



Schweizerische Eidgenossenschaft
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Swiss Agency for Development
and Cooperation SDC

THE SDC MULTILATERAL HUMANITARIAN AID CONCEPT



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Foreword

As an expression of the solidarity of the Swiss population with people affected by conflicts and disasters throughout the world, the Humanitarian Aid of the Swiss Confederation as a Corporate Domain of the Swiss Agency for Development and Cooperation (SDC), aims to protect and provide assistance to victims in dignity and security. It does so on the basis of Swiss legislation governing development cooperation

“The main objectives of Humanitarian Aid of the Swiss Confederation are to help save human lives where they are at risk, and to help alleviate suffering, by implementing suitable prevention and rescue measures. Its focus is primarily on victims of natural disasters and armed conflict.”

(Federal Law of 19 March 1976 on development cooperation and international humanitarian aid.)

and international humanitarian aid and the associated Bill to Parliament by the Federal Council (2013–2016). It also reflects the values of the Swiss population. SDC is implementing multilateral and bilateral humanitarian activities that respect the humanitarian principles of impartiality, neutrality, independence, humanity and political non-conditionality in systematic conformity with international humanitarian law (IHL) and Refugee law. In conflict situations, Switzerland possesses a significant comparative advantage and a high degree of credibility compared to other humanitarian players, thanks to its history, its political neutrality and its humanitarian commitment. This comparative advantage is also a result of the fact that multilateral and bilateral humanitarian aid and development aid are the responsibility of a single entity, within SDC, as well as of the adoption of global strategies for the entire Federal Department of Foreign Affairs (FDFA).

Switzerland's multilateral humanitarian involvement covers three main tasks. First, as a member State, and via its financial and other contributions, – including direct bilateral humanitarian activities, – Switzerland shares responsibility in multilateral humanitarian organisations. This is its shareholder role, comprising its rights and obligations as a member of humanitarian organisations (right to vote and elect members, participation in governing bodies and monitoring organs, ability to intervene in decision making, and obligation to pay its contributions). Second, as a member State, Switzerland can articulate values, interests and objectives, set up coalitions, interact globally, participate in policy making and advocate

for specific concerns. On the global level, Switzerland participates and influences the definition of international humanitarian standards and also defends and promotes IHL. In addition, Switzerland is active operationally.

In an increasingly chaotic and complex world, SDC wants to implement its humanitarian mandate with quality, relevance and impact. Confronted by the scale and consequences of today's crises and its own limited financial resources, SDC cannot act in isolation. Therefore, a major part of its humanitarian commitment is made through partnerships with multilateral humanitarian organisations, in coordination within SDC and with other relevant Federal Offices.

The multilateral humanitarian aid system plays a critical role in a rapid, focused and coordinated response to modern world crises. In participating to that system, Switzerland wants to play its full responsible role, both as stakeholder and shareholder, – as well as an operational partner, – in international organisations. It aims at working efficiently and reliably with multilateral partners and all other actors involved and wants them to act likewise. It defends and promotes humanitarian principles and the respect for IHL and Refugee law worldwide and will use multilateral fora to advocate for the rights of populations affected by conflicts and disasters. It is committed to strengthening coordination between all humanitarian actors in the field and between donors and intends to optimize synergies for a better assistance to the victims. It will encourage collaboration between humanitarian and development actors for addressing challenges in post-crisis transitions and towards resilience. It will participate and actively contribute to the formulation of humanitarian policy making and will use its right of initiative, - also bringing into play its bilateral humanitarian expertise, - to launch issues, debate humanitarian thematics and initiate events, setting examples and paving the way for other actors to follow suit, with the aim of improving humanitarian response.

Switzerland's commitment is a significant contribution to the promotion of global human security. It reflects solidarity with affected populations in conjunction with actions of other players within the Federal Administration, in particular in the areas of development cooperation, peace promotion, democracy, security, economics and public international law.

This document describes the main instruments used by SDC in the form of financial or in-kind contributions, as well as its large operational capacity in the form of secondments to humanitarian organisations in addition to its own bilateral humanitarian capacities. It introduces Switzerland's priority multilateral humanitarian partners, and describes the various objectives together with the instruments that are used for monitoring and evaluation purposes.

The document also describes Switzerland's strategy and priorities relating to multilateral humanitarian aid of the Swiss Confederation. It is published as the "Bill to Parliament concerning International Cooperation 2013–2016" has been accepted by the Swiss Parliament. It is also guided by the 2009–2014 "Concept d'engagement de l'Aide humanitaire de la Confédération et du corps Suisse d'aide humanitaire" and its three objectives of (i) increased presence in the field, (ii) closer monitoring of programmes, and (iii) the development of Switzerland comparative advantages.

This concept is incorporated into the Bill to Parliament concerning international cooperation for the period from 2013 to 2016, which encompasses all missions relating to humanitarian aid, development cooperation and cooperation with countries of Eastern Europe, as well as commercial policy measures implemented under the heading of development cooperation. In its Bill, the Federal Council is responding to a single task, namely the combat against suffering and poverty and the reduction of global risks.

The present concept is a communication instrument both for Switzerland's Federal Administration as well as for all our partners.



A handwritten signature in blue ink that reads "A. Bessler".

Ambassador Manuel Bessler

Delegate for Humanitarian Aid and
Head Swiss Humanitarian Aid Unit

The present concept constitutes an update of the 2005 "Humanitarian Aid of the Swiss Confederation: A Conceptual Framework For Multilateral Commitment." Changes have been made: first, humanitarian principles and protection of civilians in armed conflict have received added weight; second, the increased complexity of the modern world crisis has been taken into consideration; third, the necessity to bring forces (partnerships) together to multiply impact via multilateral solutions is duly recognized; fourth, the need to properly address transition phases is present throughout; finally, SDC has adopted the whole of Government paradigm.

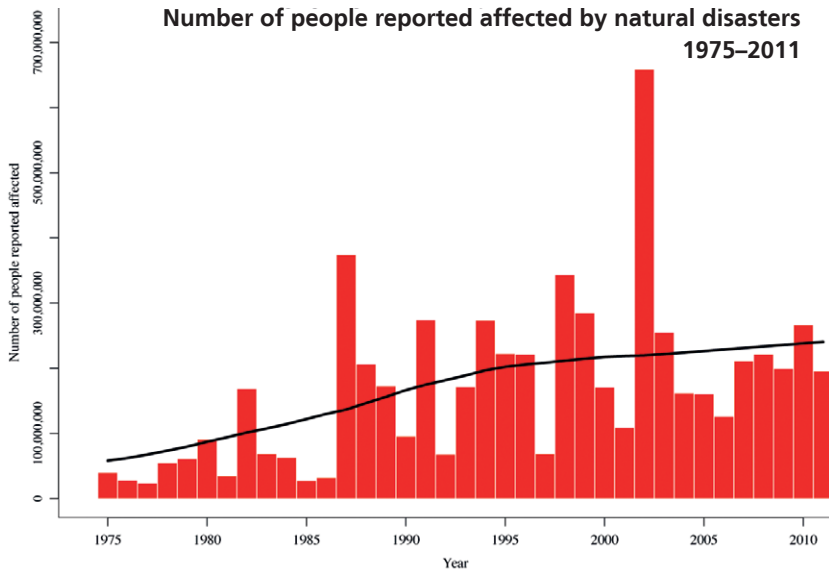
1. Challenges and contexts

1.1 The geography of vulnerability

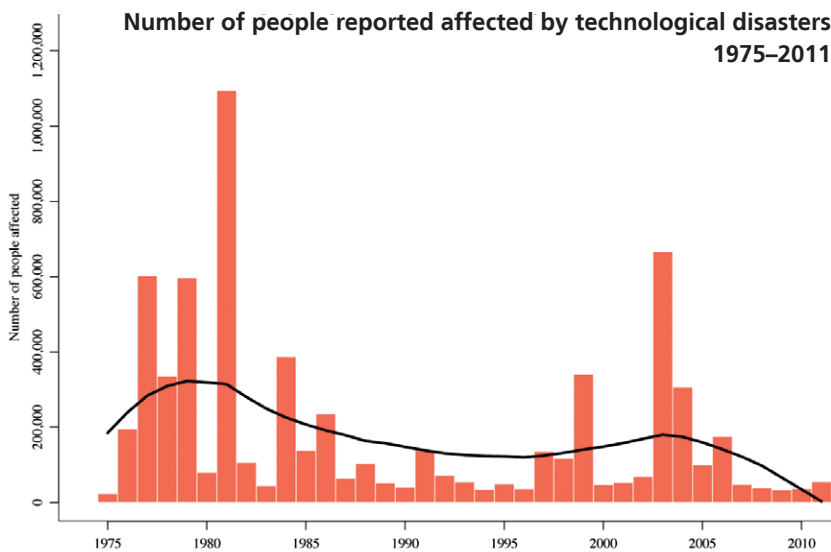
Today, more than a billion persons go to bed hungry every night. Half of the world's population is exposed to natural and/or technological hazards and increased vulnerability characterises its everyday environment. Economic, political, religious, ethnic, criminal and other conflicts exist around the world; the majority of victims are civilians – especially women and children.

Conflicts tend to be increasingly complex and chronic, and without political solutions. Often they are internal to countries, resulting in weakened State structures, and causing large populations to be internally displaced. Population movements put pressure on local population, land and on other resources as well as on urban spaces that become unmanageable. They create tensions between States, producing defensive reactions that may take the form of exacerbated nationalism. These populations therefore need protection. Natural, technological and man-made catastrophes are increasing in both frequency and intensity. Switzerland should also focus more strongly on global challenges such as environmental upheavals, the impact of industrialisation, migration, climate change, pandemic diseases, natural disasters (earthquakes, droughts, floods, etc.) and technological disasters.

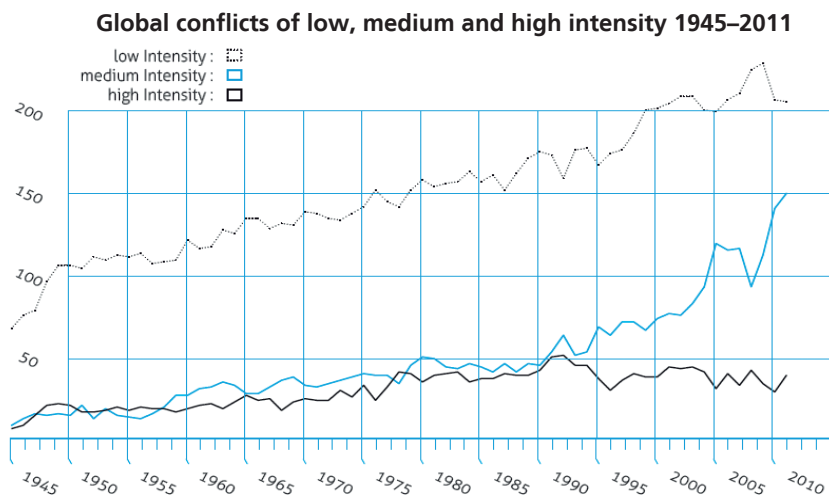
Geographically, Africa is the most fragile region, subject both to conflicts and natural catastrophes. In 2011, the Northern part of the continent and the chronically unstable Near East, have experienced important social and political changes, the outcomes of which are still unknown. The potential presence of nuclear weapons in the Middle East is also a cause of concern. Eastern and sub-Saharan Africa are faced with important droughts that endanger the lives of millions. South and South East Asia continue to be confronted with major natural catastrophes with huge technological impacts. While large parts of the populations of Eastern Europe still have to cope with poverty, Latin America and the Caribbean have to face important social gaps, an increased large scale trans-border criminality and recurrent natural hazards.



EM-DAT: The OFDA/CRED International Disaster Database – www.emdat.be – Université Catholique de Louvain, Bruxelles



EM-DAT: The OFDA/CRED International Disaster Database – www.emdat.be – Université Catholique de Louvain, Bruxelles



Source: Heidelberg Institute for International Conflict Research, Conflict Barometer 2011

1.2 Coherence and coordination

Local non-governmental organisations, civil society groups, private sector and regional associations have proliferated, adding to UN humanitarian organisations, to the International Red Cross and Red Crescent Movement and to international NGOs. Several States have established humanitarian governmental agencies, including military components. The rapidly increasing number and type of actors with diverse motives, – some attributing to themselves humanitarian responsibilities, – is reducing the coherence and effectiveness of humanitarian action; it is affecting the consultation, the coordination and the complementarities between actors, particularly with national authorities, which are the first responsible to assist and protect their own populations. It is both minimising the impact of humanitarian action and accountability for it. Affected populations are too often left alone after the phase of emergency aid and the transition from relief to development is still not optimal. Different approaches rather than purely life-saving, namely transformational and preventive actions, should be initiated as early as possible by all actors, especially development actors.

1.3 Politicisation of humanitarian aid

Compliance with International Humanitarian Law (IHL) is often weak. Similarly, the specificity of the humanitarian mandate is often misconstrued or deliberately ignored. The considerable progress achieved in the area of IHL since 1949 is being eroded in the name of the fight against terrorism and other political interests. Access of humanitarian actors to victims has become arduous, and the search for interlocutors has become more complex. Humanitarians are often targeted by armed groups and criminal gangs. Information has become a source of manipulation. The search for media visibility and the use of nationalism while delivering humanitarian aid produce perverse effects. Sometimes also States simply use humanitarian aid as a substitute for their lack of political courage.

1.4 Funding

While the amounts earmarked by the donor community for humanitarian aid have constantly increased since 2000, with a concentration of aid on few fragile States and disaster prone countries, they still do not cover all needs. The current system is also characterized by the lack of an inter-governmental mechanism to provide solid system wide governance. In the wake of recent economic and financial crises, several States have already announced cuts in their financial contributions for humanitarian aid. For its part, the private sector contributes only marginally to address humanitarian needs. Nevertheless the protection and assistance to victims remains a collective responsibility with the need for collective engagement.



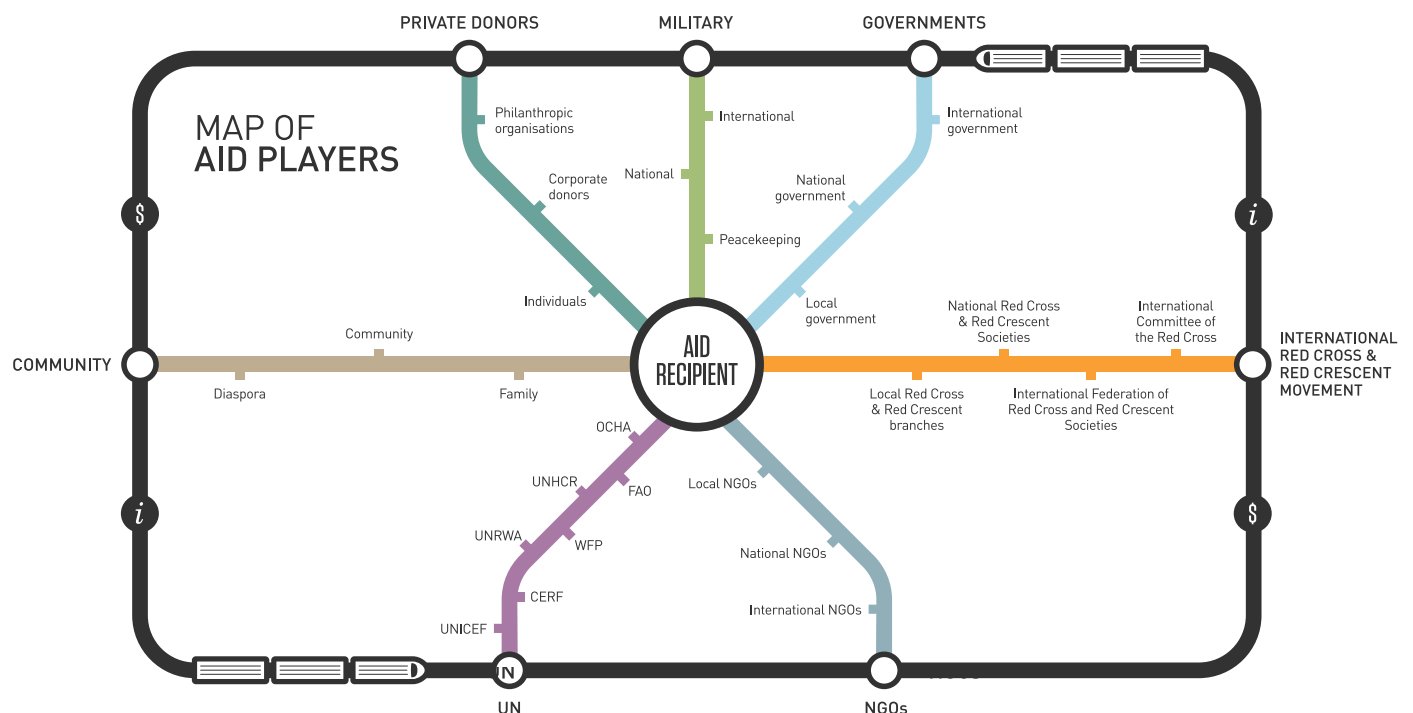
1.5 The multilateral humanitarian action

In the face of today's humanitarian needs, global solutions need to be provided by the international community. Bilateral actions alone cannot prevent or relieve the consequences of conflicts and disasters. As a direct consequence of the growth in global humanitarian challenges, recent years have seen an increased need for multilateral humanitarian action. Conflicts and natural, environmental and technological disasters do not stop at national borders and often put extreme pressure on the resources of affected and/or neighbouring countries. Operational solutions must be provided primarily by the affected States themselves with contributions of the international community, as well as other humanitarian organisations acting as a whole. The scale and complexity of humanitarian needs call for increased multilateral resources, capacities, tools and expertise.

Multilateral humanitarian fora and institutions play a central role in establishing rules and principles, harmonising norms and modus operandi for international humanitarian action, by devising solutions, promoting dialogue, advocating for victims, facilitating smooth post-crisis transition towards recovery and resilience. IHL, humanitarian principles and Refugee Law, protection, access, efficiency and effectiveness issues in humanitarian action are also discussed there. The international humanitarian system plays a unique role in coordinating humanitarian efforts and ensuring that aid is provided based on needs and in a coordinated manner.

Further improvements are to be made though and Switzerland can contribute in providing expertise, support and know-how.

The International Humanitarian Aid System



NOTES This map is illustrative and intends to show the main groups of people involved in humanitarian crises. It does not intend to suggest linear connections or funding relationships.

Aid recipients receive assistance from a multiplicity of sources and sometimes aid goes through several intermediaries before it reaches them. They have little opportunity to give international actors direct information about what they require or have received.

Governments provide humanitarian funding through the UN, the International Red Cross and Red Crescent Movement, NGOs, public-private partnerships and the governments of affected countries.

The **UN** manages some funding mechanisms, provides direct support to aid recipients and also channels some of its funding to other delivery agencies (including NGOs) for implementation.

NGOs provide direct support, mobilise resources and advocate for actions and policies. International NGOs deliver directly to recipients but also work through local NGOs.

National Red Cross and Red Crescent Societies might deliver aid directly, and/or provide support to each other, and/or to the **International Federation of Red Cross and Red Crescent Societies (IFRC)**, and/or to the **International Committee of the Red Cross (ICRC)**.

Private donors provide money to the UN, international NGOs, local NGOs, the International Red Cross and Red Crescent Movement and directly to affected communities and individuals.

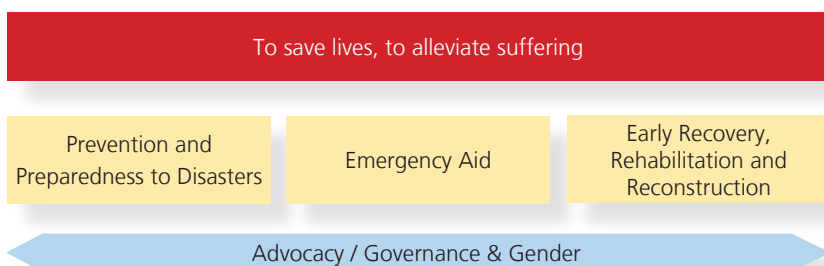
Military actors are sometimes deployed to support humanitarian response to natural disasters and are also often present in humanitarian crises in peacekeeping missions and security operations. Peacekeeping missions vary widely in their engagement with humanitarian crises according to context, mandate and mission character, with activities ranging from limited information sharing to direct programme implementation.

Source: Development Initiatives, 2010.

2. The Humanitarian Aid of the Swiss Confederation

2.1 Overall objectives

Switzerland's multilateral and bilateral humanitarian involvements contribute to solving global humanitarian issues. The overall objectives of SDC's Corporate Domain Humanitarian Aid and SHA (Swiss Humanitarian Aid Unit) is to save lives and to alleviate suffering.



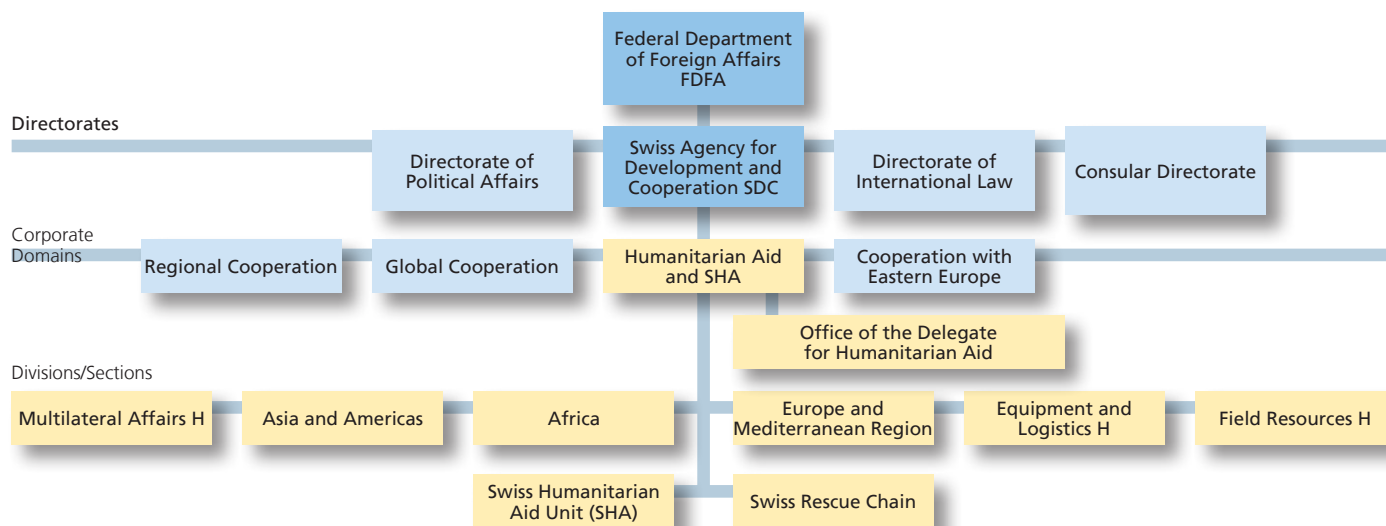
Saving lives and alleviate suffering are pursued by humanitarian activities in three strategic fields of activity:

- a) Prevention and preparedness (including DRR), with the objective to sustainably minimize natural and technological risks which threaten lives and livelihoods.
- b) Emergency aid, with the objective to save lives and to cover the basic needs of the population.
- c) Early recovery, rehabilitation and reconstruction, with the objective to initiate reconstruction and to foster resilience.

In addition, two transversal themes – advocacy/governance and gender - guide SDC's Humanitarian Aid activities.

2.2 Organisational structure

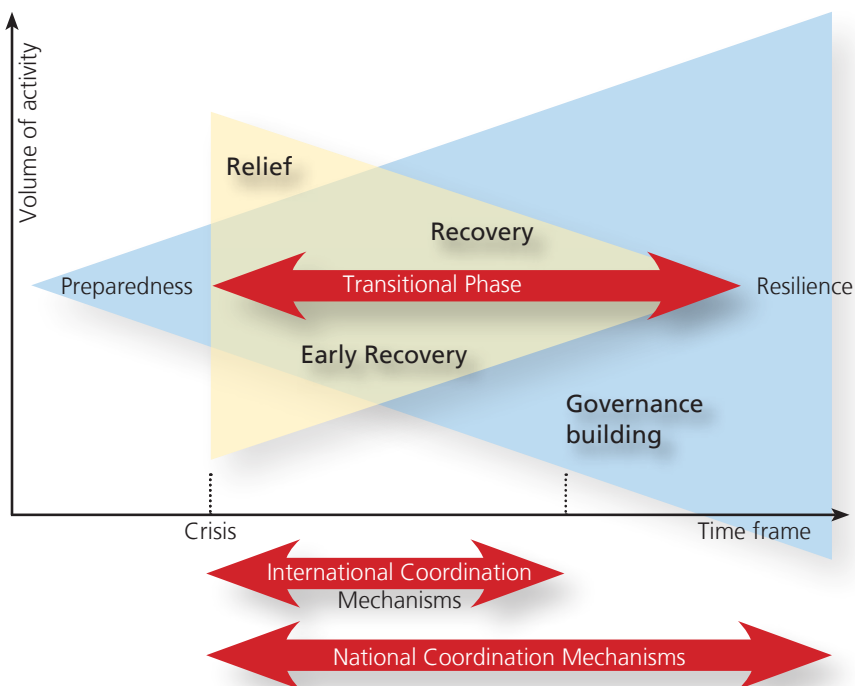
The organisational structure chart below shows the central position of the Humanitarian Aid Corporate Domain within the FDFA and SDC. It consists of four operational divisions (three geographical and one multilateral) as well as two service sections and the Office of the Delegate for Humanitarian Aid and Head of Swiss Humanitarian Aid unit (SHA).



SDC has identified the following 4 priorities for the period from 2013 to 2016:

- › *Greater protection for the civilian population in armed conflict:* SDC wants to facilitate humanitarian access, protect the rights of victims and cooperate closely with other organisations acting in support of victims, minorities, displaced persons, refugees and vulnerable populations. It wants to apply humanitarian principles (independence, impartiality, neutrality and humanity) to initiate and support efforts to help victims.
- › *Greater influence and participation at the international level:* SDC implements its international actions at two levels. First, it is developing its cooperation and ties with the leading multilateral humanitarian organizations. Second, it participates in reflections on humanitarian action, and supports a functioning international humanitarian aid system aimed at achieving quality, impact and relevance on the basis of specific aid measures.
- › *Stronger presence in the field:* SDC wants to increase the number of Swiss experts placed at the disposal of partner multilateral organisations, as well as the number of direct actions involving SHA members. It intends to continue its actions in the areas of prevention and preparedness, emergency aid, reconstruction and rehabilitation.
- › *Strengthening of measures to prevent disasters and reduce risks:* Through its multilateral partners, SDC helps partner governments and their population to build up their resilience capacities. To accomplish this, it supports their efforts aimed at improving their early warning systems, and their systems for securing prevention, preparedness and response to natural and technological disasters. For this purpose, SDC intends to support multilateral reflection in order to ensure that Disaster Risk Reduction (DRR) interventions will have lasting effects. Swiss expertise is to be made available to support these efforts via the internal SDC DRR network and through the secondment of humanitarian aid experts.

Phases of Humanitarian action



Source: SDC 2012

2.3 Multilateral humanitarian objectives

In order to implement its overall objectives and priorities, SDC supports and assists multilateral organisations and the humanitarian aid system in their ability to deliver results and constantly improve their performance, through the following 3 areas of activity:

2.3.1 Strengthening multilateral humanitarian aid organisations in their operational response and functioning.

2.3.2 Participating to the further development of the international humanitarian aid system and its accountability. Promoting the role and responsibility of affected States.

2.3.3 Defending and promoting International Humanitarian Law and Humanitarian Principles. Participating to the definition and implementation of legal and operational policies for international humanitarian aid.

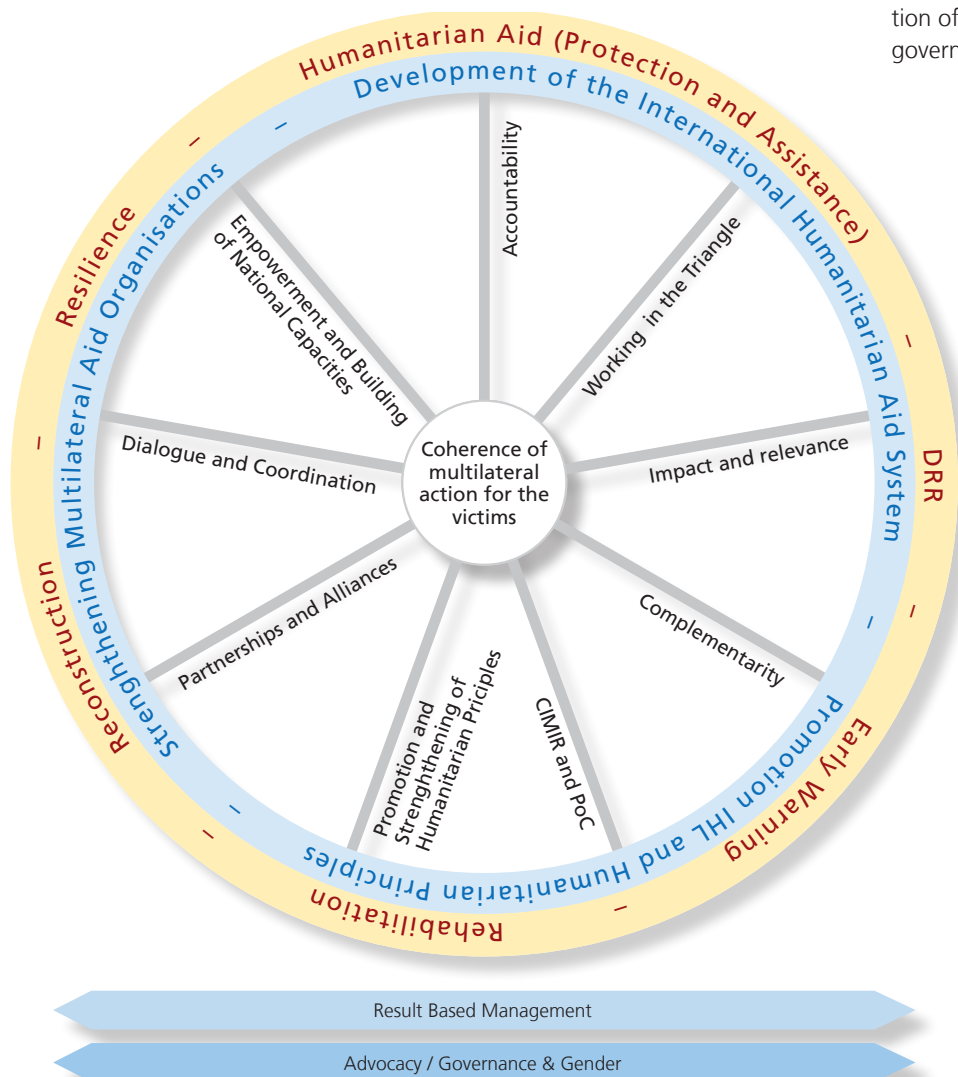
2.3.1 Strengthening multilateral humanitarian aid organisations in their operational response and functioning.

Switzerland supports international multilateral humanitarian organisations in performing their tasks based on needs, as timely and effectively as possible, by using resources carefully, with an impact-oriented approach and in line with the organisations' own strategy. Specific attention is paid to the responsibility and accountability of multilateral humanitarian aid organisations.

The objective in this area of activity will be achieved through the following instruments:

- Financial and in kind contributions as well as secondments of SHA experts to selected multilateral humanitarian organisations and promotion of Swiss staff within UN agencies.
- Membership in governance structures and/or donors groups of selected multilateral humanitarian organisations, helping them in shaping their policies and ways of operating (Governing Bodies of UNHCR, WFP, UNICEF, UNRWA; donor groups of ICRC, OCHA and ISDR).
- A continued institutional dialogue with a selection of multilateral humanitarian organisations, governmental agencies and international NGOs.

SDC/HA Multilateral Framework of Action



Working in the Triangle

Working in the triangle means strengthened communication and coordination between field operations, geographical desks and the multilateral humanitarian division in order to reach coherence in dialogue with partners, unity of doctrine and purpose and to transfer knowledge.

2.3.2 Participating to the further development of the international humanitarian aid system and its accountability: Promoting the role and responsibility of affected States.

Switzerland helps improve the global governance of the multilateral humanitarian aid system, in particular coordination between humanitarian agencies, donors, civil society, host governments and donors as well as other actors involved. It aims to improve the division of labour by encouraging each humanitarian actor to deploy its resources along its comparative advantages, thus encouraging complementary and coherence between all actors' mandates.

The objective in this area of activity will be achieved through the following instruments:

- › Participation to intergovernmental policy fora such as UNGA, ECOSOC, Red Cross Conference, Good Humanitarian Donorship Initiative (GHD) and the likes;
- › Defence and promotion of humanitarian principles within the international aid system;
- › Promotion of governance standards for humanitarian action;
- › Continuation of effective support to affected States via training, capacity building, preparedness and joint operations;
- › Contribution to the transition and fragile States reforms, in order to facilitate the search for durable solutions;
- › Development of policy and reinforcing compliance with UN Guidelines (Oslo, MCDA, etc.) to promote constructive civil-military interaction with a view to preserve humanitarian integrity;
- › Consolidation of the effectiveness of the Swiss humanitarian network through Switzerland's diplomatic missions, particularly in Geneva, New York, Rome, Brussels and Nairobi;
- › Support to priority partners (see below) in their responsibilities in leading specific clusters.

2.3.3 Defending and promoting International Humanitarian Law and Humanitarian Principles: Participating to the definition and implementation of legal and operational policies for international humanitarian aid.

The respect for and implementation of IHL, Refugee law and GHD principles constitute the normative framework of Switzerland.

Switzerland supports the quality and relevance of multilateral humanitarian action via the development and promotion of standards and norms for humanitarian activities applicable to all actors including Governments, the military, the private sector, civil society, NGOs and the academic world.

SDC supports the IHL mandate of the FDFA Directorate of Public International Law and the FDFA Human Security Division's engagement in humanitarian policy, in line with the 2009 FDFA strategy on the "Protection of Civilians in Armed Conflict".

The objective in this area of activity will be achieved through the following instruments:

- › Defend, promote and apply IHL and humanitarian principles;
- › Implement actively Switzerland's whole of Government "protection of civilians in armed conflict" strategy.
- › Participate in the global definition of humanitarian standards, policy and operations, including those pertaining to global issues settings and fragile States;
- › Raise and advocate for the rights of the victims within the multilateral humanitarian aid system, with Governments and at other fora;

2.4 Specific Objectives for Priority Multilateral Humanitarian Partners

In order to implement its objectives and priorities in its selected fields of activities, Switzerland is part of the international humanitarian aid system. SDC works closely with the United Nations, the International Red Cross and Red Crescent Movement, Governments and governmental agencies, Development Banks, regional organisations, civil society groups and NGOs (local, national and international).

SDC supports multilateral humanitarian actors and concentrates on a number of priority organisations selected because of: 1) their mandate, 2) their respect for humanitarian principles (independence, neutrality, impartiality and humanity), 3) their institutional role, 4) their networks and fora (thematically and regionally), 5) their capacities for delivering protection and assistance to people in need, and 6) their acceptance in the field. These multilateral organisations also reflect their potential to generate added value and must also have a high humanitarian relevance for SDC. Switzerland can also enter into partnership with other actors depending on needs and mandate (such as WHO, FAO, GFDRR, UNDP, World Bank, OIC, ICDO, PfP/NATO, EMERCOM, international NGOs and regional organisations).

Currently, five global, one regional and one thematic organisations are Switzerland's priority partners for multilateral humanitarian aid:

| Global | Regional | Thematic |
|--------|----------|----------|
| ICRC | UNRWA | UN ISDR |
| WFP | | |
| UNHCR | | |
| UNICEF | | |
| OCHA | | |

The priority partners are supported by SDC in their core mandate activities and are held responsible and accountable for achieving results and performance so that the needs of the most vulnerable are addressed. For each of them, a series of specific objectives focusing on core responsibilities is defined and monitored, in line with SDC's objectives.





ICRC

ICRC

Given its focus on protection, the quality of its interventions, its access to target populations, and its defence and promotion of IHL and humanitarian principles, the ICRC continues to be the privileged interlocutor of Switzerland – on the institutional, legal, as well as on the operational levels.

The objectives of Switzerland in the framework of this cooperation are the following:

- › Encourage and support the ICRC to strengthen its field activities and to further develop its core mandate, namely IHL, protection and health;
- › Support ICRC in its key position in the defence and promotion of humanitarian principles (humanity, independence, neutrality and impartiality) in humanitarian activities;
- › Build upon a constructive and open dialogue with the ICRC on its strategic, institutional and operational choices.



World Food Programme

WFP

The UN World Food Programme (WFP) is the largest humanitarian aid organisation and is present worldwide. It fights hunger globally via emergency operations as well as medium term programmes, projects and advocacy activities. It provides logistical support in the field to the overall UN humanitarian aid family.

The objectives of Switzerland in the framework of this cooperation are the following:

- › A constructive and open dialogue with WFP on its strategic, institutional and operational choices to enhance WFP's humanitarian response capacity;
- › Specific support (cash, in-kind, secondment) is provided, focusing on the most urgent needs and WFP core mandate, in order to better link food aid to other forms of food assistance to ensure food security;
- › Support the promotion and implementation of humanitarian standards and norms, including protection, in WFP policies and interventions;
- › Swiss staff within WFP is increased at all levels, including JPOs, SHA experts secondments and WFP long term UN staff.



UNHCR

The UN Refugee Agency

UNHCR

Switzerland encourage UNHCR's focus on its unique core mandate, the protection of and the support to refugees, as well as the role taken by UNHCR within the humanitarian reform in favour of internally displaced persons resulting from conflicts.

The objectives of Switzerland in the framework of this cooperation are the following:

- › Specific contributions (cash, in-kind and logistics) are provided for UNHCR core mandate and role taken in the cluster approach, in particular in the field of protection;
- › A constructive and open dialogue with UNHCR on its strategic, institutional and operational choices in order to enhance UNHCR's humanitarian response capacity and engagement with development actors;
- › Support to the organisation's internal reform efforts and its operational capacities, with a view to further reinforce results-based management;
- › Specific Swiss expert support is provided to contribute to the technical integrity of programmes;
- › Swiss staff within UNHCR is increased at all levels, including JPOs and SHA experts secondments.





OCHA

Switzerland cooperation with the UN Office for the Coordination of Humanitarian Affairs (OCHA) centres on improved international humanitarian response system and coordination, advocacy, humanitarian norms and standards setting, access to populations, awareness raising, environmental disasters and funding.

The objectives of Switzerland in the framework of this cooperation are the following:

- › Specific contributions are provided for implementing and strengthening OCHA's core mandate, in particular its coordination, advocacy, information management and normative aspects;
- › Encourage OCHA in leading the Inter Agency Standing Committee (IASC) "Transformative Agenda" for improved humanitarian coordination and response;
- › A constructive and open dialogue with OCHA on its strategic and institutional choices in order to enhance OCHA's humanitarian coordination capacity;
- › Provision of financial support to the Central Emergency Response Fund (CERF) and other OCHA funding mechanisms;
- › Backing-up OCHA's activities through provision of relevant Swiss expertise (field and HQs);
- › Facilitation of reaching out activities for donors' base enlargement.



UNRWA

Switzerland supports UNRWA's mandate in the provision of emergency relief and basic services (education, health care and social welfare) to registered Palestine refugees living in the Gaza strip, the West Bank, the Hashemite Kingdom of Jordan, Lebanon and the Syrian Arab Republic. Support includes protection elements.

The objectives of Switzerland in the framework of this cooperation are the following:

- › Specific contributions are provided for implementing and strengthening UNRWA's core mandate;
- › Encourage UNRWA's reform process for increased efficiency and effectiveness;
- › A constructive and open dialogue with UNRWA in order to enhance its humanitarian response capacity;
- › Backing-up UNRWA's activities through Swiss secondments continues;
- › Support UNRWA's advocacy activities, as appropriate.



UNICEF

UNICEF a) helps meet children basic needs to expand their opportunities to reach their full potential, b) respond to emergencies, c) implement children rights protection. Switzerland support the humanitarian part of UNICEF's mandate.

The objectives of Switzerland in the framework of this cooperation are the following:

- › Support UNICEF mandate in covering children basic needs and delivering quality and timely emergency response;
- › Strengthen UNICEF's capacity in priority areas such as protection, Water, Sanitation and Hygiene (WASH), preparedness, DRR and advocacy;
- › A constructive and open dialogue with UNICEF on its strategic, institutional and operational choices in order to reinforce UNICEF's capacities;
- › Support to UNICEF (field and HQs) through Swiss secondments continues, including within UNICEF's clusters responsibility.



UN ISDR

Switzerland, in collaboration with SDC Global Institutions, supports UN ISDR's mandate to serve as the focal point in the United Nations system for the coordination, awareness building for DRR and to ensure synergies among disaster reduction stakeholders.

The objectives of Switzerland in the framework of this cooperation are the following:

- › Support to UN ISDR lead role in promoting and

implementing the Hyogo Framework for Action, including thematic and financial contributions;

- › Encourage linkages between humanitarian response, sustainable development, environment and climate change and integrate DRR into sustainable policies and planning;
- › Support UN ISDR Secretariat in its leadership role and reform agenda, including in supporting the post-Hyogo process;
- › A constructive and open dialogue with UN ISDR on its strategic and institutional choices in order to reinforce its lead capacities.

3. Transversal Themes

Advocacy/Governance: The concern for governance is based on the premise that resilience cannot be achieved without society participating in decision making at all levels of responsibility, the rule of law and the ability to hold governments and humanitarian agencies accountable for their actions.

Switzerland supports interventions that are coordinated by and with the authorities of countries receiving multilateral humanitarian aid, ensuring that they are themselves involved in decision-making processes and support resilience building capacities.

Switzerland conceptualizes and implements advocacy activities for victims and the respect for their rights in its three strategic fields of activities to strengthen the responsibility and awareness of all actors about the rights of the victims. It also makes sizable contributions to its multilateral humanitarian partners for devising and implementing protection activities. It expects its multilateral partners to conduct advocacy activities as and when required.

Gender: Fighting structural inequalities and unequal power relations is part of Switzerland's broader commitment to gender concerns, following UN Women guidance. Switzerland aims to help the most vulnerable, in particular women and children. It requires an accurate understanding of the situation to ensure that appropriate responses are designed and implemented in all activities and in those of other humanitarian actors, – including in transition phases, – with a view to integrate gender related needs into humanitarian response.



4. Modalities for Implementation and Cooperation

Within SDC, the Multilateral Humanitarian Aid Division (Multi-H) is responsible for Switzerland's multilateral humanitarian engagement and commitment. Multi-H articulates, defends and promotes Switzerland's humanitarian values, objectives and interests. It represents Switzerland in humanitarian agencies' governing bodies and donor supports groups and related fora, including academia. It takes part to the international dialogue on humanitarian policy making, in consultation with Switzerland's concerned actors. The Multi-H is also working closely with all SDC divisions and programmes as well as field representations, therefore contributing to the effective "working in the triangle". Multi-H may launch humanitarian initiatives and advocacy activities linking the international multilateral humanitarian scene with domestic Swiss issues and concerns with a view to shape consensus, secure resources and promote activities.

Civil-Military Relations (CIMIR) are also a source of concerns to Switzerland while designing and implementing humanitarian activities. The emergence of complex political, military and governance structures give rise to holistic integrative response concepts and practices, taking into account changing operational realities. SDC applies a policy of constructive interaction with armed forces (in doctrine, training, operations). This is particularly important when operating as co-actor in complex emergencies or when considering the use of military assets in humanitarian settings. Therefore, a normative framework needs to be established to enable independent humanitarian actors to gain access through negotiation and ensure security through acceptance.

Close cooperation within SDC between Humanitarian Aid, Global Cooperation and other involved Federal Offices, namely a) the FDFA Directorate of Political Affairs, the Directorate of Public International Law, and the Human Security Division, b) other Departments (Federal Department of Justice and Police [for migration issues], Federal Department of Defence, Civil Protection and Sports [regarding civil-military relations, security policy and civil defence policy shaping], the State Secretariat for Economic Affairs [for finance and economic issues, for commercial policy measures and for the humanitarian impact of economic sanctions], and the Federal Office for Agriculture [for food security], ensure the coherence and complementarity of Swiss multilateral cooperation, at the operational and the institutional level, in the full respect of each Federal Office's mandate and comparative advantages. In their conceptualisation phase, multilateral humanitarian programmes are therefore consulted widely inside the Federal Administration within the framework of the "whole of government" approach.

International humanitarian Geneva

As host for over 1450 international organisations, Geneva offers a privileged platform for high level discussions on key humanitarian issues. Furthermore, as headquarters for the ICRC, the IFRC and the UNHCR, as well as host to key agencies such as OCHA, UNICEF, UNDP, UNISDR and WHO, Geneva, together with New York, is the main international hub where humanitarian policies and guidelines are designed and approved.

Switzerland is an important actor in such international fora. Geneva also is a traditional promoter of professionalised humanitarian aid with the presence of its academic centres such as the CERAH (IUHEID) and UN courses. New avenues should now be explored to facilitate more important contacts between the private sector, civil society and the humanitarian community. The Multi-H Division supports such initiatives, thus contributing to Geneva's role as an international centre for humanitarian aid.



5. Resources

5.1 Human resources

It is planned to increase Switzerland's Humanitarian Aid capacity for supporting international humanitarian agencies in developing timely, quality and needs-based responses. In order to perform these tasks with relevance and excellence, it is planned to increase the number of Swiss experts within humanitarian international agencies. To this end, internal efforts will be strengthened to recruit, train and deploy the most appropriate humanitarian staff (through training of personnel, career plans, SDC JPO programmes, SHA and Swiss expert pool for the promotion of peace). Likewise institutional exchanges of staff with humanitarian agencies and other actors will be developed with relevant profiles in the areas of protection, DRR, coordination, leadership, security, evaluation, environment and Water and Environmental Sanitation (WES). These provide a considerable operational support for agencies and promote institutional dialogue between SDC and multilateral actors. Likewise, partnerships in working with and financing other actors such as academia, research institutes and practitioners (including NGOs) will be further encouraged. A reinforcement of SDC presence in Swiss Missions to the UN and Embassies abroad is also envisaged in order to decentralize humanitarian action thematically and geographically.

5.2 Financial contributions

The Parliament's decision to raise official development assistance (ODA) to 0.5% of gross national income (GNI) by 2015 has translated into an increased Humanitarian Aid budget for the next few years. Approximately a fifth of the total SDC budget is used for the Humanitarian Aid of the Swiss Confederation. Two thirds of the humanitarian aid budget (not counting general expenditures) are used to fund cooperation with international organisations. About half of this amount is going to the ICRC headquarters budget and programs. The other half of this amount is earmarked for projects and programs of UN organisations.

5.3 Food assistance

Switzerland is party to the 2012 Food Assistance Convention which succeeds the 1999 Food Aid Convention. During emergency situations with negative consequences on food security, SDC aims at covering vital food needs when afflicted populations are no longer able to do so themselves. Given the movement away from agricultural surplus disposal and the increasingly important linkages between food assistance and long-term food security, the Food Aid Convention was re-negotiated in 2012. As a result, the Food Assistance Convention better reflects the substantial changes on food assistance provision in recent years and contains specific references to the principles of good food assistance. Moreover, there is a strong focus on the integration of food assistance activities into the long-term development activities of the recipient countries and the resilience of vulnerable groups. The treaty also includes new activities such as cash and voucher transfers and nutrition-sensitive interventions. As a party to the Food Assistance Convention, Switzerland is compelled to make a "minimal annual commitment" and should make every effort to meet this commitment. As far as concrete implementation is concerned, SDC relies on the assistance of partner organizations for its food distribution, mainly via the multilateral channel of WFP and via various Swiss NGOs.

5.4 Logistics

The SDC "Equipment and Logistics" Section is in charge of SDC own logistics and equipment warehouse that are used for emergency humanitarian operations and to equip its own personnel. With a view to increase impact and relevance, efforts at outsourcing logistics and transport to other humanitarian actors (mainly the WFP, but also civil defence organizations, other governmental agencies and armed forces) are being made. Together with the pre-positioning of humanitarian goods, the use of modern telecommunication technologies in supply chain management, joint training exercises, innovation and staff development, these will contribute to increased efficiency and reduced costs.

6. Accountability, Reporting and Communication

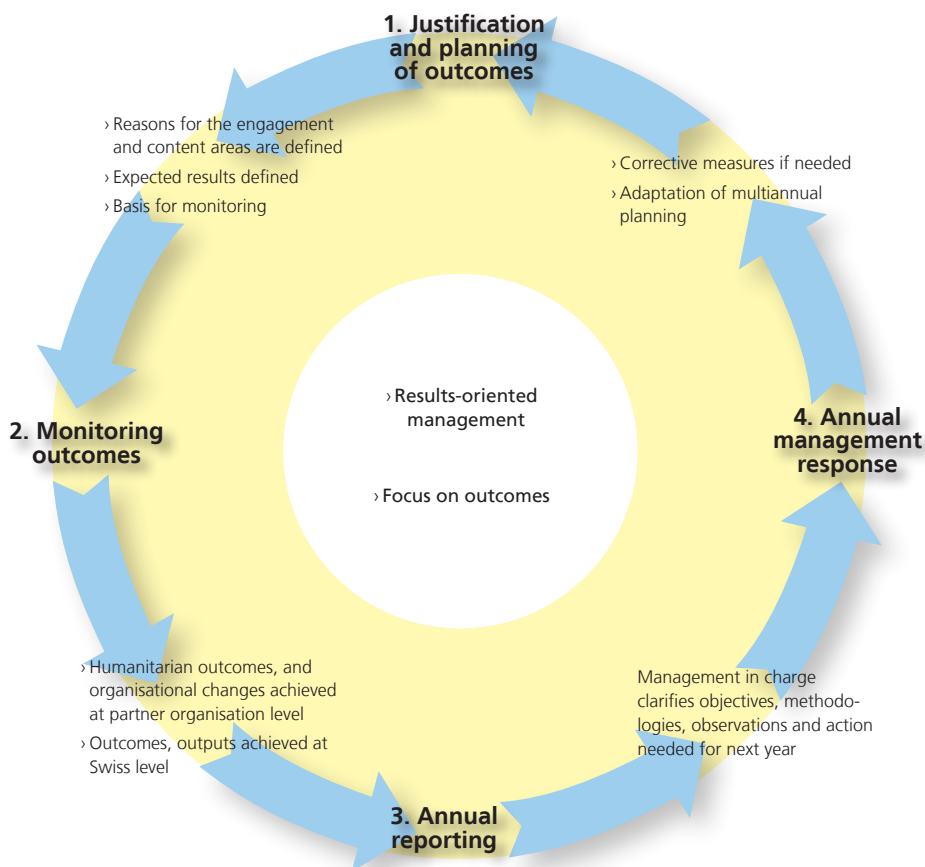
Accountability for the Humanitarian Aid of the Swiss Confederation is required. It concerns aid recipients, Switzerland's constituencies (Swiss population and its elected authorities), the Federal Administration and partner organisations. It is ensured by specific instruments. Support and trust are established and enhanced by transparent and reliable action.

The Core Contribution Management (CCM) tool is used to follow-up and assess the proper functioning of its priority partners with a view to improve mutual accountability. Where Switzerland is a member/observer of a governing body, it monitors agencies reporting, approves reports, discusses budget issues and operational activities and advocates for its values and interests. In addition, the multilateral humanitarian yearly programmes are analysed and adapted based on the project cycle management (PCM) used to ensure concerted phases (preparation, implementing and evaluation). SDC's controlling unit reviews annual programmes and suggests corrective measures.

6.1 Monitoring and reporting on results

SDC monitors its activities at the strategic and the operational levels. The activities, achievements and lessons learned are compiled, analysed and documented in annual reports and programme evaluations in order to inform future humanitarian aid planning.

Schema of Swiss Multilateral Core Contributions management



Source: SDC 2012

The reporting of multilateral partners is a key element for SDC's monitoring. Field visits are an additional means for assessing partners' activities and the effect of Switzerland's contributions. Case study documentation can also show concretely the performance and the improvements achieved.

Also, SDC pro-actively solicits the view of its humanitarian partners and other actors. Internal and external evaluations are carried out on a regular basis. Every four years, the Humanitarian Aid of the Swiss Confederation is also examined by its humanitarian peers at the OECD/DAC where recommendations are made.

6.2 Communication

As a means of enhancing Switzerland's humanitarian multilateral accountability and its public support, SDC pro-actively exploits various communication channels for diffusion of information and for advocacy activities. Its priorities, humanitarian principles, programmes, working methods and activities in the global humanitarian aid system are made visible and transparent. This serves two purposes: First, to make Switzerland's authorities and the public aware of multilateral humanitarian achievements and the contribution of SDC. Second, to reach a wider public for advocacy activities and thus defend and promote specific humanitarian concerns. It also makes SDC a reliable and accountable entity to all its partners and provides national and international legitimacy to Switzerland's multilateral Humanitarian Aid.



7. Acronyms

| | |
|----------|---|
| CCM: | Core Contribution Management |
| CERAH: | Centre for Education and Research in Humanitarian Action (IUHEID) |
| CERF: | Central Emergency Response Fund |
| CIMIR: | Civil-military relations |
| DAC: | Development Co-operation Directorate (OECD) |
| DEZA: | Swiss Agency for Development and Cooperation SDC |
| DRR: | Disaster Risk Reduction |
| ECOSOC: | Economic and Social Council (UN) |
| FDFA: | Federal Department of Foreign Affairs |
| EMERCOM: | Ministry of Emergency Situations - Russia |
| EMOPS: | Emergency Operations (UNICEF) |
| ERC: | Emergency Relief Coordinator |
| FAO: | Food and Agriculture Organization (UN) |
| FDE: | Federal Department for Economics |
| FDFA: | Federal Department of Foreign Affairs |
| GFDRR: | Global Facility for Disaster Reduction and Recovery (WB) |
| GHD: | Good Humanitarian Donorship |
| GNI: | Gross National Income |
| HA: | Humanitarian Aid of the Swiss Confederation (SDC) |
| IASC: | Inter Agency Standing Committee |
| ICDO: | International Civil Defence Organization |
| ICRC: | International Committee of the Red Cross |
| IDP: | Internally Displaced Persons |
| IUHEID: | Institut de Hautes Etudes Internationales et du Développement |
| IFRC: | International Federation of Red Cross and Red Crescent Societies |
| IHL: | International Humanitarian Law |
| INSARAG: | International Search and Rescue Advisory Group |
| ISDR: | International Strategy for Disaster Reduction (UN) |
| JPO: | Junior Professional Officer |
| MCDA: | Military-Civil Defence Assets |
| Multi-H: | Multilateral Affairs Division – Humanitarian Aid |
| NATO: | North Atlantic Treaty Organization |
| NGO: | Non-Governmental Organisation |
| OCHA: | Office for the Coordination of Humanitarian Affairs (UN) |
| ODA: | Official Development Assistance |
| OECD: | Organisation for Economic Co-operation and Development |
| OIC: | Organisation of the Islamic Conference |

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|-----------|--|
| PCM: | Project cycle management |
| PfP/NATO: | Partnership for Peace (NATO) |
| SDC/GP: | Swiss Agency for Development and Cooperation / Global Programmes |
| SDC: | Swiss Agency for Development and Cooperation (FDFA) |
| SECO: | State Secretariat for Economic Affairs |
| SHA: | Swiss Humanitarian Aid Unit |
| UN: | United Nations |
| UNDAC: | United Nations Disaster Assessment and Coordination |
| UNDP: | United Nations Development Programme |
| UNEP: | UN Environment Programme |
| UNGA: | United Nations General Assembly |
| UNHCR: | United Nations High Commissioner for Refugees |
| UNICEF: | UN Children's Fund |
| UNRWA: | UN Relief and Works Agency for Palestine Refugees in the Near East |
| WASH: | Water, Sanitation and Hygiene |
| WB: | World Bank (UN) |
| WES: | Water and Environmental Sanitation |
| WFP: | World Food Programme (UN) |
| WHO: | World Health Organization (UN) |

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Annex A: Switzerland's Framework for its Multilateral Humanitarian Aid Objectives

Objectives of Switzerland's International Cooperation

| | | | | |
|--|---|--|---|--|
| 1 To prevent and overcome crises, conflicts and catastrophes | 2 To establish access to basic services and resources for all | 3 To promote sustainable economic growth | 4 To support transition towards democratic systems and a market economy | 5 To promote a globalisation that encourages a socially responsible development that preserves the environment |
|--|---|--|---|--|

Overall Objectives of the Humanitarian Aid of the Swiss Confederation

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|---------------------------------------|
| To save lives, to alleviate suffering |
|---------------------------------------|

Transversal Themes

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| Advocacy / Governance & Gender |
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Fields of Activity of the Humanitarian Aid of the Swiss Confederation

| | | |
|-----------------------------|---------------|---|
| Prevention and Preparedness | Emergency Aid | Early recovery, Rehabilitation and Reconstruction |
|-----------------------------|---------------|---|

Objectives of the Multilateral Humanitarian Aid Division of the Swiss Confederation

| | | |
|---|--|---|
| 1. Strengthening multilateral humanitarian aid organisations in their operational response and functioning. | 2. Participating to the further development of the international humanitarian aid system and its accountability. Promoting the role and responsibility of affected States. | 3. Defending and promoting International Humanitarian Law and Humanitarian Principles. Participating to the definition and implementation of legal and operational policies for international humanitarian aid. |
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Annex B: Specific Objectives for Priority Multilateral Humanitarian Partners

| ICRC | | |
|---|--|--|
| Priority partner outcomes | Support by SDC | Expected outcomes |
| Protection and assistance of those affected by war and internal violence; strengthening of IHL as well as its compliance by all parties to conflicts; promotion of humanitarian principles in conflict situations; coordination of the international Red Cross and Red Crescent Movement activities in conflict situations. | Contribution to IHL mandate (conceptualization, advocacy and implementation). Operational continuity, predictable and flexible funding. ICRC thematic innovation is promoted in accordance with its mandate. | Compliance with IHL is fostered. |
| | | Policy dialogue and exchanges on operational approaches are intensified. |
| | | International humanitarian community areas of concerns are discussed in the ICRC Donor Support Group. |
| WFP | | |
| Priority partner outcomes | Support by SDC | Expected outcomes |
| Fighting global hunger, the provision of food aid to save lives in war, civil conflict and natural disasters in order to promote economic and social development. Promotion of worldwide food security. | Operational reliability is supported, including its protection aspects. Innovations on the link from food aid to food assistance are promoted, leading to food security. | Focused support is provided on most urgent needs and WFP core mandate, including protection aspects. |
| | | Contributions for moving from food aid to other forms of food assistance, in coordination with SDC/Global Programme on food security. |
| | | Swiss staff within WFP is increased at all levels, including JPOs, SHA experts secondments and WFP permanent UN staff. |
| UNHCR | | |
| Priority partner outcomes | Support by SDC | Expected outcomes |
| Leadership and coordination of international action to protect those fleeing wars, persecution and violation of human rights, including Internally Displaced Persons (IDP) in situations of conflicts; safeguarding refugees' rights and security and dignity; search for durable solutions. | Support UNHCR efforts in the field of protection. Support UNHCR in the search for durable solutions. Support UNHCR results based management. | Focused contributions to UNHCR core mandate policies and activities, in particular in the field of protection. |
| | | UNHCR's results-based management is strengthened. |
| | | Swiss staff within UNHCR is increased at all levels, including JPOs, SHA experts secondments and UNHCR permanent UN staff. SHA experts support provided to enhance the technical integrity of UNHCR programmes. |

| OCHA | | |
|--|---|---|
| Priority partner outcomes | Support by SDC | Expected outcomes |
| Coordination of humanitarian response of the UN system in complex emergencies and natural disasters; policy development; humanitarian advocacy and information management; humanitarian funding. | OCHA's role and capabilities are strengthened. Support to the ERC in implementing the "Transformative Agenda", in particular the cluster approach. OCHA's coordination role is accepted and recognized by the international humanitarian aid community. | Support for the recognition of OCHA's leading role in humanitarian response coordination, policy development (normative guidance), advocacy and information management. |
| | | Swiss staff within OCHA is increased at all levels, including JPOs, SHA experts secondments and OCHA permanent UN staff. |
| | | SDC support to enlarge OCHA donors base. |
| UN ISDR | | |
| Priority partner outcomes | Support by SDC | Expected outcomes |
| Coordination of strategies and programmes for disaster reduction. Platform for inter-institutional dialogue and for information exchange on disaster risk reduction: Policy development. | UN ISDR Secretariat reform is supported. UN ISDR core mandate strategy is clarified. | The ISDR system is strengthened and the Hyogo Framework for Action (including post-Hyogo) is further implemented. |
| | | An integrative approach of DRR supporting linkages between humanitarian response, sustainable development, environment and climate change is strengthened. |
| | | Support to strengthen a results based and efficient UN ISDR Secretariat. |
| UNICEF | | |
| Priority partner outcomes | Support by SDC | Expected outcomes |
| Leadership and advocacy role on the protection of children's rights and helping them to meet their basic needs in the areas of education, health and nutrition. | Policy and operational dialogues around UNICEF's emergency response in collaboration with SDC/Global Cooperation. Support to specific humanitarian activities related to child protection in emergencies, cluster coordination, WASH, DRR, transition and fragile States settings. | Thorough and continuing policy dialogue on UNICEF key activities. |
| | | Financial support to UNICEF Emergency Operations and specific country programmes funding. |
| | | Swiss staff within UNICEF is increased at all levels, including JPOs, SHA experts secondments and UNICEF permanent UN staff. |

UNRWA

| Priority partner outcomes | Support by SDC | Expected outcomes |
|---|---|---|
| <p>Support Palestine refugees achieve their full human development potential in health, knowledge and skills.</p> <p>Provide assistance and protection to 5 millions Palestine refugees.</p> <p>Support advocacy activities in favor of Palestine refugees.</p> | <p>Switzerland's financial support to UNRWA General Fund. Earmarked funding for innovative and/or organizational development projects and other specific programme contributions (protection in Lebanon, Syria and Jordan; the rule of law and employment in the occupied Palestinian territory).</p> | <p>Financial support as defined in the SDC engagement strategy with UNRWA.</p> |
| | | <p>Contribution to consolidating and systematizing change policy within UNRWA.</p> |
| | | <p>Support to improve service delivery.</p> |
| | | <p>Swiss staff within UNRWA is increased at all levels, including JPOs, SHA experts secondments and UNRWA permanent UN staff.</p> |

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