



## PCS in Colombia

2005-2007

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## 1. Introduction

PCS is an international cooperation organization supported by a consortium of European and Canadian donor agencies. The Board of Directors is formed by Inter Pares of Canada, Swiss Interchurch Aid (HEKS) and the Norwegian Refugee Council (NRC). Together with the Danish Refugee Council (DRC), the Interchurch Organization for Development Cooperation (ICCO) and Kerken in Actie (“Churches in Action”) of the Netherlands, they constitute the assembly where issues pertaining to PCS programs and projects in Latin America are analyzed. PCS implements activities and programs in Latin American countries in situations of armed conflict and post conflict, placing emphasis on populations affected by political violence, particularly refugees and the displaced.

Currently, PCS has two programs, one at the level of Latin America and the other in Colombia. Its mission is to strengthen the capacities of refugee and displaced populations and those affected by other forms of uprooting to enhance their autonomous, democratic and intercultural organizational processes and incorporate a gender perspective to further their work on the promotion and defence of human rights, understood holistically.

PCS began its activities in Colombia during the 1990s, raising awareness about internal displacements that resulted from the armed conflict. It opened its office in Bogotá in 1994 and, in the context of the worsening of the internal armed conflict, developed national and regional programs in the most affected areas: Urabá-Atrato, the Northeast, Magdalena Medio, Border regions and Bogotá.

PCS in Colombia works to strengthen respect and effective implementation of human rights and the International Humanitarian Law. It has a network of local, national and international allies with whom it maintains critical dialogue, transparent relations and trust. Together with its counterparts, it undertakes humanitarian actions to benefit target populations in order to strengthen their organizational processes. In addition, it develops policy advocacy processes directed at the Colombian State, diplomatic entities and international organizations. PCS typically works in areas of high conflict, creating space for national and international actors.

PCS prepares an institutional Global Strategic Plan for Latin America and a corresponding version for each national program based on an analysis of the local context, trends and specificities. This document presents the 3 Year Plan for the Colombia program for the period 2005-2007 and is the reference framework for project formulation, preparation of strategic plans for each regional program within Colombia and monitoring and evaluation of PCS’ institutional work in the country.

The 2005-2007 Plan is set during a period of transition in PCS which involves the creation of a new institutional structure and greater coordination between programs carried out in Colombia. This document will endeavour to present these new directions and PCS’ three-year priorities, objectives and strategies.

## 2. Context

### ***Colombia: Tendencies and Challenges***

Colombia has lived through 40 years of internal armed conflict with no indication that it will be resolved in the short term. As of the end of the year 2004, Colombia continued to be an intensely fragmented society. This is due, in the first place, to its geography which has historically fostered regionalization and isolation of large sections of national territory; secondly, to the weak role played by the State in economic and social areas and with regard to its regulatory capacity and control over military force; thirdly, to a slow and belated broadening of the definition of citizenship and incorporation into the political arena of the majority popular sectors (in particular, campesino sectors); and fourthly, the fragmentation of the interests and regional expectations of an elite that is incapable of formulating or bringing to fruition a nation-building process that would be inclusive and provide the foundation for a democratic, social State based on the rule of law.<sup>1</sup>

The armed conflict in Colombia has tended to spread with the passing years. The presence of the different armed actors in various regions, the intensity of the conflict, its dynamics and diverse effects are due to many factors. However, it is possible to establish as determinants: i) each group's strategy or long-term political-military plan; ii) the regional economic, political and social dynamics which permeate the conflict and shape its various expressions; iii) the search for sources and diversification of income by the actors involved in the confrontation.

The geography of the conflict by the end of 2004 reflected significant changes. The historical tendency of an *absent State* has been replaced by a huge military presence in the regions in response to the "democratic security" policy and its various expressions.

The Revolutionary Armed Forces of Colombia (FARC, Spanish acronym), in an apparent change of strategy, has withdrawn to the southeast of the country where an increase in coca production has been observed. They are steadfast in their refusal to negotiate with the Uribe government although there may be some openness to discussing conditions for an eventual humanitarian exchange. The National Liberation Army (ELN, Spanish acronym), on the other hand, has conditioned its negotiations on the signing of a humanitarian agreement and the holding of a national convention to debate the structural causes of the conflict.

For its part, a sector of the United Self-defence Forces of Columbia (AUC, Spanish acronym) – which is becoming fragmented – is participating in a negotiation process with the Uribe government. Recently, its military and social actions have contributed to a number of regional economies and have generated expressions of support from local, regional and national political sectors. Diverse factors have played a role in this: the country's extradition policy and pressure from the United States for its application, strong internal tensions, and the serious leadership crisis among paramilitaries during the recent period. A rupture in the process would likely be followed by an escalation of violent actions against the civil population in the disputed zones. On the other hand, eventual "success" in the negotiating process with the AUC would possibly lead to a regrouping of guerrilla forces and recovery of territory, which could mean increased risk for the population and humanitarian organizations operating in the field.

Due to a variety of factors, among them the failure to implement a cease of hostilities, organized civil society, the peace and human rights movements and sectors of the international community have remained outside this

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<sup>1</sup> United Nations Development Program (UNDP), National Human Development Report 2003 for Colombia, Chapter One, Origins: war on the periphery

process, questioning its link to drug trafficking and the extent to which it may contribute to impunity. The process may well lead to extended impunity given the lack of clarity on the situation of lands appropriated by paramilitaries and the absence of participatory methodologies for truth processes and mechanisms for achieving justice and reparation for victims of AUC actions. In any case, the process has advanced to a point where it would be complicated for the government to withdraw.

### **Humanitarian Crisis and Uprooting**

The humanitarian consequences of the conflict can be seen in renewed attempts by the various armed sectors to involve and control the civilian population by: blocking public access, confinement, displacement, hostage takings, attacks against humanitarian missions, harassment of humanitarian workers, forced disappearances, recruitment of minors and the use of antipersonnel mines.

Although there are large discrepancies between official figures presented by government institutions and those given by nongovernmental organizations on the number of households and individuals currently displaced in Colombia<sup>2</sup>, the territorial scope of these phenomena is evident and similarly reported by all sources. Forced displacement affects all departments in the country to a greater or lesser degree; in more than 80% of the municipalities in the country there is continuous expulsion and reception of displaced populations.

Territorial disputes and consequent forced displacement in these zones are primarily caused by: 1) the presence of strategic (legal and illegal) natural and economic resources of interest to national and international big business (wood, mining resources, illicit crops, etc.) and ii) the geo-strategic location of some regions that makes them valuable for contraband weapons, transportation and commercialization of drugs and stockpiling by different armed groups.

The territorial expansion of the armed conflict and the diversity of strategies for exercising control over populations and regions represent new aspects of forced displacement. The effect of intra-urban displacement, although less evident, is causing concern in cities such as Bogotá, Medellín, Bucaramanga, Cúcuta and Cali. Moreover, displacement to new settlements, municipalities or micro-regions, often not registered, is emerging as a mechanism for self-protection by communities facing an escalation of hostilities between armed actors.

Confinement of the population is another of the new tactics and consequences of actions by armed groups in various regions of Colombia. "Confined" communities or communities "under siege" are those whose inhabitants are unable to leave their territories due to economic blockades imposed by armed actors, are submitted to intensive controls with regard to their freedom of movement and suffer from severe restrictions on the accumulation of basic supplies for subsistence (food, medicine, fuel) and on requests for and receipt of humanitarian assistance. Confined or besieged communities constitute one of the most problematic but least visible aspects of the military strategy of control of the population, territory and resources.

Armed actors' need to control border areas gives rise to cross-border movements. The Colombian armed conflict is increasingly a regional problem as ever greater numbers of the population request refuge or asylum in Ecuador,

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<sup>2</sup> According to the Social Solidarity Network registry system, the figure for displaced persons is 850,877 and for households, 188,180 as of January 31, 2003. In comparison, the Advisory Office on Human Rights and Forced Displacement (CODHES, Spanish acronym) had registered 2,855,410 displaced persons as of September 2002.

Venezuela and Panama or migrate to these countries illegally. This tendency has been met with harsher and more restrictive protection policies on migrants. In the majority of cases, part of this response has been an increase in ground troops in the border areas.

Government public policies in response to the humanitarian crisis have not contributed to the resettlement of these populations. Migrants are pressured to return without sufficient guarantees of safety, coordination is hindered and the Colombian government delays fulfillment of commitments assumed through its ratification of various international treaties on human rights and International Humanitarian Law.

At the same time, the State's criticism of social organizations and international NGOs may require increased protection for humanitarian workers at the cost of providing assistance to victims of the conflict. Moreover, potential attacks on human rights and humanitarian organizations by armed groups operating outside the law in areas of conflict will limit the possibilities for protecting the displaced, populations in resistance, confined communities and other affected populations.

## In Conclusion

The current Colombian context presents a series of challenges and opportunities for an organization such as PCS, summarized below.

*An evident deepening humanitarian crisis:* In general terms, two possible scenarios can be identified and both translate into a difficult situation for the civil population. The first is one in which the AUC demobilization process progresses and becomes a reality and the guerrilla recover control of the paramilitary zones as a result. This would lead to intensified attacks and threats against a civilian population which has been collaborating, albeit under threat, with the paramilitaries. The Armed Forces would concentrate their counter-insurgency operations on preventing the repositioning of the guerrilla. A second scenario in which the negotiation process between the government and the AUC fails, would lead to a dramatic intensification of armed confrontations between the guerrilla, paramilitaries and Armed Forces throughout the country.

Either of these scenarios would have ever greater consequences for the civilian population and increase the complexity of the conflict in terms of confinement of populations, the level of individual displacements (which go unnoticed), intra-urban displacements and interruption of humanitarian actions. This situation requires greater analysis and more effective responses as well as accompaniment for the affected populations.

Given the above, civil society must advocate for respect for Colombia's extensive regulations on assistance for uprooted populations which, while they exist, do not translate into effective responses or guarantees for the population affected by the Colombian conflict. It is therefore indispensable to support *civil society working together* to take a united and pro-active approach to the State. Because of the lack of cohesiveness of Colombian social movements, this has not yet been done effectively.

Similarly, *advocacy work* carried forward by PCS in the international community is fundamental to take advantage of growing international attention on the Colombian conflict, its impact on the Andean region and potential options for a negotiated solution. PCS has potential allies for this work within the NGO and international community coordinating bodies and through the active participation of diplomatic personnel from the member countries of the PCS consortium.

On the other hand, the worsening humanitarian crisis is also reflected in the harassment and stigmatization by the State and illegal armed actors of humanitarian and human rights work in Colombia, making it necessary to increase measures for the *protection of humanitarian workers* and their local counterparts. This requires greater logistical work and improved coordination but leads to overburdening team members.

In the midst of this complex social and political Colombian context, high priority is again given to actions that guarantee the right of the victims of the armed conflict to truth, justice and reparation in which the victims themselves take leadership in the preparation of agreed-upon proposals for structural change to establish mechanisms for *truth, justice and reparation*. During the coming three-year period, PCS will place special emphasis on bringing attention to this issue, building on its experience in other countries.

### 3. Political and Strategic Framework

The office in Colombia defines its programming actions by adapting PCS' political strategic framework to the country's reality. Below, we present PCS' institutional mission and vision, the vision of the 2005-2007 Colombia program, PCS' areas of specialization and the organization of its work in Colombia.

#### 3.1 PCS Institutional Mission

PCS is an organization with presence in Latin America whose mission is to strengthen the capacities of populations affected by displacement, refuge and other forms of uprootedness in order to consolidate and enhance autonomous, democratic and intercultural organisational processes and incorporate a gender perspective and in the context of the promotion, defence and exercise of human rights understood holistically.

In order to accomplish its mission, PCS implements an international cooperation model for humanitarian assistance and social and political development that combines North/South efforts to carry out counselling, information and lobbying processes and to support programs and projects on capacity-building, rights protection of disadvantaged populations and construction of social networks.

#### 3.2 PCS Vision to 2007

Organizations and social movements of populations affected by internal armed conflict in countries where PCS is working – particularly women, indigenous groups, Afro-descendent communities and uprooted populations, and especially, the displaced – have strengthened their organizational capacity, identity and autonomy in order to defend and protect their rights. These organizations are active in networks and alliances, and carry out effective policy advocacy with a gender and inter-ethnic perspective at the local, regional and national levels to pressure governments and the State to comply with international and national standards on the defence, promotion and protection of human rights and take measures to ensure the recovery of historical memory and integral justice and reparation. Similarly, they systematically monitor the actions of State authorities and institutions and promote policies of social reconstruction, lasting solutions and the culture of peace.

As a result of lessons learned during its 25-year institutional experience in conflict and post conflict situations in the countries in Latin America, PCS is recognized as a reference point on issues related to its work in the region and at the international level. It has consolidated its internal structure and has developed balanced and efficient programming, financial and administrative areas. Through its accompaniment of counterparts, PCS has advanced north-south cooperation and promoted critical and horizontal dialogue on its thematic focus issues as part of national and international agendas.

PCS has a consolidated and integral multidisciplinary team that combines leadership and political analysis abilities; is guided by a strategic vision of the local, national and regional contexts; and has technical training in project and program design, planning, monitoring and evaluation. Team members have a strong commitment to social goals, have developed skills in fundraising and have developed contacts with professional specialists required for the program.

### **3.3 Vision of PCS in Colombia to 2007**

By the end of 2007, communities of victims of the socio-political violence (the displaced, returnees, repatriated populations, populations in resistance and members of confined communities) together with women's, indigenous populations, Afro-Colombian, human rights and peace movements, identified as a priority in PCS' programming, are acknowledged and are being accompanied in the development of organizational strategies on rights protection and the search for negotiated solutions to the Colombian conflict that guarantee respect for the right of victims to truth, justice and reparation.

PCS will have contributed to the debate on truth, justice and reparation, having undertaken humanitarian work to further organizational strengthening and policy advocacy capacity building of the target population. PCS will be consulted and its opinions given weight by State organizations – including the government – and the international community.

PCS regional programs will be coordinated internally and with other national initiatives to fulfill the organization's strategic institutional vision. PCS will coordinate the conclusion of interventions in one zone with the initiation of programming in another.

To achieve this, PCS will build a professional, committed, creative team with political and technical capacity and gender awareness; and will ensure quality employment conditions, institutional support and sufficient staff to respond efficiently and effectively to institutional programming.

### **3.4 Counselling, Advocacy and Local Capacity Building**

PCS has developed various methodologies to provide protection and support to populations affected by the conflict, giving priority to the displaced and refugees within the uprooted population. PCS works to strengthen advocacy, negotiation, management and political participation capacities so that these populations are protagonists in the processes of problem resolution and reconstruction of their lives and collective economic, social, political and cultural projects.

PCS brings to this work its:

- Capacity for counselling, accompaniment and technical assistance for local organizations to increase programmatic and project management capacity;
- Capacity to obtain and channel funding to support the activities of local organizations and assist them to do direct fundraising;
- Capacity to support the formation of local, regional, national and international networks in order to carry out joint and complementary actions, develop synergies and enhance learning, and mobilize Southern and Northern organizations around the causes and issues promoted by the institution.

Counselling, part of the name of the organization, refers to the set of activities which comprise PCS' political, technical, organizational and administrative accompaniment. Counselling is understood by PCS as an integral activity which promotes the empowerment of local actors within collaborative processes. It is a combination of critical accompaniment and development of local capacity to have better and more horizontal cooperation relations.

The principle aspect of PCS' general intervention strategy is the integration of support for displaced, refugee and other uprooted populations with organizational, political and economic processes directed/developed by these populations themselves so that they are successfully incorporated into local, regional and national realities.

Counselling is designed to enable organizations to have sufficient, sustainable capacity to manage their own development processes independent of PCS and other national and international bodies. PCS' greatest contribution, therefore, is that of assisting people to transcend their current reality as victims and beneficiaries of international assistance to become their own agents of change for the future with capacity to engage and negotiate with their governments and international institutions on a more equal level.

PCS has identified for types of counselling for its work in Colombia:

- *Political or strategic counselling*: focused on raising the political cost for parties engaged in the conflict, having influence in opening and maintaining humanitarian space and strengthening the advocacy capacity of an inclusive civil society which favours a negotiated solution to the conflict;
- *Programmatic counselling*: establishes regional programs in Colombia and accompaniment for NGOs and social movements working for the recognition of the rights of the victims of the conflict; programming focuses on the regional dimension of PCS' institutional work;
- *Technical counselling*: technical capacity building pertinent to the contexts and interests of local organizations;
- *Organizational counselling*: relates fundamentally to the building of a democratic culture within each organization in order to enhance participatory, inclusive and representative practices.

*Advocacy*: PCS works to sensitize national and international public opinion about the needs of populations affected by the conflict through the development of proposals and campaigns to bring attention to this situation. For this reason, PCS considers of vital importance the creation and promotion of coordinating bodies and dialogue with governments and State authorities at the national, regional and local levels to influence public policies and debate protection issues.

Research and documentation of situations in which the rights of the civilian population are systematically violated in the context of the armed conflict provide the basis for advocacy work.

*Strengthening local capacity*: The strengthening of local capacity is not merely a methodological issue for PCS. Rather it is aimed at broadening the public scope of demands made by organizations, movements and victims' social organizations that call for respect of their rights. PCS' humanitarian response, therefore, has as its basic objective, moving beyond assistance to re-establishing the capacities of local people, allies and spokespersons.

Strengthening local capacities also provides an opportunity for PCS to establish critical dialogue with social organizations so that change, ideas and new participation strategies come from the local level.

### 3.5 Cross-cutting Issues

PCS incorporates human rights and a gender focus in all initiatives and programs as crosscutting themes.

#### Human Rights

PCS understands that within the context of armed conflict, the violation of human rights is both cause and effect. PCS' work is guided by the various international human rights protection measures and in the case of internal armed conflict, by the International Humanitarian Law, placing emphasis on guarantees for the rights of the civilian population. The universality and indivisibility of human rights are underlying principles.

The universality of rights means that all human rights must be enjoyed by all persons at all times and that no set of rights can be granted at the cost of others. The indivisibility of human rights is not possible if there has not been a political decision to correct gender and ethnic inequalities. For human rights to be truly recognized, they must be seen as more than a set of standards and become part of judicial culture, political consciousness and societal practices. At the same time, the universality principle must make possible the right to diversity and respect for the specificities of social groups such as women, indigenous peoples, Afro-descendants, homosexuals and disabled persons.

As part of its counselling, PCS believes its promotion and defence of human rights must:

First, contribute to and generate new initiatives within the human rights movement through which it disseminates rights concepts and objectives to other sectors of society; and contributes to the building of a political culture based on human rights and the protection of social leaders and rights defenders for specific groups, particularly women and children and ethnic populations.

Secondly, promote policy advocacy strategies understood as planned, ongoing processes with clear goals, directed at denouncing human rights violations and influencing public policies and programs to defend human rights and protect rights defenders, social leaders and their organizations.

Third, strengthen, broaden and enhance field experience in human rights protection; and further the understanding and implementation of protection networks<sup>3</sup> as a mechanism for safeguarding the rights of communities, populations and organizations affected by the conflict and in situations of high risk.

PCS is committed to building processes to further truth, justice and reparation for victims of conflict, and to establishing the conditions needed to guarantee the respect and exercise of the rights of the population in accordance with more fully developed democratic practices and recognition of the value of diversity and promotion of intercultural relations.

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<sup>3</sup> By "protection networks" we mean an informal mechanism for coordination, debate, information exchange and complementary work carried out with active participation by UNHCR, national and international NGOs, whether or not implementing agencies of UNHCR, and other civil society organizations such as churches and universities in order to use to advantage scarce resources and existing capacities to guarantee a timely and effective humanitarian response to meet the protection and assistance needs of affected populations; UNHCR, document presented in the PARinAC workshop, Quito, June 2000.

## Gender

In 1996, PCS introduced a gender focus as a crosscutting and explicit theme for its work that, together with a generational perspective, was directed at initiating reflection on relations between genders and between age groups.

Today PCS has a policy which defines the concept of gender as a social construct which was created and is now maintained and reproduced primarily in symbolic language and the culture. The transformation of current gender relations requires the reconstruction of the symbolic ordering of the feminine and the masculine.

PCS' gender policy is based on the search for equality between men and women. The policy defines equality from two perspectives: first, as part of international human rights law in which equality is understood as non-discrimination and men and women are recognized as subjects with rights; and second, where equality is conceived as a consequence of empowerment.

Empowerment is understood as a process of gaining control, of changing power relations in favour of those who previously had little autonomy over their own lives. Achieving equity between men and women therefore requires the transformation of power relations which in turn, depends on women's empowerment as this is key to changing gender relations. For this reason, PCS has made a clear commitment to women's groups, organizations and movements.

PCS recognizes that promotion of a gender perspective is a part of the Western mentality, influenced by a hegemonic and dominating culture, and that it is based on the assumption that the patriarchal system is common to all cultures. It is therefore essential to develop an intercultural approach which allows each group to develop its own gender focus by analyzing the roles, relations and identities of men and women specific to its particular culture.

PCS faces the challenge of stimulating internal and intercultural dialogue on women's rights and their link to collective rights which determine not only indigenous and Afro-Colombian populations' right to identity but the right to territory, self-determination and consultation. Awareness of cultural, ethnic, linguistic and environmental diversity is necessary to achieve equity between men and women.

### 3.6 Description of the Colombia Program

The Columbia program will be implemented primarily through regional programs. Currently, there are four: Urabá-Atrato, Magdalena Medio, the Northeast and Bogotá. In addition, there is a national program which relates regional work to the national level, a program support unit (UAP, Spanish acronym) and administrative and management areas.

#### Regional Programs

PCS in Colombia defines regions by their geographic, political, social, and/or cultural characteristics.

PCS has established the following basic criteria for the selection of programming regions:

- high levels of uprooted populations and/or expelled populations and/or having the presence of actors who put the population at risk of displacement and/or confinement (statistical sources: Social Solidarity Network, RUT, CODHES, International Committee of the Red Cross, UNHCR, Public Defender's Office);
- high levels of poverty in the region or micro-region;

- presence of social sectors, church groups or counterparts with the potential to stimulate organizational processes among the population;
- status as an area of continual abuse of human rights and infractions of the International Humanitarian Law with little protection for the population;
- potential for developing PCS' work in political, logistical, financial and security terms.

Secondly, the following will be taken into consideration:

- ethnic diversity,
- little or ineffective international donor presence,
- highly disputed terrain by armed actors (due to its geo-strategic location) and thus, a need for high visibility and protection.

Within each program region, micro-regions are defined using the same criteria for selecting regions. However, PCS will consider the continuation of accompaniment for populations in resistance which have been displaced or for returnees who were at one time displaced and are now in new communities.

As a basic principle, PCS works with local organizations and therefore has a group of counterparts in each region directly responsible for project implementation: strategic, church, accompanying and structural organizations (see definitions in the next section).

In each region, PCS endeavours to: i) ensure coordination between international donors; ii) promote regional and interregional networks and their work at the national level; iii) be informed about local public policies and coordinate work with local authorities; iv) bring national and international attention to the regional situation; v) direct the benefits of its work primarily toward ethnic groups, women's groups, youth and children affected by the conflict.

Criteria for exiting from a region:

- local and regional social organizations, human rights defenders and humanitarian workers have attained stable levels of organization, have developed responsive and advocacy abilities, and can generate and coordinate other organizational processes;
- PCS can no longer bring significant value-added to organizational processes;
- national and international social and political actors recognize the critical situation in the region and international and/or national organizations provide sufficient assistance;
- the need for protection has been reduced considerably;
- space for operating has been closed by either armed actors or by the social organization.

Before concluding work in a given region, an exit strategy is developed to avoid any negative repercussions. A decision to leave must be conveyed to counterparts well ahead of time and implemented gradually. As a first step, PCS and counterparts analyze together the implications of the withdrawal and define a phase-out strategy which would include at least the following:

- consolidation of the organizational strengths of communities and counterparts necessary for them to manage their own sustainable, development processes;
- strengthened relationships with authorities and donor agencies through policy advocacy activities;
- strengthened networks and inter-institutional coordination.

Subsequent to the closure of projects in a given region, PCS maintains a political relationship with counterparts for an additional length of time.

During the period 2005-2007, an evaluation will be carried out in each program region, applying the criteria mentioned above. Depending on the results of this process, PCS may exit from a region during the course of the three-year period in order to establish programming in another region.

### **National Program, UAP, Administration and Management**

Regional programs are inter-connected with the national program, the UAP and the administrative area.

At the national level, PCS supports key human rights and peace organizations and the women's, Afro-Colombian and indigenous sectors. In each case, coordination with the local and regional levels is sought; emphasis is placed on the rights of uprooted populations, particularly those affected by the conflict; efforts are made to develop agreed-upon agendas to ensure the participation of the victims and sectors most affected by the conflict; and organizations participate in the development of negotiated and peaceful solutions.

The UAP was created in 2003 to ensure greater expertise in areas of particular interest to PCS and to improve coordination and technical assistance for regional programs. The UAP coordinates the work of cross-cutting themes (gender and human rights) and other areas such as information, advocacy at the national and international levels, security, planning, monitoring and evaluation, and training programs for both PCS and counterparts.

During the period 2005-2007, the policy advocacy capacity of the UAP and PCS management will be strengthened; staff from these areas will work closely with the information officer and coordinate activities related to truth, justice and reparation.

Plans for PCS' global structure call for the restructuring of the administrative area in Bogotá as part of its ongoing strengthening process. Emphasis will be placed on institutionalizing procedures related to project and program work, and a database and filing system will be put in place.

## 4. Participating population, Alliances and Dialogue

Since its inception, PCS has focused its programs on populations affected by internal conflict, particularly refugees, the displaced and their organizations and social movements.

The word uprooted is used as a general term to refer to the displaced, refugees, populations in resistance, and confined communities. In addition to these categories of participating populations, PCS gives priority to work with Afro-descendent communities, indigenous populations, women, youth, and children who are the principal actors in the social and political processes in which they participate. In order to further the interests of these groups in all programming areas, PCS considers in its analysis group ethnicity, gender balance and whether or not members have been uprooted.

In order to identify the above-mentioned groups, PCS in Colombia has adopted definitions established in the various legal instruments endorsed by the Colombian government; and directs its protection and counselling initiatives to populations working collectively to build their lives.

Below we present a profile of the population participating in the program in Colombia followed by counterparts involved in PCS projects and finally other actors with whom PCS interacts to achieve its vision.

### 4.1 Participating Population

#### Displaced Population

Law 387 (1997) establishes that a displaced person is anyone who has been obliged to migrate within national territory, abandoning his place of residence or his customary occupation, because his life, physical integrity, and personal security or freedom has been jeopardized or is threatened owing to the existence of any of the following situations: internal armed conflict, internal disturbances and tensions, widespread violence, massive violations of human rights, breach of international humanitarian law, or other circumstances originating from prior situations that might or do drastically disturb the public order. (Article 1)

While it is true that the Colombian State has established procedures (declarations to be made to the Public Ministry or the judicial office or noted in the Social Solidarity Network registry – Article 32 of Law 387, 1997) for the recognition of the displaced and to grant benefits as established by law, PCS holds that displaced persons are all those who have suffered displacement whether or not they have been inscribed in the national government's Single Registry System (*Sistema Único de Registro de la Población Desplazada*). PCS therefore intervenes on behalf of the displaced population regardless of the stage they have reached for obtaining assistance: humanitarian assistance or rural or urban resettlement (relocation or return).

#### Populations in resistance

Although there is no one definition that has been accepted in the country to establish the content and scope of this category, PCS considers that populations or communities in resistance are those who – at risk of forced displacement – have opted to stay on their lands despite constant aggression and threats from armed groups.

In many cases, communities which decide to stay on their lands are indigenous populations and Afro-Colombian communities which, despite being in the middle of armed conflict, claim their right to land, autonomy and their

culture. Similarly, there are peasant communities in the country which have chosen to resist forced displacement and to continue to build their lives in their places of origin.

### **Confined Populations**

In many regions of Colombia, community members are forced to remain at home by order of the armed actors and because of increased frequency of armed confrontations. They are at risk from economic blockages, restricted mobility and constant aggression and threats made by armed actors. These practices, occurring ever more frequently in the country, are in clear violation of the principal of distinguishing between combatants and the civilian population. The right to leave an area to protect one's life and well-being reaffirms one's status as a protected person; and this should be recognized as the right of non-combatant civilians in regions where armed groups are operating.

Obstruction of the displacement of persons or communities whose lives and well-being are being threatened by illegal armed groups, State armed forces or authorities constitutes an infringement of fundamental rights.

PCS believes that confined communities should be given priority for national and international humanitarian assistance because of the extremely vulnerable situations in which they find themselves.

### **Returned Populations**

Despite the initiation of a resettlement process, populations who return to regions where PCS is working do not have guarantees of protection. PCS believes it is important to provide support to communities which are interested in returning to assist them in the areas of security, protection, sustainability, dignity and exercise of free will. It will be fundamentally important to strengthen organizational processes and re-establish linkages broken by the uprooting of these populations.

### **Afro-Colombians**

From the time of the colonial period, the Afro-Colombian population has lived in the front-lying areas of agricultural expansion. Afro-Colombian communities are re-establishing their identity through cultural activities and social movements that preserve their African heritage, restore their dignity and recognize their collective contribution to Colombia. As the conflict has evolved, they have been under threat as an ethnic group and this has affected their struggle for dignity and their collective resistance to leaving ancestral lands. They have collective rights such as land title which, in the middle of the conflict, they have been unable to fully exercise.

### **Indigenous Populations**

They have historically been excluded by centralist politics and the Colombian collective imaginary. They are a fundamental part of Colombia's social and cultural heritage and in the middle of the conflict, have marshalled their strengths in order to remain on ancestral lands. They represent excellence in resistance. Their organizational structures reinforce harmony with their surroundings, collective coexistence and the capacity to survive under precarious circumstances.

## Women

Women constitute a group of particular interest to PCS as attested to in its gender policy and as has been expressed in the section outlining gender as a crosscutting theme. PCS considers peacebuilding to be dependent on granting the rights that have historically been denied to women.

## Youth and Children

Youth and children are targeted for recruitment by actors involved in the conflict. There are approximately 14,000 child combatants in the Colombian conflict, this figure having multiplied during the last two years. Through its work, PCS recognizes the members of this sector – which come from different ethnic and cultural backgrounds – as subjects with rights and as a fundamental component of Colombian society.

## 4.2 Counterparts

In accordance with its principles, PCS does not directly implement projects but rather works with local, regional and national counterparts selected for the role they play in the accompaniment, organization or protection of groups given priority by PCS; or for the type of services and expertise they have developed to assist these groups in particular thematic areas.

PCS categorizes counterparts according to the nature of the organization, the role it plays and its relation to PCS, as outlined below.

### Displaced Population Organizations

Organizations formed by the displaced are characterized by weak structures and high risk of disintegration. At the same time, they provide the most important platform through which the voice of the displaced can be heard. They require support to improve their internal structures and their capacity for dialogue with relevant authorities charged with providing assistance to the displaced and improved living conditions. Because of their weak institutional development, PCS does not generally fund them directly but rather through counterparts which work with them.

### Strategic Counterparts

These counterparts fulfill an important function at the local and regional levels by organizing and providing assistance to the population affected by the conflict. Their work centres on particular groups (women, Afro-Colombians, peasants, displaced, youth and indigenous populations) or on regional organizations. They play a significant role as spokespersons for the population affected by the violence and at the same time provide networks and support structures to assist these populations to improve their situation.

At the national level, these organizations speak in one voice in the name of the groups they represent. Their working relations and exchanges with local and regional levels are essential for them to truly represent them and function as legitimate spokespersons.

PCS considers these strategic organizations to be key in achieving sound democratic practices, particularly with regard to human rights and protection of uprooted populations.

### **Structural Counterparts**

These counterparts have expertise on specialized issues and fields of action and thus the capacity to assume the role of thematic reference points. Because of their experience in areas related to social reconstruction and protection, they are able to shape integration and dialogue processes and improve the capacities of populations affected by the armed conflict to handle specific issues. They work with national and international bodies to increase dialogue and complementarity. Their methodological conceptual work is their primary contribution. They are chiefly NGOs with recognized prestige on a particular issue or the study and analysis of a regional or national problem.

### **Church Group Counterparts and other Accompaniers**

Because of their nature, they are able to accompany local initiatives and grassroots organizations. Traditionally, they have been perceived as credible and impartial toward the conflict. They have broad knowledge about the local situation and can cover a large geographic area. They are essential counterparts for local protection, humanitarian assistance, and support and training for local organizations and the displaced population, particularly with regard to strategic orientation on processes. The churches provide needed support for accompaniment, humanitarian missions and humanitarian assistance in hard-to-access areas.

PCS will seek a combination of counterparts from these distinctive groups in each region where it works in order to adequately implement its program with the participating population.

## **4.3 State and Government**

In its work, PCS interacts with State and government bodies at the local, regional and national levels, facilitating dialogue between communities and authorities. PCS recommendations contribute to the efficiency and efficacy of public policies on prevention and assistance to the population affected by armed conflict in general and the displaced population in particular. It trains and raises the awareness of public functionaries so that they are informed and take ownership for the State's obligations and responsibilities related to assistance for uprooted populations and victims of the armed conflict. Finally, PCS accompanies communities in their submissions to the government or the State to assist them in successfully demanding their rights.

PCS gives priority to dialogue with the following institutions:

- Municipal public officials, due to their responsibility at the local level to promote and defend human rights and because they are representatives of the Public Ministry;
- Mayors' and Governors' offices, given their protagonist role in the coordination and implementation of public policies on prevention and assistance for populations affected by forced displacement and other forms of uprooting; and their responsibility for convening and running the Municipal and Departmental Committees for Assistance for the Displaced Population – departmental administrative offices also have responsibility for the protection of the civilian population and maintenance of public order at the department level;
- The Social Solidarity Network, as it is the State body responsible for the coordination of the National System for Assistance to the Population Displaced by Violence – PCS relates to the national and regional levels;
- The project run by the Social Solidarity Network and the World Bank for the Protection of Patrimonial Assets of the Internally Displaced Population, because it is currently the body charged with ensuring the application

of decree 2007 passed in 2001 (Protection and Access to Displaced Populations' Lands) and the design of methodologies and tools for its implementation in the region;

- The Presidential Program on Human Rights and the International Humanitarian Law, and the Office on Human Rights and International Humanitarian Law of the Ministry of the Interior and Justice, given their government role of promotion and protection of human rights and the International Humanitarian Law;
- The Office of the Public Defender, because of his constitutional mandate to ensure the promotion, exercise and expansion of human rights, especially of the most vulnerable populations such as victims of the armed conflict and uprooted populations;
- The national Attorney General's office, primarily through the Deputy Attorney General for human rights and ethnic relations, because of his mandate to supervise adherence to the Constitution, laws, judicial decisions and administrative bylaws.

Depending on the issues presented, submissions are made to national sectoral bodies such as the federal Ministry of Education and the Ministry of Social Protection, among others, either at the request of the communities or as a PCS initiative.

#### **4.4 International Community**

PCS believes that the international community must play an important role in the accompaniment of the population that is currently seriously affected by the conflict; in the search for a negotiated solution to the Colombian conflict which would guarantee the right to truth, justice and reparation; and in the promotion of reconciliation processes for people seriously damaged by so many years of conflict.

In order for the international community to play this role, PCS maintains connections with the following.

##### **Governments and the Diplomatic Corps**

PCS has direct contact with members of the diplomatic corps in Colombia and works with members of the Consortium to relate to European and North American foreign offices. Emphasis is given to relations with the countries of origin of Consortium member agencies, PCS donor countries, and key actors in the debate on Colombia in order to influence the actions of the Colombian government. Relations have been developed with: Canada, Norway, Switzerland, the Netherlands, Denmark, Sweden, the United States, the European Union, Germany, Andean countries and Brazil.

During this three-year period, it will be particularly important to: i) influence US policies on Colombia that affect the civilian population; ii) relate to member countries of the European Union that will act as spokespersons for the Human Rights Commission in Geneva; iii) advocate with representatives of countries that lead the G-24<sup>4</sup>; and iv) advocate with member countries of the OAS (particularly Canada) and observer nations (Norway, Sweden, Denmark).

##### **United Nations**

PCS relates to United Nations agencies that are relevant to its mission in the national and regional contexts. PCS promotes the role of the UN and calls for it to intervene in cases where its mandate allows for a broader response to protect communities and organizations at risk.

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<sup>4</sup> Group of 24 countries that signed the "London Declaration" on international cooperation, July 2003.

During the next three years, it will be particularly important for PCS to relate to the UNHCR and the Office for the Coordination of Humanitarian Affairs (OCHA) given their particular mandates on displacement, refugees and coordination of humanitarian action; to the Colombian UN Office of the High Commissioner for Human Rights (OHCHR) given its mandate in the area of human rights and protection; and to UNDP for its broader work in search of opportunities for development and its coordination of the international cooperation community.

PCS relates to the following UN agencies to coordinate and develop strategic alliances or to carry out policy advocacy, depending on the situation:

- UNHCR, because of its direct responsibility for refugees and the internally displaced population – UNHCR has offices in some PCS programming areas: Chocó, Urabá, Magdalena Medio and soon, Soacha;
- OCHA, because of its mandate to coordinate humanitarian assistance and the Humanitarian Action Plan – the opening of regional offices is expected to take place in two PCS programming areas: Bucaramanga and Cúcuta and OCHA expects to have a volunteer in Quibdó;
- OHCHR in Colombia because of its responsibility for overseeing and presenting recommendations to the Colombian State on human rights – it currently has an office in Bucaramanga responsible for the Northeast region, a PCS programming area;
- The World Food Organization (WFO), for its responsibility to provide food and food security for the displaced population as part of the Protracted Relief and Recovery Operation it is implementing in coordination with the Social Solidarity Network and the Colombian Family Welfare Institute – it is working in Cúcuta and Barrancabermeja, PCS programming areas;
- International Organization for Migration (IOM), because of its mandate to provide integral assistance for populations forcibly displaced and, particularly, support for resettlement processes – IOM has a regional office for the Northeast, a PCS programming area;
- UNICEF, because of its specific responsibility for children, particularly, those that are victims of armed conflict;
- UNDP, because of its responsibility to support and promote regional development and particularly because of its program of accompaniment and technical assistance for Peace and Development Programs.

### **National and International Non-government Organizations**

PCS carries out its lobbying and policy advocacy work in conjunction with NGO networks and international aid agencies which share the same criteria, principles and standards for this work. Interagency Dialogue (DIAL, Spanish acronym), co-founded by PCS and seven other international agencies, is an essential advocacy coordination body for work on human rights, development and displacement issues. Through DIAL, coordination is maintained with other national and international NGO networks working in Colombia (La Alianza<sup>5</sup>, the European Development Organizations Forum (PODEC, Spanish acronym) and FORUM<sup>6</sup> and other networks with head offices in North America or Europe.

<sup>5</sup> An alliance of 120 civil society organizations, formed to monitor the London process, particularly with regard human rights.

<sup>6</sup> A forum of 13 international agencies that receive financing from ECHO for work in Colombia.

## 5. Strategic Plan Logical Framework Analysis 2005 – 2007

**Mission:** PCS is a Latin American organization whose mission is to strengthen the capacities of refugee and displaced populations and those affected by other forms of uprooting to enhance their autonomous, democratic and intercultural organizational processes and incorporate a gender perspective to further their work on the promotion and defence of human rights, understood holistically.

### Strategy for Strengthening the Participating Population

#### Objective 1:

**The uprooted and confined populations which are moving from an emergency to a resettlement phase in PCS programming areas, are demanding their rights, have technical and social capacity to implement durable solutions and benefit from greater observance of the guarantee of rights protection.**

3 Year Results	Indicators/Targets
1. The target population has developed organizational structures for effective convening and representation of the population, has the capacity to develop and implement proposals to demand their rights before the authorities and to engage in dialogue with the international community.	At least 90% of target communities: 1.1 Have information on rights, mechanisms for demanding their recognition, and legal and judicial accompaniment to work for truth, justice and reparation; 1.2 Have formulated proposals on required action for resolving their situation; 1.3 Have entered into dialogue with the international community and authorities to demand their rights in specific cases; 1.4 Have contacts with regional and national networks relevant to their work.
2. Populations in a state of emergency in PCS programming areas that are not receiving support, get short-term humanitarian assistance and with it, facilitate community organization and the entry of institutions mandated to attend to these cases.	2.1 PCS has funds for local emergencies in all programming regions, and has clear criteria and flexible mechanisms for responding to unforeseen emergencies. 2.2 Funds have been used for community kitchens, cleaning kits, community markets, and verification trips to respond to urgent situations. 2.3 In at least 80% of the cases in which these funds have been used, there has been subsequent intervention by the authorities or other international agencies.
3. The return, resistance and confined target populations in programming areas, working together in their organizations, are producing food for family consumption.	3.1 Target communities have improved their food production levels for family consumption by 50%. 3.2 At least 70% of communities demonstrate that improvement in food production has helped strengthen their organizational processes and their sense of territorial identity in the area.
4. The organized target population strengthens its sense of cultural, territorial and generational identity.	4.1 Target communities organize events and actions to reaffirm their sense of belonging, and cultural and territorial identity.

3 Year Results	Indicators/Targets
	4.2 At least 50% of participating youth express a sense of belonging and cultural and generational identity.
5. In its programming areas, PCS has local humanitarian workers able to respond to emergency situations.	5.1 Local organizations in PCS programming areas respond efficiently and appropriately to emergency situations. 5.2 There is well documented information on local counterparts who have emergency response capability, including operative and technical expertise.
6. The target population and counterparts with whom PCS has established commitments prior to development of the strategic plan and whose thematic areas are not part of the plan's priorities, continue to receive support from PCS until projects or funding agreements have been completed as agreed.	6.1 100% of projects or agreements have been completed and PCS commitments to both the participating population and the funders have been fulfilled. 6.2 Exit processes have been implemented according to plans previously prepared which have included identification of actors that will continue the work, whether they are part of the population itself or from other agencies, as the case may be.

### Action Strategies

Careful identification of the target population selected from groups of the displaced, populations in resistance and confined communities (especially ethnic groups, children and women) as part of the preparation of strategic regional plans which are based on analysis of the impact of the conflict and responses undertaken by the State and donor community.

Emergency humanitarian assistance primarily in zones of resistance and confinement and only where there is as yet no assistance from authorities or other aid agencies. Assistance will be provided through local counterparts according to the following criteria:

- that it be based on a previous needs assessment and for a very short period of time;
- that it support actions to promote organization of the population (for example, community kitchens, community markets);
- that it facilitate the channelling of information to institutions mandated to provide this type of assistance and ease their entry into the area;
- that it come from regional emergency funds whose use is controlled by clear policies and criteria;
- that it be provided as part of advocacy processes to draw attention to the situation in these regions.

Support for community kitchens and other local infrastructure projects with clearly defined groups (except in the case of confined communities) for set periods of time and subsequent to feasibility studies, with all actions directed at strengthening organizational processes. Particular attention will be given to studying the relevance of PCS support for displaced populations' micro-enterprise projects.

With organized resistance, return, and confined communities, support could be provided for food production initiatives for family consumption, subsequent to a feasibility study and directed at strengthening their settling in the area.

In order to strengthen local capacities for demanding rights – in addition to accompaniment – PCS will work through local counterparts to provide legal advice and assistance, information on human rights and International Humanitarian Law, support for organizational processes, and training on organization, advocacy, gender and administration. Furthermore, PCS will facilitate the development of relations with authorities, regional and national organizations and networks, and donor agencies, etc.

Uprooting has serious aftereffects on people's individual and cultural identity and sense of place and as a result, PCS will establish a specific area of work on identity with youth, children, ethnic groups and women.

**Objective 2:**

**Social and human rights movements and displaced populations organizations demanding recognition of the rights of populations that have been uprooted and affected by the armed conflict are acknowledged and influence the search for a negotiated solution to the socio-political and armed conflict by establishing proactive and agreed-upon agendas.**

3 Year Results	Indicators/Targets
<p>7. Sectoral networks and alliances supported by PCS will lead processes to establish common agendas and advocacy plans to demand the recognition, defence and protection of human rights of populations that have been uprooted and affected by the armed conflict; and to search for a negotiated solution to the Colombian conflict.</p>	<p>7.1 Networks and alliances of women's, indigenous, Afro-Colombian, human rights and peace organizations have concrete, agreed-upon proposals to seek a negotiated solution to the Colombian conflict and their proactive role is recognized by other sectors.</p> <p>7.2 Sectoral networks and alliances create plans for advocacy and for demanding human rights, with broad participation and representation of regional interests.</p> <p>7.3 Networks and alliances supported by PCS have participatory processes and transparent democratic leadership.</p>
<p>8. Targeted strategic and structural counterparts, human rights organizations and displaced populations organizations are acknowledged as legitimate and valid spokespersons by the State and international community and influence public policies in favour of the rights of uprooted populations.</p>	<p>8.1 Targeted counterparts and displaced populations organizations are recognized by the population in the regions as representing their interests.</p> <p>8.2 Counterparts and displaced populations organizations use timely and verifiable information for their advocacy work.</p> <p>8.3 The international community and institutions that form part of the national system for prevention and assistance to the displaced seek dialogue on rights issues with at least 30% of the strategic, human rights, displaced population and structural counterparts.</p> <p>8.4 Solidarity and political and financial support for PCS processes from national and international civil societies increase.</p>
<p>9. National processes for building political and organizational consensus are recognized and considered legitimate by the regions, particularly in areas where PCS is present.</p>	<p>9.1 Displaced populations organizations have prepared a National Plan for Integral Assistance for the Displaced Population that takes into account differences of gender, ethnicity and age.</p> <p>9.2 National displaced populations organizations seek concrete support for organizational processes and recognition of the rights of the displaced populations in the regions.</p>
<p>10. PCS counterparts carry out their work based on strategic plans that have gender and human rights perspectives, promote inter-ethnicity, call for a democratic organizational culture and include the strengthening of technical, political and administrative capacities to fulfill their mandate.</p>	<p>10.1 Follow-up with counterparts on audits confirms improved administrative and accounting functions.</p> <p>10.2 Counterparts' projects include gender and human rights perspectives.</p> <p>10.3 Evaluations of strategic organizations demonstrate progress in organizational strengthening.</p>

### Strategies for Action

PCS recognizes the fundamental importance of strong local and national organizations which understand community needs, struggle for the recognition of rights and maintain coordination between local and national levels. To do this, it is essential to maintain national and regional discussion processes to further understanding of the social, political and armed conflict. At the same time, the strengthening of sectoral organizations, movements, alliances, networks and coordinating bodies must be continued in order to revitalize the coordination of policy advocacy agendas on displacement, gender equity, human rights, political negotiation of the conflict and peacebuilding.

PCS supports efforts directed at the consolidation, inclusion, representativity and advocacy capacity of social movements, women's networks and alliances, Afro-Colombians and indigenous populations, representative organizations (or those with this potential), focusing in each case on those that are affiliated with PCS programming areas, that recognize the rights of uprooted populations and that work with youth and women within indigenous and Afro-Colombian sectors. PCS considers it fundamentally important that international agencies support and recognize these social actors as legitimate and valid representatives in dialogue processes and will seek their endorsement.

During this three-year period, PCS will give particular support to initiatives which allow displaced people themselves greater voice in public debate to ensure that their perspectives on displacement issues and humanitarian crisis will be broadly known.

PCS' strategy of support for human rights organizations is important given their role in monitoring, observing and denouncing cases of violations of human rights, International Humanitarian Law and international refugee law, and in strengthening the capacity for the defence, protection and demanding of these rights.

#### Objective 3:

**Victims of the armed conflict take the lead on the development of structural and agreed-upon proposals to set up mechanisms related to truth, justice and reparation.**

3 Year Results	Indicators/Targets
<p>11. The PCS team has the necessary knowledge and tools to provide accompaniment to partners and victims organizations on the promotion of proposals on setting up mechanisms for truth, justice and reparation.</p>	<p>11.1 The PCS team is knowledgeable about and able to implement the basic national and international standard which guides proposals on truth, justice and reparation.</p> <p>11.2 PCS has prepared a plan for integrating truth, justice and reparation issues in its counselling for displaced populations.</p> <p>11.3 100% of PCS team members, particularly those responsible for the area of truth, justice and reparation, know how to use accompaniment tools in their work with counterparts involved in this issue.</p>
<p>12. PCS counterparts and displaced populations organizations are knowledgeable about processes related to truth, justice and reparation issues and work on these in collective spaces to develop options for negotiated solutions to the Colombian armed conflict.</p>	<p>12.1 At least 50% of PCS counterparts include the theme of truth, justice and reparation in the collective spaces in which they participate.</p> <p>12.2 At least 20% of PCS counterparts plan actions that contribute to the definition of mechanisms to further truth, justice and reparation issues.</p>

3 Year Results	Indicators/Targets
13. Targeted human rights and women's movements consider that analysis and denouncing of sexual violence is fundamental to their work on the armed conflict.	13.1 Targeted organizations have improved their information gathering systems to enable them to work on sexual violence issues. 13.2 The principal human rights and women's organizations show progress on research and specific, well-documented denunciations of sexual violence related to the armed conflict; and have gathered information on international experiences in this area.
14. PCS has sufficient information to document cases of human rights violations and infractions of the International Humanitarian Law in their programming areas and contribute to verification processes.	14.1 PCS has counterparts in all programming areas with capacity to gather information and document violations of human rights and infractions of the International Humanitarian Law. 14.2 PCS and its counterparts have designed protection plans that allow them to carry out information gathering and document cases.

### Strategies for Action

Although the theme of truth, justice and reparation is new for PCS in Colombia, the organization has gained valuable experience in other countries and is considering establishing a dialogue process that would signify greater international accompaniment on this theme. To this end, experiences in the accompaniment of truth, justice and reparation processes – of PCS in Central America and Peru and of NGOs and churches in Colombia – will be socialized with the PCS team in Colombia.

In designing its program in Colombia, PCS will identify national, regional and local actors with advanced work in this area and actors with whom it can establish alliances. Training will be given to the PCS team, counterparts and displaced populations organizations on mechanisms for truth, justice and reparation processes and will have as its basis, recognition of multiculturalism and ethnic, gender and generational diversity.

Once the program on truth, justice and reparation has been designed, actions at the national level will focus principally on:

- sensitization and information for collective spaces working on the development of negotiated solutions to the internal Colombian conflict on the theme of truth, justice and reparation, particularly with regard to sexual violence related to the armed conflict;
- support for counterparts to prepare and implement adequate mechanisms for timely and technically-sound information gathering for truth processes; criteria will include maintaining a low-profile, discretion, protection for victims and communities, adequate information management, and preparation and psychosocial care for victims slated to provide information as part of the truth processes;
- strengthening of local and national capacity for preparation of proposals for negotiating tables on how to include the theme of truth, justice and reparation and ensure the participation of victims of the conflict.

**Policy Advocacy Strategy**

**Objective: 4**

**PCS will bring attention to and take a stand on structural problems related to social conflict and negotiated political solutions to the armed conflict; and call on the Colombian State to fulfil its human rights obligations and the international community to strengthen its complementary, timely, integral and coordinated humanitarian actions and efforts to ensure respect for human rights and the International Humanitarian Law.**

3 Year Results	Indicators/Targets
<p>15. PCS has influenced the Colombian State's public policies on prevention, assistance and protection of confined and return communities and victims of sexual violence and on themes related to truth, justice and reparation.</p>	<p>15.1 Advocacy plans corresponding to these themes have been prepared and 40% implementation achieved. 15.2 PCS together with its counterparts has submitted proposals to the relevant authorities on modification or creation of public policies.</p>
<p>16. PCS has called for the national and international community to include as part of the agenda for dialogue with the State, the prevention, assistance and protection of communities affected by the armed conflict and human rights defenders.</p>	<p>16.1 The international community has reliable and timely information on issues given priority by PCS. 16.2 National and international bodies mandated to protect confined communities, monitor and do required follow-up on PCS target communities. 16.3 The international community makes declarations to national and international institutions in favour of recognizing the rights of uprooted populations. 16.4 The international community pressures the Colombian State to guarantee the rights of displaced, refugee, confined, return, repatriated and resistance communities. 16.5 PCS' Andean program has timely and up-to-date information on the impact on the region of the Colombian armed conflict.</p>
<p>17. Coordinating mechanisms for international cooperation are set up in PCS programming areas.</p>	<p>17.1 PCS target populations have benefited from inter-institutional relations with authorities and institutions charged with providing emergency and resettlement assistance. 17.2 National and international civil society broadens its solidarity and political and financial support for the struggle for recognition of human rights of the population affected by the Colombian conflict, its organizations and the work of its accompaniers. 17.3 PCS has played an active and decisive role in the coordination of international aid in its programming zones.</p>
<p>18. PCS is accountable to and transparent with communities and organizations through dissemination of the results of advocacy strategies and work with international organizations; and together with other agencies, calls on all to do the same.</p>	<p>18.1 DIAL continues to be a space for exchanges, advocacy and the promotion of good practices in work related to displacement, human rights and development. 18.2 Transparent mechanisms for periodic dissemination of information on advocacy strategies and work with</p>

3 Year Results	Indicators/Targets
	communities and organizations have been established.
19. PCS has advocated for increased protection for specific cases within the target population.	19.1 80% of PCS counterparts have internal security management mechanisms, included within plans for advocating for security actions. 19.2 In 100% of the specific cases for which PCS has undertaken protective actions for the target population, the international community or relevant authorities have responded.

### Action Strategies

The policy advocacy strategy of PCS in Colombia will be developed through the selection of one or two priority themes each year, followed by the definition of clear objectives, persons responsible and potential allies.

The strategy will be based on three fundamental components.

First, measures will be taken to ensure that there is timely and correct information on respect for human rights and the International humanitarian Law with regard to the population affected by the conflict in PCS programming areas as well as information on the direction the armed conflict is taking and its impact on the civilian population and social leaders. This information is essential for local and national governments, human rights organizations and the international community. In order to obtain this information, PCS will provide support to key counterparts for the gathering and presentation of accurate and timely information and for relevant studies and investigations to monitor developments. PCS support will be equally important for the realization of truth missions in which international participation makes it possible to obtain more in-depth information on humanitarian crises and facilitates subsequent advocacy actions and protection of the affected population.

A second fundamental component is the establishment of strategic alliances with international and national human rights NGOs to bring attention to PCS' priority issues such as confinement, displacement, violence against women, etc.

Third, spaces for dialogue will be maintained through DIAL with local, regional and national authorities and members of the international community present in the country, and through bilateral relations with Consortium members' countries, with a view to their making recommendations and proposals to the Colombian government on the protection and defence of human rights. This may be done while international visitors are in Colombia or after they have returned home. In coordination with DIAL, the exchange of information between local and regional levels will be strengthened.

### Strategy for Internal Strengthening

#### Objective 5:

**PCS' organizational culture, its internal structure and functioning and its employees' political and technical capacities are adequate to manage its work and its relations with other actors.**

3 Year Results	Indicators/Targets
20. PCS has a consolidated and functional internal structure which has established a balance between	20.1 Monitoring of its institutional administrative, management and financial systems satisfies

3 Year Results	Indicators/Targets
its programmatic and administrative/financial areas and corresponding coordination mechanisms to achieve efficient program administration and overall institutional management.	internal and external requirements. 20.2 The number of counterpart projects is in accordance with institutional capacity.
21. The direction and monitoring of PCS' work is carried out in accordance with its strategic plan and institutional and regional annual plans of operations, with the production of accurate and timely information to meet the needs of both PCS and its donors, and with detailed and clearly formulated project components.	21.1 Each regional PCS program has a clear vision, strategic plan and plan of operations stemming from the institutional plan and adjusted to regional reality. 21.2 The system for monitoring plans and projects has been designed and put into practice according to the type of intervention to be made by PCS and to respond to donor requirements. 21.3 The PCS team is skilled in using a logical framework analysis and at least three people are experts. 21.4 The PCS team uses standardized mechanisms and tools to formulate funding proposals and prepare operative plans based on the manual designed for these purposes. 21.5 Proposed projects are technically, financially and programmatically viable and are congruent with the three-year plan and each regional plan. 21.6 PCS plans and projects incorporate the principle of "First Do No Harm" and guiding principles of the Sphere Project.
22. PCS has strengthened its personnel policy with the incorporation of a gender perspective that covers selection, contracting, orientation, promotion, training, occupational and mental health and salary policies.	22.1 PCS personnel policy has been prepared with broad participation by the team and is consistent with the institution's political and strategic framework. 22.2 The policy is being put into practice and is evaluated each year.
23. The teams have a sense of ownership of security plans and these adequately respond to the context of an internal armed conflict, social conflict and the tendency to criminalize social participation.	23.1 There is a timely institutional response to high-risk situations in 90% of cases. 23.2 PCS has a team that is capable of insuring the visibility and the protection of fieldwork. 23.3 Training and simulations carried out at least once a year are relevant to the context of the conflict.

### Action Strategies

On initiation of the three-year plan, the strategy for internal strengthening will focus on the administrative adjustments needed to set up a comprehensive administrative system that integrates the various programs and distributes administrative expenses appropriately among donor budgets. The system (with alert and rapid response mechanisms) will be designed to respond to recommendations previously made regarding administrative and auditing processes of both internal and counterpart systems; a filing system and database will be established for use by all teams.

In the programming area, activities will be based on regional strategic plans that outline the development, follow-up and monitoring of regional programs. Priority will be given to establishing protocols and procedures for the preparation of proposals and projects in line with institutional plans and consistent with donor requirements; the revision and modification of project cycle manuals; an agreed-upon format for monitoring that reflects the logic of annual plans of operation and the needs of donor agencies; and identification of improved ways of documenting the type of work carried out by PCS to accompany advocacy processes.

The personnel policy will be modified to include greater emphasis on the theme of mental health and the clarification of roles, profiles and qualifications within PCS. A training plan will be prepared to respond to identified institutional needs (for example: project cycle, the theme of truth, justice and reparation, humanitarian action, the Sphere Project, the principal of “First Do No Harm”, conflict resolution and negotiation, gender, advocacy, planning, administrative matters). Consideration will be given to moving forward on training processes that respond to individual interests.

Security issues will continue to be a high priority and the diagnostic study on the protection of programs and field teams will therefore be updated periodically and the security plan adjusted accordingly. Part of the plan consists of ensuring that there are adequate vehicles or alternate means of transportation that are well maintained and systematically repaired in each programming region.

### Funding Strategy

#### Objective 6:

**PCS develops a short, medium and long-term fundraising plan that ensures programmatic and institutional sustainability and contributes to strengthening the Latin American program.**

3 Year Results	Indicators/Targets
24. PCS has consolidated its relationships with its current funders and only subsequently, has endeavoured to broaden its donor base.	24.1 90% of current donors continue to fund PCS. 24.2 PCS submits funding proposals to two new high-end donors toward the end of the three-year plan. 24.3 Projects and annual plans of operation are presented on time to funders.
25. PCS has plans and budgets for each region for the three-year period, with funders and possible donors identified.	25.1 Funding has been confirmed for 100% of the programs 25.2 The fundraising strategy, based on priorities, is being implemented. 25.3 Adequate coordination is ensured between fundraising processes and programming priorities in the regions.
26. PCS' operating and administrative budget is prepared, taking into account the size of the program in Colombia and the programming areas to be implemented directly by PCS.	26.1 Cross-cutting direct programming areas are 80% financed by PCS donors. 26.2 A policy on minimum and maximum administrative and counselling expenses for PCS and its counterparts has been established.

## Action Strategies

During the first half of the three-year program, emphasis will be placed on the preparation of transition plans, the consolidation of programs and budgets and the strengthening of the team's technical capacity to present and monitor funding submissions. Actions will be focused on the consolidation of current donor relations, without seeking relations with new funders.

A plan will be developed to gradually implement a system for the distribution of expenses (including the purchase of software if necessary) to ensure that donors make proportional contributions to institutional expenses and that there is a diversity of funding for the various regional programs and institutional activities. Consideration is being given to setting a minimum of 20% of project funds for project administration and operation.

Toward the second part of the three-year plan, emphasis will be given to the preparation of funding proposals to ensure longer-term program financing. To this end, three-year strategic plans by region will be prepared in collaboration with counterparts based on the three-year plan; negotiations for longer-term funding will be held with donors; and possibilities for support from the European Union will be investigated. At the same time, PCS will set up a unit to analyze the consistency and feasibility of project documents.