	CHF 31,976
632968	Mapping of archives of AG	01.09.2016 – 31.07.2017	CHF 27,625
632853	NCHM/Construction of a pluralist memory (support to Centre and IAC; dialogue with AF; dialogue with business sector)	01.10.2016-30.09.2018	CHF 322 031
633711	Land restitution Phase II	01.10.2017 – 30.09.2019	CHF 345 641
633917	Container: DwP in Colombia	01.03.2018-31.12.2018	CHF 130 000

8.4. Annex D Documents Reviewed

Strategic documents on DwP

- Concept stratégique thématique - traitement du passé (Lutte contre l'impunité et transformation des conflits) (2007-2011)
- Task Force Traitement du passé et prévention des atrocités (Stratégie 2014-2016)
- SDC supported programming in the field of Dealing with the Past
- Stratégie suisse 2017-2020 Traitement du passé et prévention des atrocités, stratégie suisse 2017-2020, with Annex 1 (objectifs et indicateurs pour la Task Force DwP&PA) and Annex 2 (principaux résultats atteints aux niveaux thématique, multilatéral et bilatéral)
- Swisspeace, 'A Conceptual Framework for Dealing with the Past, Holism in Principle and Practice', 2012, 12 pp.

Swiss Cooperation in Colombia

- Swiss Cooperation Strategy Colombia, 2014-2016
- Swiss Cooperation Strategy Colombia, 2017-2020

Mission reports (including Mission ToR, Seminars)

- Mission DPIV-ICTJ, Colombie: traitement du passé, 16-25 novembre 2005
- ICTJ, Assessment of Transitional Justice Perspective in Colombia, prepared for the Swiss FDFA, January 2006
- Cahier des charges, Voyage de service de Mô Bleeker à Bogota, 20-25
- DPIV, Voyage de service de Mô Bleeker à Bogota, 20-25 novembre 2006
- DWP/TJ, Evaluation d'exécution de mandat, 2005
- Taller sobre verdad y memoria en contextos de conflictos y post-conflicto, Leyva, 23-24 novembre 2006
- Cahier des charges, DPIV, Voyage de service de Mô Bleeker à Bogota, 5-11 March 2007
- Cahier des charges, DPIV, Voyage de service de Mô Bleeker à Bogota, 8-13 November 2008
- PD, Voyage de service en Colombie (HTC), 13-17 October 2009
- PD, Voyage de mission en Colombie de Claudia Hurtado Rivas (HTC), mission effectuée à Bogota du 11 au 16 juillet et les 22 et 23 juillet 2010
- DPIV, Rapport de voyage de service de Mô Bleeker en Colombie, 7-12 February 2011
- Task Force DwP, Rapport de voyage de service de Mô Bleeker en Colombie, 18-20 May 2011
- Task Force DwP, Rapport de voyage de service de Mô Bleeker en Colombie, 28-29 February 2012
- BLK, GMI, MPY, RSD, Rapport de mission en Colombie, 21-30 March 2012
- DP (HTC), Rapport de mission Colombie, 15-22 October 2012
- Task Force DwP, Rapport de voyage de service de Mô Bleeker à New York, 28-29 December 2012
- PD (HTC), Rapport de mission Colombie, 27 April to 2 May 2013
- Task Force DwP&PA, Rapport de voyage de service de Mô Bleeker, Cérémonie officielle de présentation du rapport général du groupe de mémoire historique, 21-27 July 2013
- PD (BLK, ISP), Rapport de voyage de service en Colombie, 18-21 September 2015
- PD (COV), Rapport de mission, Colombie, 3-16 July 2016
- Task Force DwP&PA, Rapport de voyage de service de Mô Bleeker (IASI.Colombie), 7 to 20 November 2016
- PD (BLK, LSP, COV, ZET), Rapport de voyage de service, Bogota/Montes de Maria/Rio Sucio y Anori, 19-30 November 2017
- PD (BLK, LSP), Rapport de voyage de service, Quito/Bogota/Cali, 19 April to 3 May 2018

Evaluation reports

- Rogers M. M., (2012), Evaluating Impact in Conflict Prevention and Peacebuilding Programs, CDA Collaborative, Cambridge.
- Huhle R. and Bello M.N., Evaluación, Programa de Promoción de Paz de la DPIV del EDA, May 2007
- Patton M. Q., (2011), Development Evaluation: Applying Complexity Concepts to Enhance Innovation and Use, Guilford Press, New York
- OECD (2010), Quality Standards for Development Evaluation, DAC Guidelines and Reference Series, Development Assistance Committee (DAC), OECD, Paris.
- OECD (2012), Evaluating Peacebuilding Activities in Settings of Conflict and Fragility, Improving Learning for Results, Development Assistance Committee (DAC), OECD, Paris.
- SEVAL (2016). Standards d'évaluation de la Société Suisse d'évaluation.
https://www.seval.ch/app/uploads/2018/01/Standards-SEVAL-2016_f.pdf
- Austrian Development Cooperation (2009), Guidelines for Project and Programme Evaluations, ADC, Vienna.
- Swiss Agency for Development and Cooperation (2017), What are Impact Evaluations? SDC, Bern.

Programming documents

- Jahresplanung: 2006-2010, (missing 2011-2013)
- Endterms Reviews 2006-2009, (missing: 2010-2013)

Credits Requests (see table in Annex C)

Others

- Organigramme of Human Security Division within Swiss FDFA
- Organigramme of Peace policy section within Human Security Division
- Organigramme of Swiss FDFA
- Organigramme of the Swiss Embassy in Bogota

3. Revised Evaluation Workplan

Dates	Activities
16 May 2018	Conference Call Briefing with Program Manager for Colombia and DwP Special DwP&PA Envoy
16 May – 13 June 2018	Inception Phase -Documents review - Request of documents - Clarification phone calls with Evaluation Responsible -Internal Team meetings - Inception Report submitted on June 6 - Feedback and Adjustments - Approval of Inception Report on June 26
13 June – 06 August, 2018	Data Collection Receipt of requested missing documents on July 3 Interviews held in Bern on June 28 Additional interviews with FDFA Bern Staff on July3 and 5 Interviews in Bogota: July 25 – August 6 Partial Debriefing with Embassy Staff Member on August 1
13- 29 August, 2018	Drafting of Evaluation Report Submission of Final Draft Report on August 29
September 4, 2018	Meeting in Bern on draft Report to discuss and receive feedback from FDFA
14th September, 2018	Submission of Final Evaluation Report

4. List of Key Informants Interviewed

List of persons interviewed and not interviewed from initial list proposed by FDFA

Name	Function	Organisation	Observations
Federal Department of Foreign Affairs			
FDFA Bern			
Vincent Conus	Program Manager for Latin America & Zimbabwe/ Deputy Head of the Peace Policy II SectionF	FDFA	Interviewed
Mô Bleeker	Special DwP&PA Envoy	FDFA	Interviewed
Nicole Providoli	Deputy Head of the Peace Policy IVSection & Deputy Head of Mission in Colombia (2011-2015)	FDFA	Interviewed
Marilène Alleman	Program Specialist for the Task Force DwP and Prevention of Atrocities	FDFA	Interviewed
Julian Hottinger	Senior Mediator	FDFA	Not interviewed
Claudia Marti	Former HSA Colombia 2010-2014	FDFA	Interviewed
Rémy Friedmann	Former HSA Colombia 2002-2005	FDFA	Interviewed
Pierre-Yves Morier	Former HSA Colombia 2011-2014	FDFA	Interviewed
Dora Rapold	Former Ambassador Extraordinary and Plenipotenciary to the Republic of Colombia from 2012 to 2014	FDFA	Not Interviewed
FDFA Bogota			
Kurt Kunz	Ambassador Extraordinary and Plenipotenciary to the Republic of Colombia since 2013	FDFA	Interviewed
Patrick Egloff	Deputy Head of mission at the Embassy of Switzerland	FDFA	Interviewed
Manuela Leimgruber	Deputy Head of mission at the Embassy of Switzerland	FDFA	Not interviewed
Philipp Lustenberger	Senior Advisor Peace Process since 2017 & Head of Peace and HR Programs 2014-2017	FDFA	Interviewed (in Bern)
Mathias Zeller	HSA since 2017	FDFA	Interviewed
Andres Restrepo	Project and program manager on peace, democracy and HR	FDFA	Interviewed
Fabrizio Porreti	Head of the International Cooperation (SDC)	FDFA	Interviewed
Actors and Institution of the Colombian Government			
Mayor Lurangeli Franco Rodriguez	Head of the interinstitutional Coordination Group.	National Police	Not Interviewed
Coronel Genny Calvo	Former Coordinator of Memoria Historica Police. (Currently Advisor Interpeace)	National Police	Interviewed
Andres Ucros	Asesor Justicia Transitional, worked with S. Jaramillo. Alumni	Formerly OACP	Interviewed

	Actualmente Director Construcción de Paz	Cámara de Comercio de Bogotá	
Juanita Maria Groebertus Estrada	Former Coordinator of Transitional Justice (worked with S. Jaramillo) Actualmente Representante a la Cámara	OACP	No interviewed
Patricia Linares	President Special Jurisdiction for Peace	JEP	Interviewed
Francisco de Roux	General Director of Truth Commission	Truth Commission	Not Interviewed
Luz Marina Monzón	Head of the Search Unit of disappeared people	Search Unit	Interviewed
MG Juan Guillermo Garcia Serna	Armed Forces	Colombia Armed Forces	Not interviewed
Coronel Jose Esparza Guerrero	Former Articulador Línea Estratégica de Memoria Histórica Comando Estratégico de Transición (COET) Currently Officer Armed Forces	Colombia Armed Forces	Interviewed
Teniente Coronel Sandra Lopez	Armed Forces Directora Oficina Justicia Transicional	Colombian Armed Forces	Interviewed
State actors and state institutions			
Eduardo Pizarro	Former Director CNRR Actualmente Investigador y Catedrático.	CNRR Universidad Nacional	Interviewed
Francisco Santos	Former Vice-President	CNRR Presidency	Not interviewed
Gonzalo Sánchez	Director CNMH	CNMH	Interviewed
Maria Emma Willis	Advisor to the Director	CNMH	Interviewed
Jose Maria Balcazar	Ombudsman on victim's rights Delegado para la Orientación y Asesoría de las Víctimas del Conflicto Armado Interno	Defensoria del Pueblo	Interviewed
Actors working on DwP with knowledge of the Swiss engagement			
Elizabeth Lira	President CAI	CAI	Interviewed
Christian Voelkel	<u>Coordinator for transitional justice</u>	GIZ	Interviewed
Isabel Albaladejo	Coordinator	UN Multi Donor Trust Fund	No interviewed
Rodrigo Upprimny	Former Director of Dejusticia Investigador Catedrático	Centro de Investigación de Justicia y Sociedad. Universidad Nacional	Interviewed
Edelma Gomez	Responsible, project on land restitution <u>Coordinadora Construcción de Paz</u>	MAPP-OEA MAPP-OEA	Interviewed

Lina Moreno	Advisor to a Judge Alumni & Community of practice Advisor Special Jurisdiction for Peace	JEP	Interviewed
Harvey Suárez	Coordinador (E) Programa de Justicia Transicional Participante en la coordinación de esfuerzos de la Comunidad Internacional en materia de Justicia Transicional	PNUD	Interviewed <i>(not included in initial list)</i>
Juliana Buenaventura	Project Coordinator	Embassy of Sweden	Interviewed <i>(not included in initial list)</i>

5. DwP Course Survey Report (including list of Alumni consulted)

INFORME ENCUESTA CURSO TRATAMIENTO DEL PASADO (DwP)

1. Introducción

En el marco de la metodología establecida para la evaluación *“Independent Evaluation of the Engagement of Switzerland in the area of Dealing with the Past in Colombia 2006-2018”* y en particular la recolección de datos, el equipo evaluador estructuró un encuesta con 13 preguntas, orientadas a conocer la Relevancia, Eficacia, Sostenibilidad e Impacto de la formación realizada por el Gobierno Suizo sobre Tratamiento del Pasado (DwP) entre los años 2012 y 2018.

La encuesta fue enviada a 27 alumnos a través de la herramienta online SurveyMonkey y fue contestada en su totalidad por 17 participantes (63%). Estas respuestas han sido uno de los insumos de especial importancia para contribuir al análisis realizado en el desarrollo de la evaluación antes mencionada.

Una síntesis de las respuestas de los alumnos, algunas recomendaciones, así como los principales hallazgos y comentarios en cada una de las 13 preguntas de la encuesta aplicada, se presentan en este documento.

2. Síntesis

La formación recibida en los cursos DwP, ha cumplido con las expectativas de los participantes, por cuanto ha estado acorde con las necesidades de conocimiento en el tema y que el caso particular de Colombia ha sido de gran utilidad en el actual contexto, en virtud a la implementación de los acuerdos de paz con las FARC.

Aunado a lo anterior resaltan el intercambio de experiencias con los participantes de otros países, donde se adelantan procesos de Justicia Transicional, así como la información suministrada por los expertos internacionales con respecto a la verdad, justicia, reparación y las garantías de no repetición, cuya su experiencia – algunos – la han calificado como muy valiosa.

De igual forma, se menciona la oportunidad que han tenido la mayoría de los participantes de transferir a sus equipos de trabajo y colegas, los conocimientos e información sobre los componentes del DwP, así como su aplicación en el actual contexto colombiano. Se podría decir que el conocimiento se mantiene y nuevos sujetos se han ido apropiando de este conocimiento.

En cuanto al tema transversal de género, algunos encuestados han manifestado que este ha sido considerado y desarrollado en la formación y que se abordó en cada uno de los componentes de la Justicia Transicional. Sin embargo, un poco más de la mitad de los encuestados manifestaron no estar satisfechos con el nivel dado al tema y que por lo tanto debería ser profundizado.

La red de ex alumnos de la formación, le ha permitido a la casi mayoría de los participantes, construir relaciones de confianza e intercambiar experiencias y mantener discusiones y actualizaciones sobre el DwP. Asimismo consideran importante mantener el contacto para tener información sobre cómo han enfrentado algunos desafíos.

La mayoría de los encuestados han destacado el profesionalismo, conocimiento y la gran experiencia en el tema de DwP del Gobierno Suizo para la realización de los cursos y ha sido considerado por los alumnos como un valor agregado de Suiza, como formador en DwP.

La imparcialidad, la neutralidad, legitimidad, confianza, posicionamiento, experiencia y el firme apoyo al acuerdo de paz con las FARC, han sido mencionados por los encuestados en general, como el valor agregado único del Gobierno Suizo en el actual contexto y en el futuro de Colombia. Asimismo resaltan el apoyo político, técnico, presupuestal, acompañamiento y seguimiento al proceso de paz, como los principales componentes dentro del compromiso Suizo y la necesidad de seguir contando con estos apoyos.

3. Recomendaciones

Las respuestas de la mayoría de los participantes en el curso DwP han sido en general muy positivas, por cuanto aducen que este ha respondido a la necesidad de conocimiento para el país, se ha dado cumplimiento a los objetivos, se ha venido aplicando los conocimientos y se ha hecho transferencia de los mismos a equipos de trabajo y colegas, lo que contribuye a que los conceptos se mantengan y se apliquen en su desempeño profesional.

Sin embargo, algunos participantes también han planteado algunos aspectos que no son tan positivos y que podrían ser mejorados en la realización de los siguientes cursos, con miras a un mejor aprovechamiento de la formación en DwP y en un futuro lograr un mayor impacto del esfuerzo que viene realizando el Gobierno Suizo. En este sentido las siguientes recomendaciones de los participantes:

Contenido

- ✓ Brindar más conocimiento sobre el tema DwP y reducir un poco las actividades grupales de los participantes en la formación. De igual forma hacer mayor énfasis en compartir experiencias de los participantes con las diferentes Delegaciones que asisten a la formación.
- ✓ Buscar la participación simultánea – en cada curso – de funcionarios de instituciones del Estado, miembros de la sociedad civil y de ser posible, integrantes de la comunidad internacional, con el fin de dar mayores discusiones e intercambio de conocimiento.
- ✓ Dar mayor enfoque transversal de género en cada uno de los componentes del DwP, así como al enfoque diferencial de niños, niñas, población indígena, afro y LGBTI.

Metodología

- ✓ Estudiar la posibilidad de desarrollar el curso en DwP por país, para dar mayor contexto de un solo conflicto con uno de los bandos del conflicto y luego con el otro, lo que sería más costoso, pero más efectivo.
- ✓ Mayor flexibilidad en el horario de la agenda de trabajo, con el fin de dar la oportunidad a los participantes de ampliar temas que puedan surgir en el desarrollo de cada jornada de trabajo.
- ✓ *Perfil participante*
- ✓ Nivelar a los participantes para que la discusión grupal no sea básica, sino elevada en algunos casos.

Red de ex alumnos en DwP

- ✓ Realizar encuentros con mayor periodicidad para tratar temas concretos e identificar sinergias o colaboraciones.

- ✓ Desarrollar foros o actividades con comunidades en los cuales los ex alumnos del curso, puedan presentar sus conocimientos y experiencias en el curso.
- ✓ Convocar a la Red de ex alumnos para conceptualizaciones y diagnósticos del contexto colombiano y producir documentos de recomendaciones para el Gobierno Suizo.

4. Resultado encuestas

Pregunta 1: Fecha de comienzo del curso:

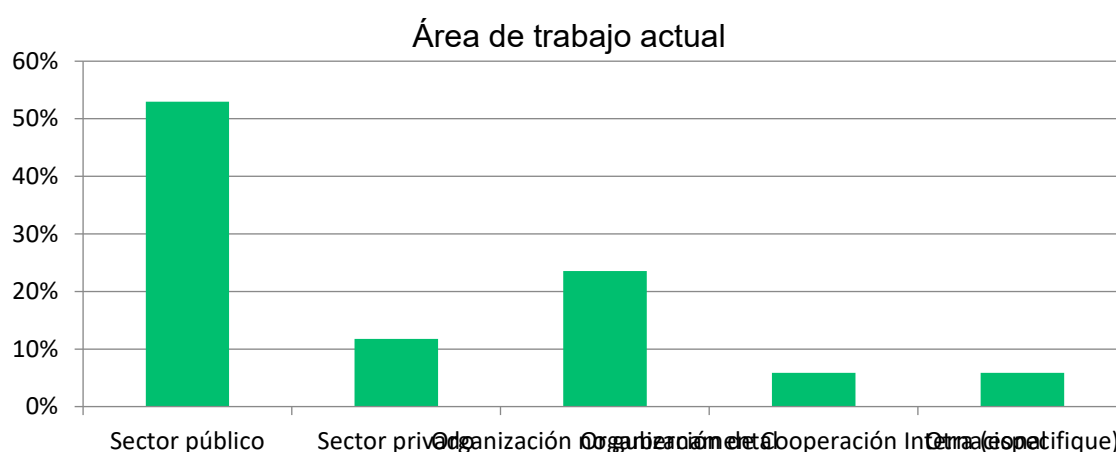
(Total: 17 respuestas)

Los encuestados comenzaron el curso sobre Tratamiento del Pasado (DwP) en el periodo comprendido entre el 15 de Julio de 2012 y el 31 de Agosto de 2018. Lo que significa que el Gobierno Suizo ha estado brindando esta formación durante los últimos seis (6) años y en la cual han tenido la oportunidad de participar un total de 23 Colombianos, un Español, residente en Colombia y tres Suizos, con un total de 14 hombres y 13 mujeres. Ver Anexo #1.

Pregunta 2: Área de trabajo actual.

(Total: 17 respuestas)

Los participantes del curso, se encuentran actualmente vinculados a diferentes instituciones, de los cuales un poco más de la mitad al sector público (53%), seguido de organizaciones no gubernamentales (24%), empresa privada (12%) y en una menor proporción a la comunidad internacional (6%) y la academia (6%). Ver figura:



Pregunta 3: ¿La formación recibida cumplió con los objetivos del curso? (Total: 17 respuestas)

La gran mayoría de los alumnos encuestados (94%), expresaron que la formación recibida cumplió con los objetivos del curso, dado que se han desarrollado en detalle todos los módulos y fue hecha por expertos internacionales. Ver figura siguiente.

Adicionalmente el intercambio de experiencias con los participantes de otros países, donde se adelantan procesos de justicia transicional, así como la información suministrada por los expertos internacionales con respecto a la verdad, justicia, reparación y las garantías de no repetición fue muy valiosa. Ver siguiente comentario:

“Tuvimos la oportunidad de compartir experiencias con miembros de delegaciones de otros países en donde se adelantan procesos de justicia transicional, lo que nos permitió conocer la forma como se abordan las situaciones que se presentan en estos modelos. Asimismo pudimos analizar y definir cuál es la ruta que podemos seguir, en función del objetivo que se persigue. Por otra parte, los expertos internacionales nos proporcionaron información muy valiosa respecto de la verdad, la justicia, la reparación y las garantías de no repetición, desde su propia experiencia, que nos resulta muy valiosa para el desarrollo de nuestras labores en Colombia. Fue un curso extraordinario, que nos aportó una gran cantidad de herramientas para poder abordar el pasado y así continuar en la construcción de una sociedad mejor, en la que sea posible superar los problemas que nos han afectado por décadas, problemas que por demás se han presentado en otras sociedades y que han podido ser superados. Tenemos en Colombia un enorme reto; el curso nos aportó puntos de vista adicionales y conceptos con los que podemos enfrenar nuestra realidad y aportar soluciones a los problemas que se presentan.”
(Encuesta # 4)

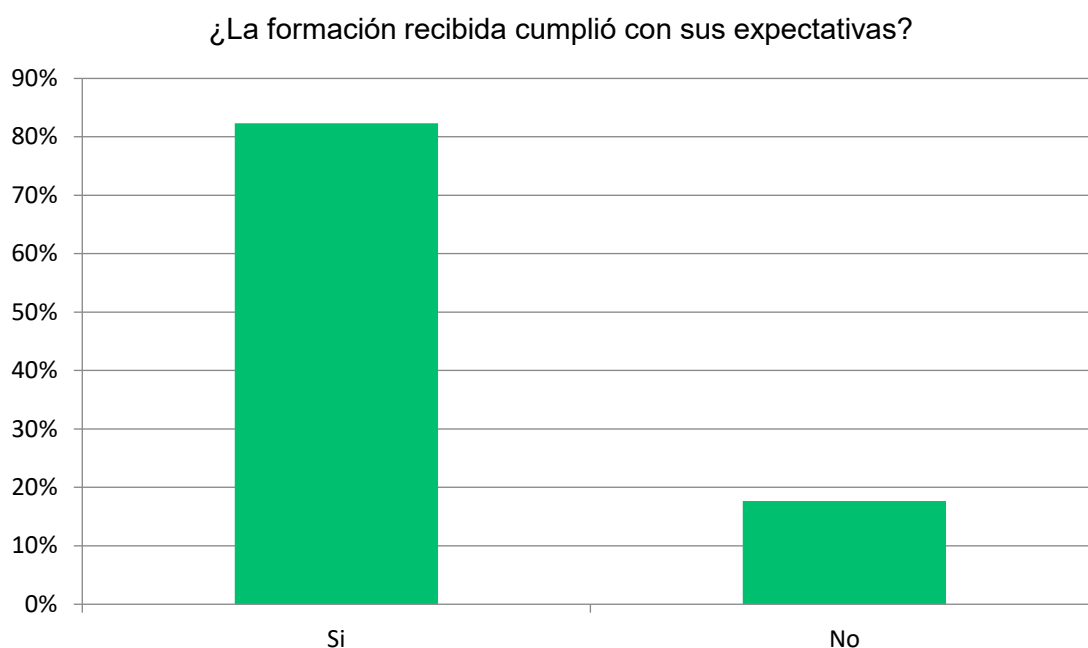


Pregunta 4: ¿La formación recibida cumplió con sus expectativas?

(Total: 17 respuestas)

Para el 82% de los participantes (Ver figura) la formación cumplió con sus expectativas, principalmente porque los conceptos de Justicia Transicional resultan fundamentales en el desempeño de su trabajo. El 18% restante esperaban más de los contenidos teóricos del curso y de alto nivel. Sobre este particular el siguiente comentario:

“Yo esperaba más elementos teóricos, de alto nivel y comparados. Eso sí se hizo, pero se hizo parcialmente. El grueso del tiempo se invirtió en aprender en equipo con personal de otros países que venía de un nivel académico bajo, en algunos casos, de suerte que hubo una especie de nivelación, pero por lo bajo o por lo mediano”. (Encuesta # 6)



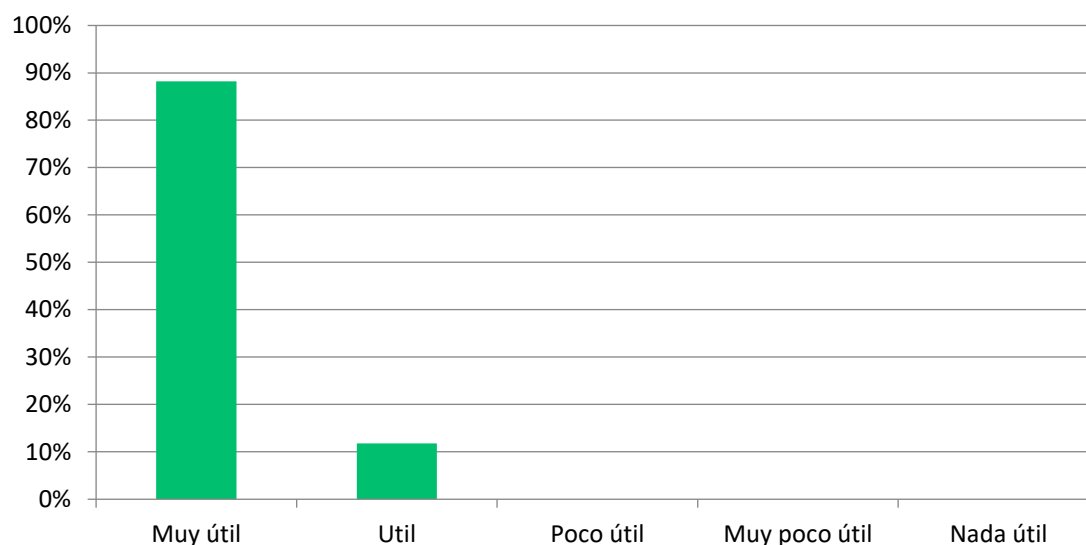
Pregunta 5: ¿Qué tan útil ha sido la formación recibida en su desempeño profesional?

(Total: 17 respuestas)

La formación ha sido muy útil para el desempeño profesional de la mayoría de los participantes (89%), por cuanto les ayudó a fortalecer los conocimientos y la perspectiva en Justicia Transicional y en particular para el caso Colombiano, en virtud a la firma del Acuerdo de Paz con las FARC, donde esta formación fue oportuna y pertinente. Se destaca el siguiente comentario:

“Al momento de recibir la formación, y por 9 meses más, yo me desempeñé como Secretario Ejecutivo (registrar) de la Jurisdicción Especial de Paz (JEP) de Colombia (justicia transicional surgida del Acuerdo de Paz con la guerrilla de las Farc), y me correspondió diseñar, poner a funcionar y operar la JEP, de manera que todo lo aprendido fue muy oportuno y pertinente”. (Encuesta # 6)

¿Qué tan útil ha sido la formación recibida en su desempeño profesional?

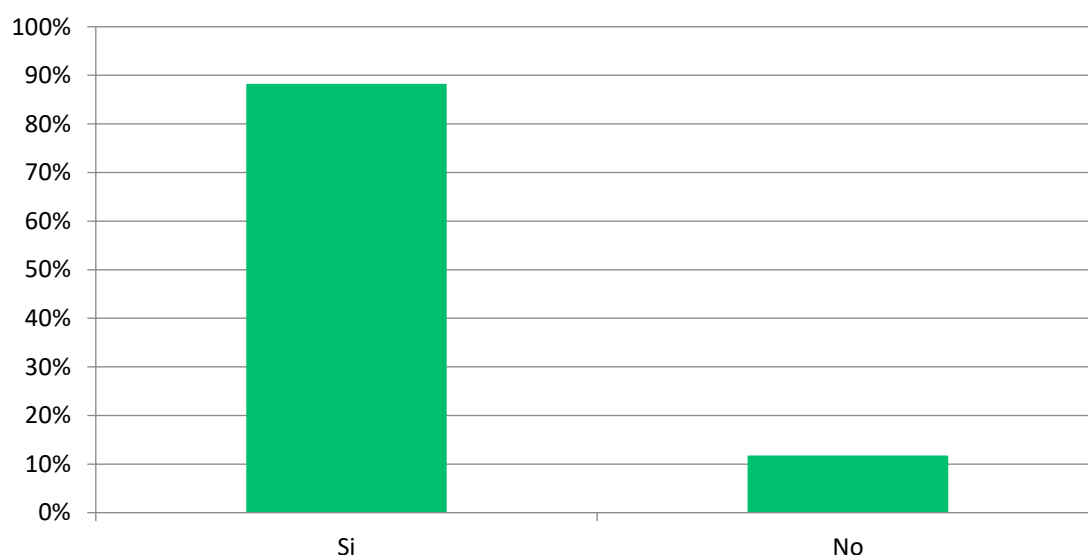


Pregunta 6: ¿Ha tenido la oportunidad de transferir los conocimientos adquiridos en el curso?

(Total: 17 respuestas)

En esta pregunta se resalta la oportunidad que han tenido la mayoría de los participantes (89%) de transferir los conocimientos adquiridos en la formación a su equipo de trabajo y colegas, así como las estrategias de investigación que se pueden aplicar y algunas ya implementadas para proteger los derechos de las víctimas. Ver figura:

¿Ha tenido la oportunidad de transferir los conocimientos adquiridos en el curso?



Pregunta 7: ¿Cuál es el valor agregado de que la formación de DwP haya sido realizado por el Gobierno Suizo?

(Total: 17 respuestas)

El profesionalismo, la confianza, la legitimidad, la amplia experiencia en Justicia Transicional, el conocimiento que tienen de diferentes países del mundo, así como la neutralidad e imparcialidad del Gobierno Suizo son temas que la mayoría de los encuestados manifestaron como un valor agregado para Suiza como formador en DwP. A continuación algunos comentarios:

“Suiza se reconoce en el mundo por su imparcialidad, característica que fue evidente en el curso. Nos dieron la formación, pero nos animaron a que fuéramos nosotros mismos los que diseñáramos nuestra propia ruta y estableciéramos nuestros propios objetivos, sin inclinación ideológica alguna. Este resulta muy importante, pues aun habiendo diferentes formas de pensar dentro de cada uno de los grupos, siempre se buscó el consenso, nunca la imposición”. (Encuesta # 4)

“Me ha permitido desarrollar relaciones de confianza con los participantes de Colombia. La organización por el Gobierno Suiza le brinda una legitimidad importante al curso, ya que es percibido con pocos intereses políticos y con mucha experiencia y credibilidad en la área de DwP”. (Encuesta # 11)

Pregunta 8: ¿Tiene alguna recomendación para futuros cursos en cuanto al perfil de los participantes, contenido y metodología, duración?

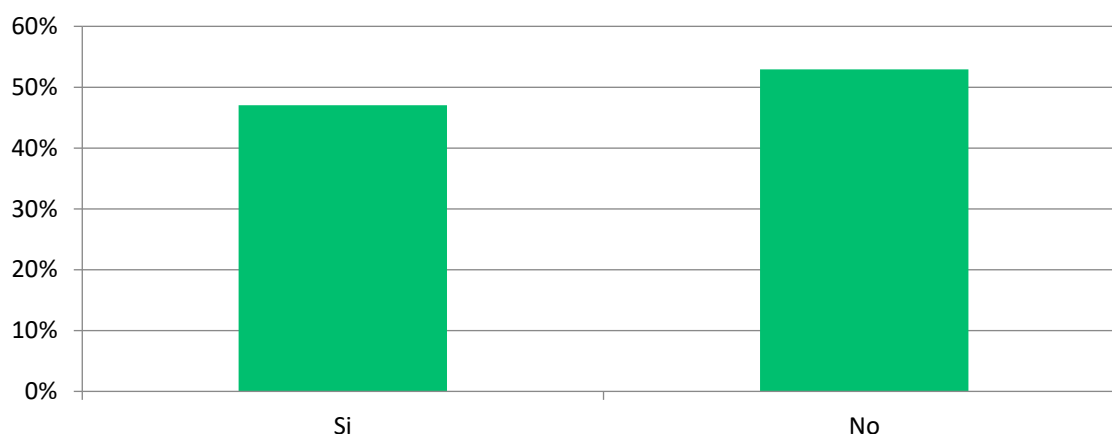
(Total: 17 respuestas)

Dentro de las recomendaciones dadas por los alumnos, se destaca la necesidad de la participación simultánea en cada curso de funcionarios de instituciones del Estado, miembros de la sociedad civil y de ser posible, integrantes de la comunidad internacional, con el fin de dar mayores discusiones e intercambio de conocimientos.

De igual manera se recomienda que los cursos sean realizados por país para dar mayor contexto de un solo conflicto, nivelar a los participantes según su experiencia para que las discusiones grupales no sean básicas, así como mayor flexibilidad en los horarios, cuando sea necesario profundizar en algunos temas. Sobre este particular, el siguiente comentario:

“Hacerlo solo con un país. Es enriquecedor pero sería mejor dar el contexto de un solo conflicto con uno de los bandos en conflicto y luego con el otro. No juntos. Tal vez más costoso pero más efectivo”. (Encuesta # 8)

¿Tiene alguna recomendación para futuros cursos en cuanto al perfil de los participantes, contenido y metodología, duración?

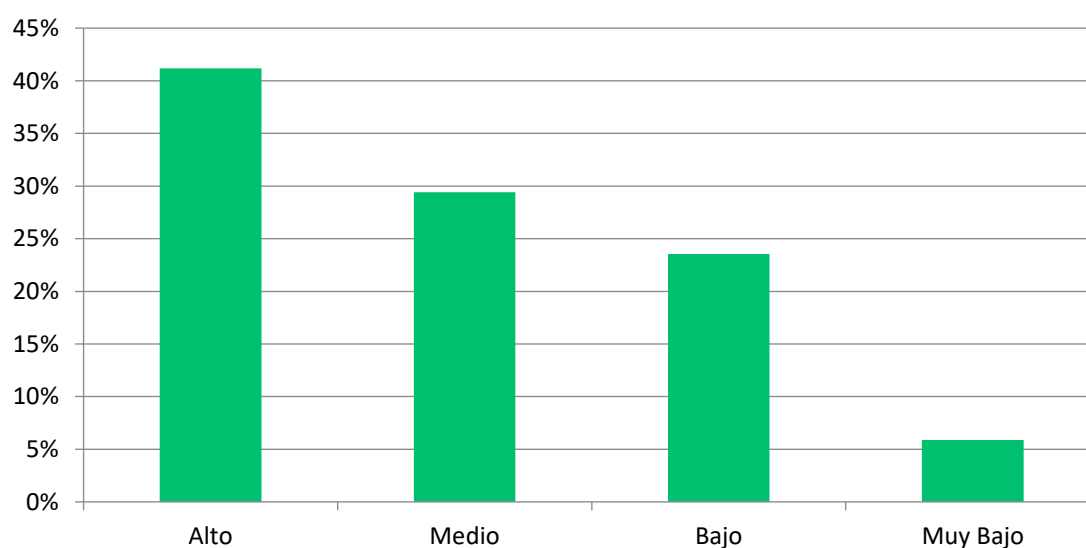


Pregunta 9: ¿En qué medida el tema transversal de género fue considerado en el contenido y desarrollo del curso. (Total: 17 respuestas)

En lo que respecta al tema transversal de género, el 40% de los alumnos, afirmó que este fue considerado y desarrollado en el curso y el 60% de los participantes su valoración estuvo entre media, baja y muy baja. Dentro de este grupo, algunos manifestaron la necesidad de profundizar un poco más en el tema y en particular acerca de las razones y causas de la violencia contra la mujer e incluir el tema de población LGBTI. A continuación se destaca el siguiente comentario:

“Aparte de una de las expertas que específicamente conocía de este tema, no fue un asunto particularmente abordado durante el curso. Profundizaría en el asunto de género en aquellos asuntos donde genuinamente se considere un aporte sustancial, sin desviar la atención de las bases en materia de justicia transicional que se desean transmitir en el curso”. Encuesta # 16

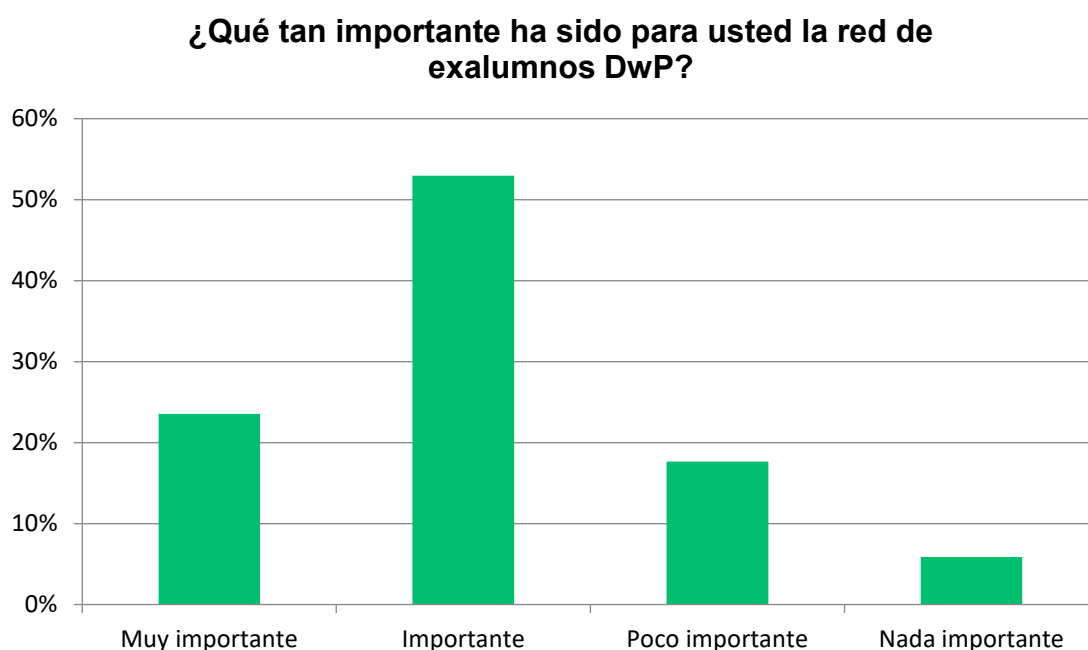
¿En qué medida el tema transversal de género fue considerado en el contenido y desarrollo del curso



Pregunta 10: ¿Qué tan importante ha sido para usted la red de ex alumnos DwP?

(Total: 17 respuestas)

La red de ex alumnos de la formación ha sido importante para la gran mayoría de los alumnos, por cuanto les ha permitido construir relaciones de confianza e intercambiar experiencias y mantener discusiones y actualizaciones sobre el tema, que les permite aplicar. Ver figura:



Pregunta 11: ¿Cómo podría el Gobierno Suizo aprovechar esta red para fortalecer el tema de DwP en el contexto Colombiano?

Con relación a esta pregunta, los participantes del curso resaltan la importancia de adelantar encuentros con mayo periodicidad, crear un espacio donde poder seguir en contacto con los ex alumnos, al igual que organizar encuentros internos y públicos para promover el debate, entre otros.

Pregunta 12: ¿Cuál es el valor agregado único del Gobierno Suizo en el tema de DwP en Colombia en actual contexto y en el futuro?

(Total: 17 respuestas)

La imparcialidad y la neutralidad, legitimidad, confianza, posicionamiento, experiencia y el firme apoyo al acuerdo de paz son considerados por los encuestados en general, como el valor único del Gobierno Suizo en el actual contexto y en el futuro de Colombia. Se destaca los siguientes comentarios:

“Estamos empezando un proceso que demanda fuertes cambios; tener el acompañamiento de personas expertas en estos temas, con experiencia en la solución de los problemas que se nos presentan, es un aporte único para el cumplimiento de nuestras labores. Si además ese acompañamiento se hace de manera imparcial, aportando las herramientas sin condicionar las soluciones, en realidad creo que hace único ese apoyo, en este momento y en lo que habrá de venir”.

(Encuesta #4)

“Suiza tiene la reputación de ser imparcial (hasta neutral), lo que es muy importante para un tema tan delicado como el DwP. Eso lo permite al Gobierno Suizo abordar puntos específicos de alta sensibilidad con los actores claves”. (Encuesta # 11)

Pregunta 13: ¿Cuál es el componente del compromiso del Gobierno Suizo en el DwP que podría ser desarrollado en el actual contexto y en el futuro para tener mayor impacto?

(Total: 17 respuestas)

Dentro de los componentes del compromiso del Gobierno Suizo, los participantes destacan principalmente el apoyo político, técnico, presupuestal, acompañamiento y seguimiento al proceso de paz con las FARC. A continuación algunos comentarios al respecto:

“Mantener el apoyo al proceso de paz y en particular a las entidades que hacen parte del sistema integral”. (Encuesta # 5)

“Como hubo en Colombia cambio de gobierno y el Acuerdo de Paz con las Farc va a ser sometido a algunas reformas, Suiza podría convocar a las partes para que no se cambie lo esencial y sólo se ajusten temas menores o prácticos que requieran adaptación o cambios”. [\(Encuesta # 6\)](#)

ANEXO #1

Participants DwP

Participant	Nationality	Year
Claudia Hurtado Rivas	Swiss	2012
Fernando Travesi	Spanish	2012
Andrés Restrepo	Colombian	2012
José Rafael Figueroa Rincón	Colombian	2013
Andrés Ucrós	Colombian	2013
Andrea León	Colombian	2013
Carlos Gustavo Cerón Ardila	Colombian	2014
Ana María Rodríguez	Colombian	2014
John Alexander Moreno	Colombian	2014
Philipp Lustenberger	Swiss	2014
Angélica Romero	Colombian	2015
Alexandra Fonnegra	Colombian	2015
Andrés Balcázar	Colombian	2015
María Emma Will	Colombian	2015
José Luis Esparza	Colombian	2015
Nataly Sarmiento	Colombian	2016
Diana Nocua	Colombian	2016
Lina Moreno	Colombian	2016
Alvaro Valenzuela	Colombian	2016
Nestor Raúl Correa	Colombian	2017
Donka Atanassova	Colombian	2017
Jefferson Mena	Colombian	2017
María Fernando Perdomo	Colombian	2017
Ana Caterina Heyck	Colombian	2018
Samuel Serrano	Colombian	2018
Alexandra Castro	Colombian	2018
Mathias Zeller	Swiss	2018

6. Amended Analytical Framework

DwP Strategic and Planning Framework in Colombia 2006-2018			
Work Stream	Period 2006-2014	Period 2014-2016	Period 2017-2020
Political Level	<p>Objective</p> <p>Obtain acceptance of Colombian society of DwP holistic approach</p> <p>Influence the Peace Commissioner and Armed Forces in peace negotiation process as regards DwP (initiation)</p>	<p>Objectives</p> <p>Idem</p> <p>Establish constructive dialogue between Armed Forces and other actors (CNMH, MAPP/OAS)</p> <p>Include DwP in Peace Accord</p>	<p>Objectives</p> <p>Implement Peace Accord as regards DwP component</p> <p>Support SIVJRNR</p>
	<p>Activities</p> <p>Informal discussions</p> <p>High level contact</p> <p>Did not require significant direct financial support, except for non-meeting in New York (Dec. 2012)</p>	<p>Activities</p> <p>Informal discussions</p> <p>High level contact</p> <p>Did not require significant direct financial support, except for the holding of a few seminars</p>	<p>Activities</p> <p>3 seminars with JEP</p>
Technical Level	<p>Objectives</p> <p>Ensure that national bodies and frames are in line with international standards (such as GMH/CNMH)</p> <p>Use of the specific thematic of memory to promote DwP</p> <p>Support to other influential actor (MAPP/OAS)</p> <p>Alumni network</p>	<p>Objectives</p> <p>Ensure that national bodies and frames are in line with international standards (such as GMH/CNMH)</p> <p>Use of the specific thematic of memory to promote DwP</p>	<p>Objectives</p> <p>Not yet identified</p>
	<p>Activities</p> <p>Specific credit allocated to GMH/CNMH (including support to international advisory bodies and publication of <i>Basta Ya</i>)</p> <p>Direct advice</p> <p>Specific credit allocated to MAPP/OAS</p> <p>Specific credit for participation in DwP integration course.</p>	<p>Activities</p> <p>Specific credit allocated to CNMH (including support to international advisory)</p> <p>Direct advice</p> <p>Credit allocated for General Attorney's Archive mapping</p>	<p>Activities</p> <p>Specific credit allocated to CNMH (including support to international advisory)</p> <p>Direct advice</p>

DwP Results in Colombia 2006-2018			
Political Level	Expected Results	Expected Results	Expected Results
	DwP is part of Colombian society paradigm when addressing violence of the past	1. Constructive dialogue between key players 2. DwP in Peace Accord	No information
	Results (not) achieved	Results achieved	Results achieved
	Achieved at institutional level	1. Partly achieved and still on-going 2. Achieved	No information
Technical Level	Expected Results	Expected Results	Expected Results
	1. Bodies in line with international standards 2. Memory part of the DwP process 3. Professional network 4. Strengthening of other key players	1. Bodies in line with international standards 2. Sustainability of bodies tasked to address memory 3. Memory part of the DwP process 4. Professional network	No information
	Results achieved	Results achieved	Results achieved
	1. Partly achieved 2. Achieved 3. Partly achieved 4. No information	1. Partly achieved 2. Achieved 3. Achieved 4. Partly achieved	No information

7. Amended List of Credit Requests

This list is not exhaustive. It is based on the statistics of the annual expenses of the Human Security Division, from which the "DwP-projects" (based on the project title) have been identified. As the projects have not been classified by theme ("DwP") in the accounting system since the very beginning, this research had to be done manually. Therefore, the total amount of this list has to be considered as a rough estimate.

Projects in the area of Dealing with the Past in Colombia 2006-2018					
KLR	Description	Thème	Durée	Budget	Documents disponibles
200500010300	KOLUM: CNRR: Seminar Wahrheit + Wiedergu	Pas encore d'attribution de thème en cette année	2006	CHF 1 968,00	Attention: le montant se réfère à la contribution annuelle 2006 au projet, pas montant total. Il n'y a pas de KA disponible.
200500010402	KOLUM: ICTJ: Mission en Colombie	Pas encore d'attribution de thème en cette année	2006	CHF 2 588,00	Attention: le montant se réfère à la contribution annuelle 2006 au projet, pas montant total. Il n'y a pas de KA disponible.
200500011622/530	CNRR (Comision Nacional de Reparación y Reconciliación) : Assistant	Pas encore d'attribution de thème en cette année	1.10.2006-31.12.2006	CHF 10 200,00	Rien disponible
530480	ICTJ: Supporting Truth-Seeking in Colombia	Pas encore d'attribution de thème en cette année	Sept 2006- juin 2007	CHF 72 000,00	Rien disponible
530567	CNRR: Direktor "Memoria Historica"	Pas encore d'attribution de thème en cette année	1.11.2006-31.12.2006	CHF 7 600,00	Rien disponible
530702	KOLUM: CNRR: Comm mémoire historique	Pas encore d'attribution de thème en cette année	05.03.2007-06.03.2007/ 04.05.2007-27.07.2007	CHF 11 248,00	Rien disponible
530863	FP: mémoire historique (GTMH)	Pas encore d'attribution de thème en cette année	01.09.2007-31.12.2007	CHF 79 460,66	Rien disponible
531317	FP: KOLUM: CNRR: Löhne Sánchez, Rincón u. Gaitán	Pas encore d'attribution de thème en cette année	01.01.2008-31.12.2008	CHF 150 000,00	Rien disponible
532285	FP: KOLUM: CNRR: Löhne Sánchez, Rincón, Gaitán und Colorado + Reisekosten	Pas encore d'attribution de thème en cette année	01.09.2009-31.12.2009	CHF 180 000,00	Bref descriptif dans Word Document.
533375	FP: KOLUM: Defensoria del Pueblo	Pas encore d'attribution de thème en cette année	1.10.2010-30.09.2011	CHF 51 984,22	Bref descriptif dans Word Document.
533376	FP: KOLUM: MAPP/OEA	Pas encore d'attribution de thème en cette année	01.02.2010-31.07.2011	CHF 163 425,74	KA et bref descriptif dans Word Document.
534262	Evaluation externe en Colombie	Pas encore d'attribution de thème en cette année	27.04.2011-31.08.2011	CHF 46 800,00	Bref descriptif dans Word Document.
534717	MAPP/OAS Transitional Justice Support	Pas encore d'attribution de thème en cette année	01.12.2011-30.04.2012	CHF 103 843,00	Bref descriptif dans Word Document et .
534730	External Evaluation DwP and GP	Pas encore d'attribution de thème en cette année	01.09.2011-31.11.2011	CHF 41 904,00	Bref descriptif dans Word Document.
535601	OAS/MAPP Colombia 2012/13	Pas encore d'attribution de thème en cette année	01.11.2012-30.06.2013	USD 122'000	Bref descriptif dans Word Document.
535795	CMH: Distribution of Research Unit	Pas encore d'attribution de thème en cette année	01.09.2012-31.07.2013	USD 52'080	Bref descriptif dans Word Document.
533377	FP: KOLUM: CNRR, GMHT Salaire & frais	DwP-VA Juristische Projekte	01.01.2010-15.04.2012	CHF 503 925,00	Documents: KA et bref descriptif Remarque: Extension du contrat demandée. Les montants et la durée du KA ne sont pas d'actualité.
534717	MAPP/OAS Transitional Justice Support	DwP-VA Nicht Jurist. Projekte	01.12.2011-30.04.2012	CHF 103 843,00	Bref descriptif dans Word Document.
535581	DwP Training 2012 - Desk Colombia	DwP-VA - andere	13.08.2012-25.08.2012	CHF 12 600,00	KA et bref descriptif dans Word Document.
535599 / 630344	Support the Historical Memory Center	DwP-VA Nicht Jurist. Projekte	01.01.2012-30.06.2013	CHF 354 254,00	KA
535965 / 630470	Soutien technique domaine DWP	DwP-VA - andere	12.12.2012-31.12.2013	CHF 68 000,00	seulement résumé du produit final "Mapeo de actores" disponible
536387	Participation Desk Colombia DwP Course 2013	DwP-VA - andere	16.09.2013-27.09.2013	CHF 14 400,00	KA
631216	Participation Desk Colombia DwP Course 2014	DwP-VA - andere			Rien disponible
630983	Secondment of a Transitional Justice Specialist to OAS-MAPP in Colombia 2014-15		13.01.2014-28.02.2016	CHF 408 797,00	KA
632004	Colombian Participation DwP Courses 2015	DwP-VA - andere	01.07.2015-30.09.2015	CHF 30 000,00	KA
632853	NCHM/Construction of a pluralist memory	DwP-VA - andere	01.10.2016-30.09.2018	CHF 322 031,00	KA
632174	Reflection on Historical Memory Colombia	Policy und Themen - DwP	24.07.2015-20.07.2015	CHF 73 440,00	KA
630344	Support to the Historical Memory Center	DwP-VA Nicht Jurist. Projekte	12.12.2012-31.07.2014	CHF 68 000,00	seulement "Änderung der Laufzeit" disponible
633044 / 680094	Séminaire DwP et Commission Vérité	DwP-VA - andere	15.09.2016-15.10.2016	CHF 31 353,00	KA
633711	Defensoria del Pueblo: land restitut. II	Eigentumsrechte	01.10.2017-30.09.2019	CHF 345 641,00	KA
633917	Container: DwP in Colombia	DwP-VA Nicht Jurist. Projekte	01.03.2018-31.12.2018	CHF 130 000,00	KA
632968	Swisspeace: Mapping of archives Attorney General's Office	TF DwP	01.09.2016-31.07.2017	CHF 27 625,00	KA
632174	CNMH/ Colombian Armed Forces	TF DwP	24.07.2015-30.07.2015	CHF 73 440,00	KA
632004	Capacity Building on DwP		01.07.2015-30.09.2015	CHF 30 000,00	KA
631380	DwP: Scenarios of memory CNMH/OAS		01.05.2014-31.07.2016	CHF 386 181,00	KA
633613	MAPP/OAS - Contribution to the inclusive and plural participation of society in the peace process in Colombia		01.10.2017-30.09.2019	USD 329'527	KA
		TOTAL		CHF 3 906 651,62 USD 503'607	

8. Amended List of Documents Consulted

Strategic documents on DwP

- Concept stratégique thématique - traitement du passé (Lutte contre l'impunité et transformation des conflits) (2007-2011)
- Task Force Traitement du passé et prévention des atrocités (Stratégie 2014-2016)
- SDC supported programming in the field of Dealing with the Past
- Stratégie suisse 2017-2020 Traitement du passé et prévention des atrocités, stratégie suisse 2017-2020, with Annex 1 (objectifs et indicateurs pour la Task Force DwP&PA) and Annex 2 (principaux résultats atteints aux niveaux thématique, multilatéral et bilatéral)
- Swisspeace, 'A Conceptual Framework for Dealing with the Past, Holism in Principle and Practice', 2012, 12 pp.

Swiss Cooperation in Colombia

- Swiss Cooperation Strategy Colombia, 2014-2016
- Swiss Cooperation Strategy Colombia, 2017-2020

Mission reports (including Mission ToR, Seminars)

- Mission DPIV-ICTJ, Colombie: traitement du passé, 16-25 novembre 2005
- ICTJ, Assessment of Transitional Justice Perspective in Colombia, prepared for the Swiss FDFA, January 2006
- Cahier des charges, Voyage de service de Mô Bleeker à Bogota, 20-25
- DPIV, Voyage de service de Mô Bleeker à Bogota, 20-25 novembre 2006
- DWP/TJ, Evaluation d'exécution de mandat, 2005
- Taller sobre verdad y memoria en contextos de conflictos y post-conflicto, Leyva, 23-24 novembre 2006
- Cahier des charges, DPIV, Voyage de service de Mô Bleeker à Bogota, 5-11 March 2007
- Cahier des charges, DPIV, Voyage de service de Mô Bleeker à Bogota, 8-13 November 2008
- PD, Voyage de service en Colombie (HTC), 13-17 October 2009
- PD, Voyage de mission en Colombie de Claudia Hurtado Rivas (HTC), mission effectuée à Bogota du 11 au 16 juillet et les 22 et 23 juillet 2010
- DPIV, Rapport de voyage de service de Mô Bleeker en Colombie, 7-12 February 2011
- Task Force DwP, Rapport de voyage de service de Mô Bleeker en Colombie, 18-20 May 2011
- Task Force DwP, Rapport de voyage de service de Mô Bleeker en Colombie, 28-29 February 2012
- BLK, GMI, MPY, RSD, Rapport de mission en Colombie, 21-30 March 2012
- DP (HTC), Rapport de mission Colombie, 15-22 October 2012
- Task Force DwP, Rapport de voyage de service de Mô Bleeker à New York, 28-29 December 2012
- PD (HTC), Rapport de mission Colombie, 27 April to 2 May 2013
- Task Force DwP&PA, Rapport de voyage de service de Mô Bleeker, Cérémonie officielle de présentation du rapport général du groupe de mémoire historique, 21-27 July 2013
- PD (BLK, ISP), Rapport de voyage de service en Colombie, 18-21 September 2015
- PD (COV), Rapport de mission, Colombie, 3-16 July 2016
- Task Force DwP&PA, Rapport de voyage de service de Mô Bleeker (IASI.Colombie), 7 to 20 November 2016
- PD (BLK, LSP, COV, ZET), Rapport de voyage de service, Bogota/Montes de Maria/Rio Sucio y Anori, 19-30 November 2017
- PD (BLK, LSP), Rapport de voyage de service, Quito/Bogota/Cali, 19 April to 3 May 2018

Evaluation reports

- Rogers M. M., (2012), Evaluating Impact in Conflict Prevention and Peacebuilding Programs, CDA Collaborative, Cambridge.
- Huhle R. and Bello M.N., Evaluación, Programa de Promoción de Paz de la DPIV del EDA, May 2007
- Patton M. Q., (2011), Development Evaluation: Applying Complexity Concepts to Enhance Innovation and Use, Guilford Press, New York
- OECD (2010), Quality Standards for Development Evaluation, DAC Guidelines and Reference Series, Development Assistance Committee (DAC), OECD, Paris.
- OECD (2012), Evaluating Peacebuilding Activities in Settings of Conflict and Fragility, Improving Learning for Results, Development Assistance Committee (DAC), OECD, Paris.
- SEVAL (2016). Standards d'évaluation de la Société Suisse d'évaluation.
https://www.seval.ch/app/uploads/2018/01/Standards-SEVAL-2016_f.pdf
- Austrian Development Cooperation (2009), Guidelines for Project and Programme Evaluations, ADC, Vienna.
- Swiss Agency for Development and Cooperation (2017), What are Impact Evaluations? SDC, Bern.

Programming documents

- Jahresplanung: 2006-2010 & 2014-2018 (missing 2011-2013)
- Endterms Reviews 2006-2009 & 2014-2018 (missing: 2010-2013)

Credits Requests (see amended table in Annexes)

Organigrammes

- Organigramme of Human Security Division within Swiss FDFA
- Organigramme of Peace policy section within Human Security Division
- Organigramme of Swiss FDFA
- Organigramme of the Swiss Embassy in Bogota
-

Others

Balance y recomendaciones del Consejo Asesor Internacional del Centro Nacional de Memoria Histórica, Bogotá, Colombia, 1 Agosto 2018

Embajada de Suiza, Colombia. Mapp – OEA. Misión proceso de Paz en Colombia. Identidad e imágenes. Sabaletas, un pueblo con memoria 2011. ISBN: 978-958-98584-3-1

Embajada de Suecia en Colombia Suecia siembra y cosecha paz en Colombia. 2017. ISBN: 978-958-58951-1-9.

Cooperación Internacional Suiza: Contexto y Marco Estratégico Colombia 2017 – 2020. 2017

Cooperación Internacional Suiza: Cooperación Económica y Desarrollo Colombia 2017 – 2020. 2017

Cooperación Internacional Suiza: Paz y Derechos Humanos. Programa Global Agua Colombia 2017 – 2020. 2017.

Cámara de Comercio de Bogotá. Los Sabores de la Reconciliación. 2017. ISBN: 978 – 958 - 688-465-5