

Gender Equality for Sustainable Peace

Second Report on the
Monitoring of the Gender
Perspective in the
Implementation of the
Colombian Peace Accord



KROC INSTITUTE
FOR INTERNATIONAL PEACE STUDIES



KEOUGH SCHOOL OF GLOBAL AFFAIRS

Special Report of the Kroc Institute and the International Accompaniment Component, UN Women, Women's International Democratic Federation (FDIM), and Sweden, on the monitoring of the Gender Perspective in the Implementation of the Colombian Peace Accord

With the support of:



Barometer Initiative, Peace Accords Matrix, Kroc Institute for International Peace Studies, UN Women, FDIM, Sweden, *Gender Equality for Sustainable Peace. Second Report on the Monitoring of the Gender Perspective in the Implementation of the Colombian Peace Accord*, (Report 2, University of Notre Dame, United States of America and Bogotá, Colombia, 2019).

Design:

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Bogotá, Colombia, December 2019

Acronyms

ACONC	Association of Community Councils of Northern Cauca	FDIM	Women's International Democratic Federation
ANT	National Land Agency	GPAZ	Gender in Peace Working Group
ANZORC	National Association of Campesino Reserve Zones	GRAI	Information Analysis Group
ARN	Reincorporation and Normalization Agency	IEANPE	Special High-Level Forum with Ethnic Peoples
ARG	Group Reincorporation Areas	LGBT	Lesbian, Gay, Bisexual, Transgender
ART	Territorial Renewal Agency	LIMPAL	Women's International League for Peace and Freedom
ASOM	Association of Afro-descendant Women of Northern Cauca	MAPP/OEA	Mission to Support the Peace Process in Colombia of the Organization of American States
CEDAW	Committee on the Elimination of Discrimination against Women	MESECVI	Monitoring Mechanism of the Convention of Belém do Pará
CEPAL	Economic Commission for Latin America and the Caribbean	MOE	Electoral Observation Mission
CERREM	Committee for Risk Assessment and Recommendations	MPTF	United Nations Multi-Party Trust Fund
CEV	Truth, Coexistence and Non-Recurrence Commission	OACNUDH	Office of the United Nations High Commissioner for Human Rights
CSIVI	Commission for Monitoring, Promoting and Verifying the Implementation of the Final Agreement	OACP	Office of the High Commissioner for Peace
CNR	National Reincorporation Council	IOM	International Organization for Migration
CNGS	National Commission on Security Guarantees	ILO	International Labor Organization
CONPES	National Council of Economic and Social Policy	UN	United Nations
ETCR	Territorial Spaces for Training and Reincorporation	UN Women	UN Entity for Gender Equality and the Empowerment of Women
FARC	The Common Alternative Revolutionary Force	PAM	Peace Accords Matrix
FARC-EP	Revolutionary Armed Forces of Colombia – Army of the People	PATR	Action Plan for Regional Transformation
		PDET	Development Plans with a Territorial Focus
		PIDAR	Comprehensive Plans for Agricultural and Rural Development

PISDA	Comprehensive Community Plans for Substitution of Crops and Alternative Development
PLANFES	National Plan to Promote Cooperative and Solidarity Rural Economy
PBF	United Nations Peacebuilding Fund
PMI	Framework Plan for Implementation
PND	National Development Plan
PNIS	National Comprehensive Program for the Substitution of Crops Used for Illicit Purposes UNDP - United Nations Development Program
POSPR	Plan for the Social Organization of Rural Property
RESO	Registry of Beneficiaries of Land Access, and Formalization and the National Land Fund,
SISEP	Comprehensive Security System for the Exercise of Politics
SAT	Early Warning System
SENA	National Vocation Service
SESP	Specialized Security and Protection Sub-directorate
SIVJRNR	Comprehensive System for Truth, Justice, Reparation and Non-Recurrence
UARIV	Unit for the Attention and Comprehensive Reparation of Victims / Victims Unit
UBPD	Unit for the Search for Persons Deemed as Missing in the context of and due to the armed conflict
UEI	Special Investigation Unit
UIA	Investigation and Prosecution Unit
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNP	National Protection Unit
UNIPEP	Police Unit for Peacebuilding



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Foreword

The Final Agreement to End the Armed Conflict and Build a Stable and Lasting Peace, signed on November 24, 2016, by the Colombian Government and the Revolutionary Armed Forces of Colombia (FARC-EP), took an unprecedented step to apply international standards of gender equality to the peacebuilding process. This achievement was made possible because of active participation of women in the multiple phases of negotiation and the different mechanisms designed and implemented at the negotiation table, the commitment of the parties included in the leadership of the gender subcommittee, and support from the international community.

The Final Accord establishes the gender perspective as a guiding principle for its implementation: it includes close to 130 affirmative measures to promote equal rights for men and women, emphasizing and requiring the active participation of women and their organizations in peacebuilding. In addition, the Accord recognizes the victimization of women throughout the armed conflict. It adopts measures for ensuring women have equitable access to plans and programs contained in the agreement.

Taking this into account, and in accordance with the Final Accord mandate for monitoring, follow-up, and periodic reporting by the International Verification Component of the Commission for Monitoring, Promoting and Verifying the Implementation of the Final Agreement (CSIVI), the Kroc Institute for International Peace Studies in partnership with Sweden, the Women's International Democratic Federation (FDIM), and the United Nations Entity for Gender Equality and Women's Empowerment (UN Women), have prepared the ***Gender Equality for Sustainable Peace: Second Report on the Monitoring of the Gender Perspective in the Implementation of the Colombian Peace Accord***.

The quality and sustainability of peace achieved through the implementation of the Accord depends to a large extent on the implementation of comprehensive and coordinated gender-specific measures. Three years have passed since the Final Peace Accord was signed, and as this report makes clear, there is a need to rapidly and sustainably translate the important institutional and regulatory advances achieved into implementation at the territorial level, which will open valuable opportunities to transform and improve the status of women in Colombian society.

Since the first special gender report¹ published in late 2018, the institutional architecture for implementing gender-related commitments has been bolstered, and policy planning mechanisms, methodologies, and instruments for this group of initiatives have been significantly improved. Undoubtedly, leadership from the gender commissions and groups working in the Comprehensive System for Truth, Justice, Reparation and Non-Recurrence (SIVJRNR), National Reincorporation Council (NRC), Office of the Presidential Councilor for Stabilization and Consolidation, and High Level Government Gender Body, has been instrumental for these advances.

Gender policy mechanisms in government and state entities, as well as in the working groups and forums included in the Accord, have been decisive in establishing a national reincorporation policy (CONPES 3931 of 2018) with a focus on gender. These mechanisms have been definitive in ensuring the participation of ex-combatant women in the execution of productive initiatives for their economic reincorporation into civil society. The mechanisms have also been essential in creating opportunities for female victims to benefit from transitional justice measures and prioritize their concerns within SIVJRNR missions. In numerical terms, close to 96% of the sectorial action plans for the 51 indicators of the gender chapter of the Framework Plan for Implementation (PMI) have been completed.

Over the last year, the commitment and proactive participation of women in the implementation of the Accord at the national and subnational level in Colombia, including the most remote territories, has been crucial for peacebuilding. For example, incorporating women's participation in the regulatory implementation phase of the Accord provides a gender-sensitive perspective in new laws and women's participation has secured a significant number of rights- and equality-based initiatives within the Action Plan for Regional Transformation (PATR). Women's participation has ensured the inclusion of two women's organizations in the National Commission on Security Guarantees (CNGS) and has contributed to advances in the Early Warning System (SAT) designed to identify risks to affirmative action for women and the LGBT population.

Although several important advances have been made, multiple initiatives have proven insufficient and are being implemented at a slower pace than those of the general Accord. Failure to swiftly implement key measures focused on gender equality has had direct negative implications on the impact of other initiatives in progress. Moreover, failure increases the likelihood that women and citizens in general lose confidence in the process. Therefore, in order to maximize the transformative nature of the Accord's measures on the lives of women in particular and achieve greater progress in the implementation of a gender perspective generally, it will be necessary to

¹ Barometer Initiative, Peace Accords Matrix, Kroc Institute for International Peace Studies, UN Women, FDIM, and Sweden, "Special Report of the Kroc Institute and the International Accompaniment Component, UN Women, FDIM, and Sweden, on the Monitoring of the Gender Perspective in the Implementation of the Colombian Final Peace Accord. December 2016 to June 2018," (Report 1, Bogotá, Colombia, 2018). https://kroc.nd.edu/assets/294960/181030_informe_ge_nero_esp_final_2_.pdf.

accelerate the completion of commitments related to Comprehensive Rural Reform, participation, protections, and security guarantees, as well as those related to comprehensive reparations, such as the restitution of rights as well as psychosocial rehabilitation and economic recovery.

The time to act is now. As the 20th anniversary of United Nations Security Council Resolution 1325 on Women, Peace, and Security approaches in 2020, Colombia has the opportunity to demonstrate how commitments at the negotiation table have transformed into action thanks to the gender perspective in the Final Accord. This perspective has provided a fundamental base for gender equality and the transformation of women's lives, a means for fulfilling Sustainable Development Goals for 2030, and a method for ensuring equitable peace, one that includes women and that leaves no one behind.

UN Women
Kroc Institute
FDIM
Sweden



Executive Summary

Three years after the signing of the Colombian Peace Accord, the implementation process is at a critical inflection point. In order to achieve sustainable, quality peace, implementation of the Accord must move beyond the creation of a new institutional infrastructure and adoption of laws and toward accelerating implementation in the territories. This report examines a fundamental element of quality peace and one of the most innovative aspects of the Colombian Accord: the inclusion of 130 specific commitments that place women at the center of its implementation. This document also synthesizes the most important advances and identifies gaps, opportunities, and best practices related to the implementation of gender commitments. Without the active participation of women in decision-making, the Final Accord will not fulfill its purpose of closing the social and economic gaps that exist between men and women, and between those who live in the territories most affected by the armed conflict and the rest of the country.



“Women are not going to dance to the beat of the war drum; we need peace.”²

In this second joint report, the Kroc Institute for International Peace Studies and the international accompaniment component, which includes Sweden, Women’s International Democratic Federation (FDIM), and UN Women, present an analysis of the implementation of the gender perspective in the Final Accord. The report includes qualitative and quantitative analysis of the implementation for the period between September 2018 and August 2019. Quantitative data of implementation levels includes information from the beginning of the Accord to August 2019.

The purpose of this report is to contribute to the decision-making process of relevant actors when promoting sustainable peace and to provide impetus for implementation with a gender-

² Women’s International Democratic Federation (FDIM), “FDIM Report August 2019,” (Bogotá, 2019), 6.

based approach at this critical moment. Considering that women should be actively involved in the implementation of the Peace Accord, the report demonstrates how they can be a catalyst for peacebuilding and development processes at the local and national levels. In particular, it argues that the gender perspective is a promising opportunity for the empowerment of women in rebuilding the social fabric that has been damaged by the armed conflict.

The **quantitative analysis** carried out by the Kroc Institute shows that there is still a gap between the implementation of the commitments aimed at improving gender equality compared to the levels of implementation of the broader Accord, with a lag in the initiation and implementation of the gender measures. On the one hand, a higher percentage of gender commitments have not been initiated. As of August 2019, 42% of these gender commitments have not been initiated, compared to 27% non-initiation of the general commitments—a difference of 15%. Furthermore, among those that have been initiated, fewer gender commitments have been fully implemented compared to general commitments in the Accord. While 25% of general commitments have been completed, only 8% of the gender commitments are completed, producing a gap of 17% throughout the Accord. Organized by thematic pillar of the Accord, Point 5 (Victims' Rights) has registered the most progress in recent months while other points of the Accord (Points 1 [Comprehensive Rural Reform], 2 [Citizen Participation], and 4 [Illicit crop substitution]) have had less progress.

Introducing a temporal dimension to the monitoring of the implementation, the Kroc Institute compared the **Framework Plan for Implementation (PMI)**—a national government policy document that provides indicators and timelines for implementation of the Final Accord—to the 130 gender commitments identified by the Institute. The largest implementation gap between all the commitments and those with a focus on gender lies in their initiation. Implementation of many commitments for women's rights have not begun as of yet, despite all but two having initiation dates after 2019 as established in the PMI. Additionally, 28 of the commitments with PMI completion dates for 2019 have not even been initiated. The comparison also reveals that more than half of the gender commitments have completion dates from 2019-2026, meaning they encompass medium- to long-term actions.

The report also presents a qualitative analysis of four issues identified as priorities by key actors and women's organizations during technical working groups with the international component.³ The first of these is **territorial transformation**, which includes **Comprehensive Rural Reform** and the **substitution of crops used for illicit purposes**, as fundamental components for addressing some of the root causes of the armed conflict. If the initiatives to provide land access, create

³ The technical working groups are spaces facilitated by the international accompaniment component for the implementation of gender commitments in the Final Accord, with the purpose of collecting concerns and perspectives of the various women's and LGBT organizations working in peacebuilding.

Development Plans with a Territorial Focus (PDET), and undertake a National Comprehensive Program for the Substitution of Crops Used for Illicit Purposes (PNIS) are not implemented comprehensively and simultaneously, with women actively participating in decision-making, the transformation of the territories in the Colombian countryside as designed by the Peace Accord will not be possible.

Nonetheless, the report recognizes important progress made by the Ministry of Agriculture, National Land Agency (ANT), and Office of the Presidential Councilor for Stabilization and Consolidation, in terms of affirmative gender actions in programs such as *Formalizar para Sustituir (Formalize to Substitute)* and *El Campo Emprende (Entrepreneurs in the Countryside)*, among others. It is necessary to continue strengthening the gender perspective and to coordinate different actions for this purpose.

Regarding **security guarantees**, the implementation of the Final Accord has generated valuable opportunities for the participation and leadership of women. However, the delay in the implementation of commitments related to collective and community protection has allowed the emergence of new risk factors for female social leaders and human-rights defenders, especially those in ethnic and rural communities. Women leaders continue to face gender-specific risks, such as sexual violence and torture.

Important advances for gender-related security guarantees have been highlighted for the period analyzed, such as: the inclusion of two women's organizations, the National Women's Summit and GPAZ, as permanent guests of the National Commission on Security Guarantees (CNGS); the launch of the gender working group and affirmative approaches of said commission; and the reactivation of the Intersectoral Commission for Women's Guarantees. On a negative note, the Comprehensive Program of Guarantees for Women Leaders and Human Rights Defenders does not yet have the multi-annual plan of action that makes its implementation viable over the coming years.

The disarmament and reincorporation of the FARC-EP prompted the rearrangement of other illegal armed groups in a struggle for control over certain territories, local populations, and legal and illegal extractive economies. This has led to an increase in violence against the civilian population and threats against women leaders in the areas most affected by the armed conflict. From 2016 to September 2019, the Office of the United Nations High Commissioner for Human Rights (OHCHR) has documented around 320 cases of murders of human rights defenders, 36 of whom were women and six that belonged to the Lesbian, Gay, Bisexual, Transgender (LGBT)

community.⁴ According to the Ombudsman's Office, between February 2018 and May 2019, 447 threats towards female leaders were registered, usually involving sexist content and sexual advances.⁵ As noted by the Secretary-General of the United Nations in his most recent report on "Women and Peace and Security,"⁶ specific legal, social, and physical protection measures are required for and with civil society women who suffer threats, harassment, violence, and hate speech, while women's organizational and leadership initiatives must be strengthened.⁷

Progress has been made in the inclusion of measures with a focus on women's rights in the reincorporation of ex-members of the FARC-EP, including initiatives carried out by the Reincorporation and Normalization Agency (ARN), as well as the approval of CONPES 3931 of 2018 that incorporates 18 specific affirmative measures. The report also highlights the continuation of the Gender Working Group of the National Reincorporation Council (CNR) and a significant number of self-managed initiatives by the ex-combatant population and the accompaniment of international collaborators.

However, the sustainability of livelihood initiatives is at risk due to issues associated with land access and the participation of women in processes of social, economic, and political reincorporation. Regarding participation, barriers to access to health services and professionalization of knowledge remain, as well as additional burdens associated with domestic work and non-remunerated care tasks. Additionally, as ex-combatants leave the assigned cantonment zones and established settlements elsewhere, new institutional challenges have arisen, including the provision of basic social services and the comprehensive rights guarantees for ex-combatants and their communities.

The highest level of implementation for gender commitments during the period under analysis was registered in Point 5 of the Accord. The institutions that make up the **Comprehensive System for Truth, Justice, Reparation, and Non-Recurrence** (SIVJRNR) recognize parity as a guiding principle of their institutional structure. Women have been assigned to decision-making positions

⁴ Alberto Brunori, "Threats, attacks, and murders against human rights defenders in Colombia," Office of the United Nations High Commissioner for Human Rights, September 26, 2019, <https://www.hchr.org.co/index.php/informacion-publica/pronunciamentos/intervenciones-de-la-direccion/442-ano-2019/9104-amenazas-ataques-y-asesinatos-contra-personas-defensoras-de-los-derechos-humanos-en-colombia>.

⁵ See: Ombudsman's Office, "Defensorial Report: Gender-based Violence and Discrimination," (Bogotá, 2019), <http://www.defensoria.gov.co/public/pdf/Informe%20Defensorial-Violencias-Basadas-Genero-Discriminacion.pdf>; "We will continue working with all women supporting the commitment they have with life: Ombudsman at Forum for Life in Cali," *Office of the Ombudsman*, July 3, 2019, <https://bit.ly/2ncswUH>.

⁶ Secretary General of the United Nations, "S/2019/800 - Las Mujeres y la paz y la seguridad," United Nations, October 9, 2019, paragraph 121, section c, <https://undocs.org/es/S/2019/800>.

⁷ OXFAM, "Defenders of the Earth, the Territory, and the Environment: Guardians of life," (Bogotá, April 2019), 26.

and specific work teams for implementation of gender commitments. Likewise, mechanisms have been designed and implemented to promote the participation of women, LGBT populations, and ethnic communities. Methodologies and instruments have been incorporated that ensure ethnic and gender diversity in the conformation of the teams, in the information systems, and in the data collection and analytical processes. This makes evident the institutional adoption of a gender-based approach in the entities of the SIVJNR, especially in the Truth, Coexistence, and Non-Recurrence Commission (CEV) and the Special Jurisdiction for Peace (JEP).

It is necessary to continue the implementation of these actions to guarantee the right to truth, justice, and reparations for women and LGBT citizens, and to make greater efforts to ensure the integrity and sustainability of the SIVJNR. Actions include advancing the reparation processes that are part of the Attention and Comprehensive Reparation of Victims Policy or upholding the non-recurrence commitments contained in the Accord.

The report argues that with women at the center of the implementation, peace will be more sustainable and with better quality. Investing in women—in their political and economic empowerment, their transformative reparations, and their role as rebuilders of the social fabric affected by the armed conflict—is an accelerator of peace and development. Although progress has been made in the implementation of gender commitments, there are also gaps compared to the levels of general implementation, which involve greater efforts to preserve the integrity of the 130 affirmative measures of the Accord as a condition of the quality and sustainability of peace.

To fill these gaps, the report prioritizes the most important recommendations that can be implemented by the current administration. These are aimed at consolidating the advances of recent years, promoting the implementation of high-impact programs, and accelerating and assuring budget allocation for the implementation of commitments based on gender equality. Additionally, it is important to deepen the cooperation of the parties in the implementation of the Accord with the active participation of women and the support of the international community.



Introduction

The international accompaniment component, which includes Sweden, the Women's International Democratic Federation (FDIM), UN Women, and the Kroc Institute for International Peace Studies, presents the second joint report on the implementation of the gender perspective in the Final Accord. The report summarizes the implementation progress and challenges that have emerged since the agreement was signed in order to provide not only monitoring data but also to identify best practices and priority areas relevant to decision-making actors involved. The qualitative analysis of the implementation of the gender perspective spans the period from September 2018 to August 2019, while the quantitative data on the levels of implementation have been cumulative from the start of the implementation of the Accord to August 2019.

Three years after the signing of the Colombian Peace Accord, the process has reached a critical inflection point whereby it has become essential to consolidate implementation at the territorial level. For this, it is necessary to reflect on lessons and actions that may ensure the materialization of the Accord's transformative spirit in the areas most affected by the armed conflict. Improving the quality of implementation and building peace requires focusing on gender commitments. Compared to the average progress in the implementation of the Accord's general commitments to date, gaps in the implementation of gender stipulations have continued to appear.

For this reason, the Government of Colombia and the FARC must be urged to strengthen their commitment to the gender perspective as it relates to peacebuilding, and to recognize that bolstering the effective participation and rights of women in this area will generate valuable opportunities for transformation and progress. The implementation of gender commitments is also necessary for compliance with the international regulations agreed to in the Accord. These regulations include the United Nations Security Council Resolution 1325 on Women, Peace, and Security, which celebrates its 20th anniversary on October 31, 2020.

This report is divided into three large sections. The first section presents advances in the implementation of the gender commitments from a quantitative perspective, utilizing the monitoring methodology created by the Kroc Institute. This analysis shows that despite the progress made in this period—particularly in the incorporation of the gender perspective in the Comprehensive System for Truth, Justice, Reparation and Non-Recurrence (SIVJRNR)—there is still a sizeable gap between general implementation and implementation of gender commitments.

The second section presents qualitative analysis of four issues identified as priorities by key actors and women's organizations during technical working group sessions with the international accompaniment component. These four issues are: 1) territorial transformation, which includes implementation of the gender perspective in Comprehensive Rural Reform and the National Comprehensive Program for the Substitution of Crops Used for Illicit Purposes (PNIS); 2) security guarantees and protection of the integrity and life of all women, especially female human rights defenders, women leaders, indigenous, afro-Colombian, Rrom, and rural women, as well as members of the Lesbian, Gay, Bisexual, Transgender (LGBT) population; 3) reincorporation of former members of the FARC-EP; and 4) victims' rights and SIVJNRN transitional justice activities.

The third section presents conclusions, summarizing the findings of the report and highlighting the importance of translating institutional and regulatory advances into territorial enforcement and promotion of women's human rights. This final section also outlines recommendations and identifies opportunities for accelerating implementation of specific aspects related to the Final Accord's thematic pillars.

Methodology for measuring the implementation levels of gender commitments

As a framework, the present analysis considers the gender commitments located in the text of the Final Accord as identified by the Kroc Institute and UN Women, as well as the definition of the gender perspective as a transversal and guiding principle for implementation as highlighted in Point 6 of the Accord. The gender perspective for implementation contains four central ideas: 1) ensuring that men and women enjoy equal rights; 2) the need to guarantee affirmative measures and differentiated actions to promote gender equality; 3) recognition of the disproportionate effects and impacts of armed conflict on women; and 4) the full inclusion and equal participation of women and their organizations. Below is the definition of the gender perspective contained in the Accord:

“

“In this Accord, the gender perspective refers to the recognition of equal rights between men and women and the special circumstances faced by each gender, especially women, regardless of their marital status, life cycle, and family and community relationship, as a subject with rights and special constitutional protections. It implies in particular the need to guarantee affirmative measures to promote equality, the active participation of women and their organizations in peacebuilding, and the recognition of the victimization of women as a result of the conflict. In order to ensure effective equality, affirmative measures that respond to the disproportionate impacts of armed conflict on women, in particular sexual violence, must be advanced.

Regarding the rights of victims, their protection should entail differential treatment that recognizes the causes and disproportionate effects that the armed conflict has had on certain populations, especially women. In addition, affirmative actions must be taken so that women can access the plans and programs contained in this Accord on equal terms. The participation of women and their organizations and their equitable representation in the different spaces of participation will be guaranteed. The gender perspective should be understood and applied transversally throughout the implementation of the entire Accord.”⁸

”

v⁸

The Kroc Institute’s methodology for monitoring the implementation of the Final Accord in general, and the gender perspective in particular, is supported by the methodology of the Peace Accords Matrix (PAM) developed by the University of Notre Dame.⁹ To monitor the implementation of the Final Accord, the Kroc Institute has identified 578 stipulations, which are understood as concrete, observable, and measurable commitments located in the final text of the agreement.

⁸ Negotiation Table, “Final Agreement to End the Armed Conflict and Build a Stable and Lasting Peace,” (Colombia: Office of the High Commissioner for Peace, 2017), 193.

⁹ Madhav Joshi and Jason Quinn, Peace Accords Matrix Implementation Dataset, V.1.5 (July 29, 2015), Kroc Institute for International Peace Studies, University of Notre Dame, <https://peaceAccords.nd.edu/research>.

Of these 578 stipulations, 130 have been identified as having a gender perspective¹⁰—that is, they commit the signatory parties (the Colombian government and the FARC) to implementing specific affirmative actions to ensure the prioritization of women and LGBT populations in programs related to the implementation of the Accord; encourage the leadership and participation of women and the LGBT populations in certain bodies or implementation processes; address aspects such as structural discrimination and the disproportionate impact of the armed conflict on women, girls, and LGBT; and guarantee equitable access to the programs and benefits of the Accord. These stipulations promote gender equality and are part of the implementation matrix developed in a collaborative process with key actors monitoring the implementation of this perspective.¹¹

The analysis in this report was constructed in accordance with the Kroc Institute’s methodology, incorporating the resources and technical support provided by UN Women, the Swedish Embassy, and FDIM. It includes information provided by women’s organizations, networks, and platforms in Colombia, as well as LGBT organizations at the national and territorial levels. Throughout the period covered by this report, the Kroc Institute and the FDIM have accompanied the territorial meetings of the Special Forum for the Implementation of the Gender Perspective in the Final Accord to help guarantee a focus on women’s rights in the implementation of the Final Accord.

The report also includes conclusions from the two technical working groups¹² organized by UN Women, the FDIM, and Sweden, as well as information from the various assessments produced by women’s groups related to Final Accord implementation. These working groups have produced data on the progress, delays, and concerns associated with the implementation process. They have provided important opportunities to socialize and validate early versions of the analysis contained in this report among civil society and women’s organizations, as well as among women in remote territories and those that pertain to black and indigenous ethnic groups.

¹⁰ According to Article 8 of the United Nations Security Council Resolution 1325 on Women, Peace, and Security, peace agreements must have a “gender perspective,” United Nations Security Council Resolution 1325 on Women, Peace, and Security, S/RES/1325, October 31, 2000, 3.

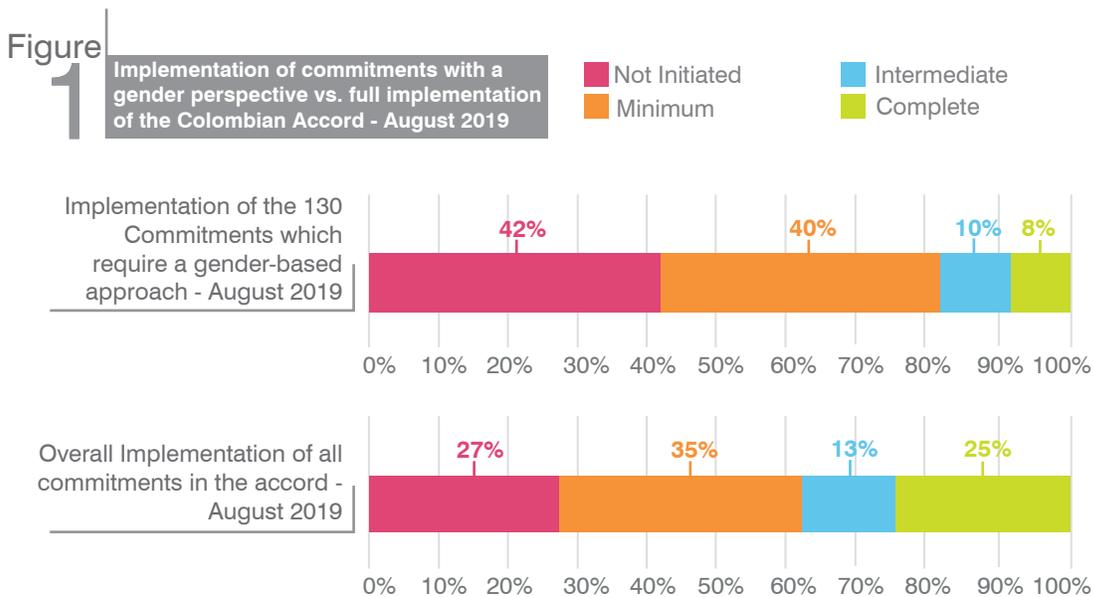
¹¹ For more information on the methodology of the Kroc Institute for monitoring the implementation of the gender-based approach, we recommend consulting the first report; Barometer Initiative, Matrix of Peace Agreements, Kroc Institute for International Peace Studies, UN Women, FDIM, & Sweden, “Special Report of the Kroc Institute and the International Accompaniment Component, UN Women, FDIM, and Sweden, on the Monitoring of the Gender Perspective in the Implementation of the Colombian Final Peace Accord. December 2016 to June 2018,” (Report 1, Bogotá, Colombia, 2018) https://kroc.nd.edu/assets/294960/181030_informe_ge_nero_esp_final_2_.pdf.

¹² Swedish Embassy, UN Women, FDIM, “Balance of the monitoring of the implementation of the Final Accord with a gender-based approach,” (First Gender Technical Working Group/Forum, Bogotá, April 11, 2019); Swedish Embassy, UN Women, FDIM, “Balance of the monitoring of the implementation of the Final Accord with a gender-based approach,” (Second Gender Technical Working Group Bogotá, September 5, 2019).

General overview of implementation with a gender perspective

The Kroc Institute’s Barometer Initiative monitors the implementation of the gender perspective of the Colombian Accord by measuring progress in the implementation of 130 commitments related to gender equality and women’s rights. Comparison of these gender commitments to the entire Accord shows that despite the progress made—particularly in the implementation of a gender perspective by the SIVJRNR—implementation of these affirmative measures is lagging behind general implementation.

This implementation gap is shown in Figure 1. The first bar refers to the levels of implementation of the commitments with a gender perspective, and the second bar refers to the levels of implementation of all the commitments in the Accord. The figure shows that 42% of the gender commitments have not been initiated, while only 27% of all Accord commitments have not been initiated, signifying a lag of 15 percentage points. Likewise, only 8% of gender commitments have been completed, while 25% of commitments in the overall agreement have been implemented, marking a difference of 17 percentage points.

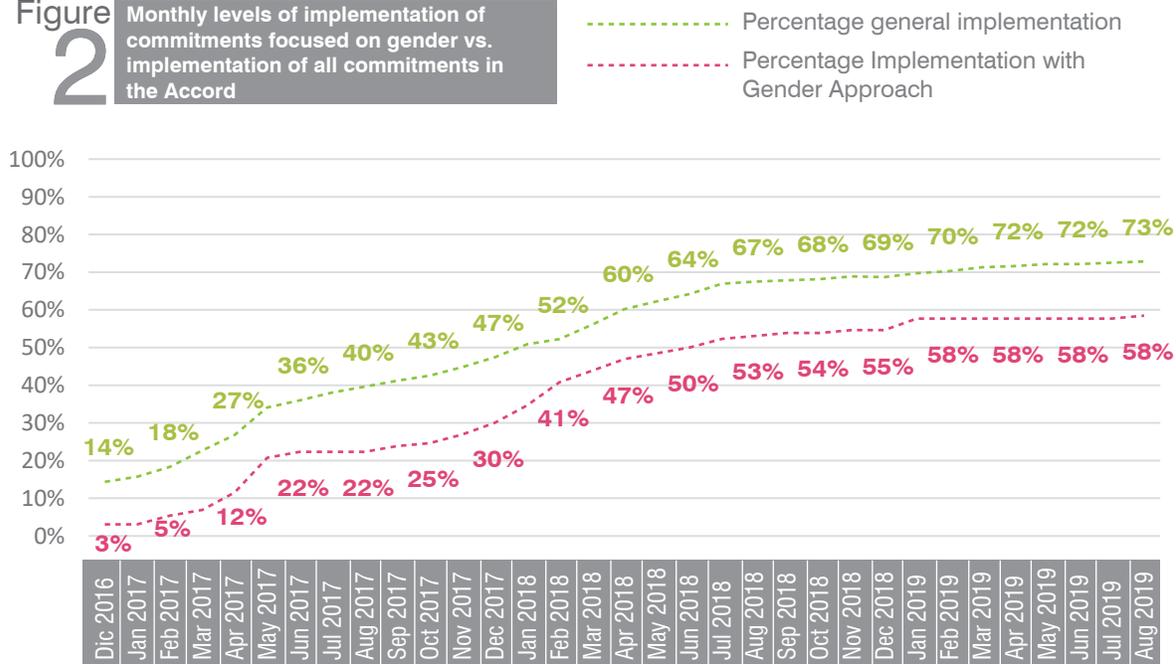


Introducing a temporal dimension to monitoring, the Kroc Institute compared the Framework Plan for Implementation (PMI)—a policy document that provides indicators as well as scheduled start- and end-dates for the implementation of the Final Agreement—with the 130 gender commitments in the Matrix. Results from the comparison indicate that 90 of the 130 commitments have at least one indicator in the PMI. According to the PMI document, more than half of the 90 commitments must be completed from 2019-2026, meaning many of the gender initiatives are comprised by medium- to long-term actions. The scheduled end-dates included in the PMI reveal additional implementation gaps in gender-related commitments: 28 of the commitments with completion dates up to 2019 have not yet been initiated. These gaps indicate the low likelihood that many of the gender commitments will be fully implemented by their deadlines.

Although the implementation of gender commitments lags behind general implementation of the Accord, the number of commitments implemented has increased almost every month since the implementation process began in December 2016. In Figure 2, the bottom line shows that, as of August 2019, 58% of the commitments focused on gender (76 of 130) have been initiated or completed, while the top line shows that, as of August 2019, 73% of the Accord's commitments (421 of 578) have been initiated or completed.

The space between these two lines represents the gap between the gender-based implementation and the overall implementation of the Agreement. At the beginning of 2019, it seemed that this gap was decreasing—in January 2019 the difference was 12 percentage points —however, it has increased slightly to 15 percentage points in August 2019.

Figure 2 Monthly levels of implementation of commitments focused on gender vs. implementation of all commitments in the Accord



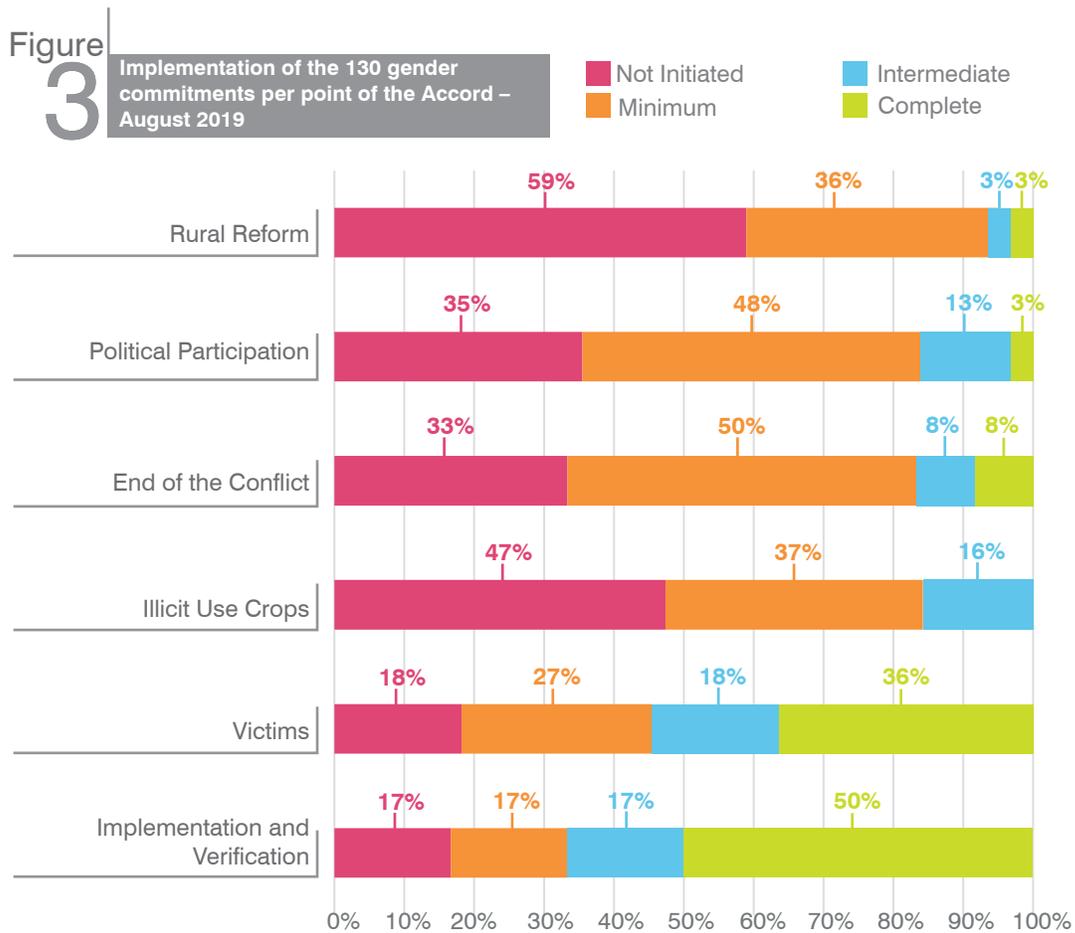
As of August 2019, only four gender commitments have been fully implemented, and five have reached intermediate levels of implementation. Most of these commitments are related to the SIVJRNR. Both the CEV and the JEP’s Investigation and Prosecution Unit (UIA) have active working groups on gender or sexual violence.¹³ Additionally, at the beginning of June 2019, both the CEV and JEP held a series of meetings with women and members of LGBT communities who are victims of the armed conflict to communicate their operations and listen to the testimonies of the victims.¹⁴

Although gender commitments have shown progress in Point 5 of the Accord (Rights of Victims), less progress has been made during this period in other points of the Accord. Figure 3 presented

¹³ Advances, challenges, setbacks, and opportunities for the implementation of the Gender- based Approach,” (Expert Dialogue: Gender and the SIVJRNR, Bogotá, April 4, 2019); Official (Investigation and Accusation Unit of the Special Jurisdiction for Peace) interview conducted by the Kroc Institute team, June 28, 2019.

¹⁴ Truth, Coexistence, and Non-Recurrence Commission, “The truth of the sexual violence that the war has left in Colombia,” (June 27, 2019), <https://comisiondelaverdad.co/actualidad/noticias/la-verdad-de-las-violencias-sexuales-que-ha-dejado-la-guerra-en-colombia>; Investigation and Prosecution Unit, “Women of Soacha and Bogotá participate in the Third National Workshop with Victims of Sexual Violence,” (Comunicado 017, July 29, 2019), <https://www.jep.gov.co/SiteAssets/Paginas/JEP/ui/Sala-de-prensa/Comunicado%2017%20-%20Mujeres%20de%20Soacha%20y%20Bogot%C3%A1,%20participan%20en%20el%20Tercer%20Taller%20Nacional%20con%20V%C3%ADctimas%20de%20Violencia%20Sexual.pdf>.

below shows the percentages of implementation of commitments focused on gender for each of the points of the Accord. The highest levels of full implementation of commitments focused on gender are in Point 6 (Implementation and Verification) and Point 5 (Rights of Victims). In Point 1 (Comprehensive Rural Reform), Point 2 (Political Participation), and Point 4 (Substitution of Crops Used for Illicit Purposes), less than 3% of the gender-related commitments have been completed, and these points have the highest percentages of uninitiated commitments.



This quantitative analysis coincides with the qualitative analysis presented in this report, as it concludes that, although significant progress has been made in terms of the implementation of the gender perspective, its implementation levels still lag behind those of the general Accord, particularly in the initiation of the commitments. It is necessary that the Government continues to initiate the implementation of the commitments focused on gender equality to ensure that they are fully implemented by the deadline contemplated by the PMI.

Priority areas

in the implementation of the Final Accord with a gender perspective

1. Territorial transformation: Comprehensive Rural Reform and substitution of crops used for illicit purposes

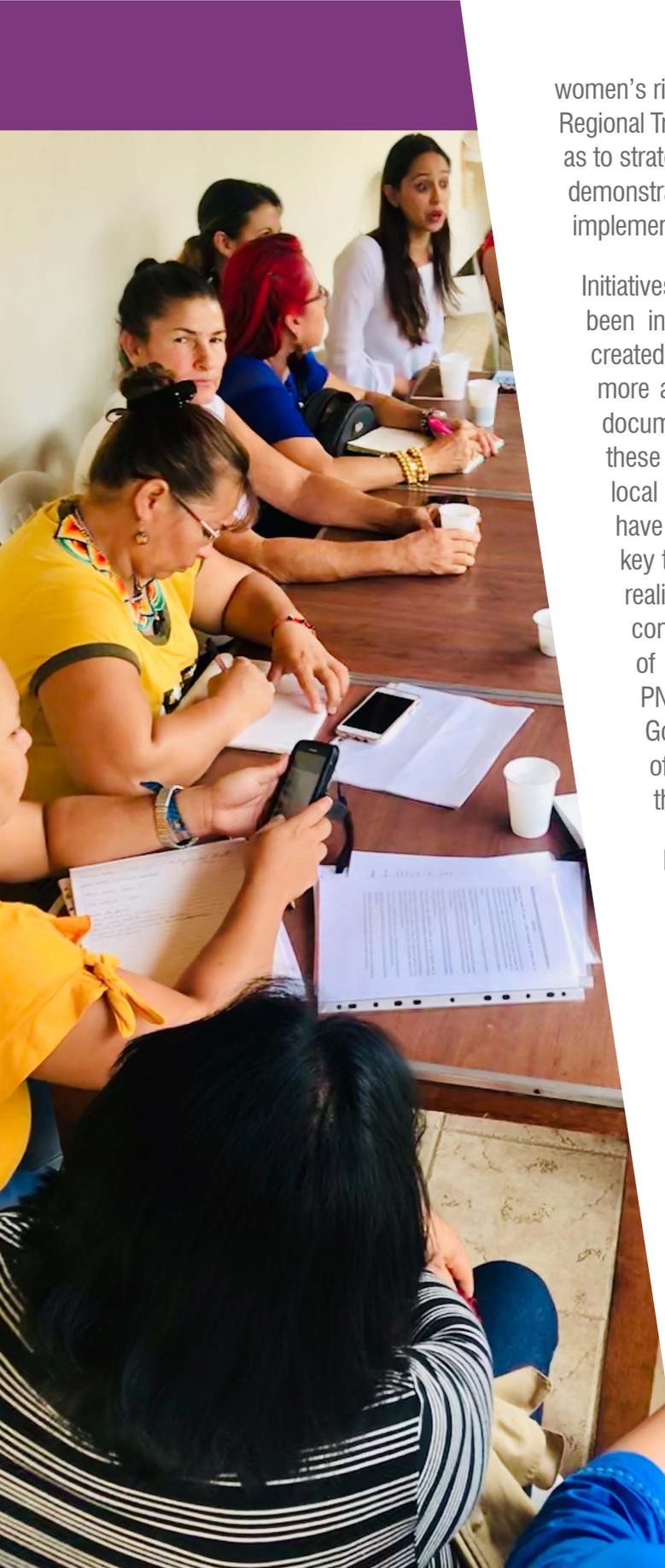
The implementation of Comprehensive Rural Reform (Point 1) and the National Integral Program for the Substitution of Crops Used for Illicit Purposes (Point 4) are fundamental for structurally transforming the countryside, creating sufficient welfare conditions for women and men, contributing to non-recurrence, and building stable

and lasting peace. The content of these two points is critical because it addresses some of the main causes that gave rise to the armed conflict in Colombia, particularly those related to poverty and inequality. If the gender and non-gender commitments related to land access, the Development Plans with a Territorial Focus (PDET), and the National Comprehensive Program for the Substitution of Crops Used for Illicit Purposes (PNIS) are not implemented comprehensively and simultaneously, the structural transformation proposed by the Peace Accord will not be possible.

Unfortunately, in practice, it has been shown that these efforts are often out of sync. The Government must coordinate, prioritize, and accelerate the implementation commitments focused on gender in these areas. Specifically, it is essential to prioritize the implementation of

“We insist on the importance of the intimate coordination that must occur between Point 1 (Comprehensive Rural Reform) and Point 4 (Substitution of Crops Used for Illicit Purposes). In this sense, the progress of one point depends on the other.”¹⁵

¹⁵ Women’s International Democratic Federation, “FDIM August 2019 Report,” (Bogotá, August 2019), 3.



women’s rights and gender initiatives within the Action Plan for Regional Transformation (PATR) as well as those in the PMI, so as to strategically include participation from rural women and demonstrate the potential of comprehensive Peace Accord implementation.

Initiatives for gender equity in the Colombian territories have been included in the National Development Plan (PND) created by Iván Duque’s Administration, making them more attainable than ever.¹⁶ However, its inclusion in the document is not enough. The effective implementation of these commitments at the territorial level also requires local governments to act, especially those leaders that have just been elected for the period 2020-2024. It is key that territorial development plans be based on local realities, needs, and strengths; on the inclusion of concrete measures to protect and guarantee the rights of women; as well as on the coordination with the PND and the PATR. This would allow the Colombian Government to continue advancing in the fulfillment of the commitments acquired in the Final Accord and the PMI.

In programs such as the PDET and PNIS, the full inclusion of rural women in all their diversity depends on the preparation of necessary information and opportunities to influence, become involved, and benefit from the execution of these plans. The PNIS pilot in Briceño (Antioquia) offers important lessons for inclusion of women in this regard. Female participants report that although they were included in the design of the program, they did not see their interests and needs represented in the decision-making spaces. In addition, the process failed to adequately address the

¹⁶ Law 1955 of May 2019, “Whereby the National Development Plan 2018–2022 is issued. Pact for Colombia, Pact for Equity,” May 25, Official Gazette. 50, 964.

diversity of participants' identities and experiences, despite a wide range of ethnic and age groups being represented.¹⁷ It is worth noting that particularly for women who belong to ethnic communities, the lack of a specific decree or law for PNIS in collective territories is a major obstacle to accessing land and participating in decision-making spaces.

Box 1

Best practices: integration of gender, ethnic, and territorial approaches

Analysis of reforms in the territories must take into account the diversity of rural women and their intersectionality—the multiple, complex, and overlapping identities of these women: they are farmers, belong to different ethnic peoples, and have been victims of the armed conflict. In this sense, the implementation monitoring exercise carried out by the *Humanas Corporation* in Chocó constitutes a best practice when recognizing this complexity. *Humanas*, together with women's organizations, identified priorities for Chocoana women in implementation at the regional level, becoming an example of local prioritization of implementation and territorial monitoring of gender and ethnicity. This exercise draws attention as it integrates transversal gender, ethnic, and territorial approaches.¹⁸

¹⁷ Embassy of Sweden, UN Women, FDIM, “Balance of the monitoring of the implementation of the Final Accord with a gender-based approach,” (Second gender technical panel, Bogotá, September 5, 2019).

¹⁸ Corporación Humanas, “Monitoring tool for territorial implementation of the gender measures included in the Peace Agreement,” Quibdó, May 2019, https://www.humanas.org.co/alfa/dat_particular/ar/arc_13852_q_Herramienta_de_seguimiento.pdf.

Analysis of the indicators of the gender chapter of the Framework Plan for Implementation (PMI)

Since the publication of the First Gender Report,¹⁹ the High Level Government Gender Body has been established to implement the affirmative measures of the PMI. Of the 51 indicators in the PMI gender chapter, 19 are related to Point 1 of the Accord, which is equivalent to 37%. The implementation of these 19 indicators will have an important impact on territorial transformation and the rights of rural women. Of these 19 indicators, 18 have work plans in effect. The most important advances that have been identified in relation to these indicators are summarized below:²⁰

- The construction of the PATR was carried out in a participatory manner in the prioritized areas.
- International accompaniment with technical and financial support to rural communities—including men and women—was included in the creation and strengthening of cooperatives, associations, and community organizations through the work of the Special Administrative Unit of Solidarity Organizations and the National Plan to Promote Cooperative and Solidarity Rural Economy (PLANFES).
- Credit lines with affirmative actions for women in the purchase of land were established by the Ministry of Agriculture.

To date no progress has been made in the following PMI indicators:

- The mechanisms of conciliation and resolution of conflicts of use and land tenure have yet to be introduced. However, the Ministry of Justice is in the process of hiring and including gender-sensitive training for staff.²¹
- The Ministry of Health is in the process of a regulatory adjustment to fulfilling its commitments to create special models of public health with a focus on women's rights to dispersed rural areas.

¹⁹ Barometer Initiative, Peace Accords Matrix, Kroc Institute for International Peace Studies, UN Women, FDIM, Sweden, "Special Report of the Kroc Institute and the International Accompaniment Component, UN Women, FDIM, and Sweden, to monitor the gender approach in the implementation of the Final Accord December 2016–June 2018," (Report 1, Bogotá, Colombia, 2018), https://kroc.nd.edu/assets/294960/181030_informe_ge_nero_esp_final_2_.pdf.

²⁰ Presidency of the Republic, "Work Plans to comply with the 51 Gender Indicators of the Final Accord Framework Plan for Implementation," (2019).

²¹ Official (Women and Gender, Victims and Ethnic Affairs Team of the Presidential Council for Stabilization and Consolidation), interview conducted by the Kroc Institute team, September 18, 2019.

The PMI gender chapter includes 13 indicators related to Point 4, of which 12 indicators have work plans. To date, important advances have been identified in the Comprehensive Policy for the Prevention and Attention of the Consumption of Psychoactive Substances launched by the Ministry of Health. This policy includes gender-sensitive strategies to reduce stigma and discrimination suffered by women who use psychoactive substances. Also included are gender-sensitive treatment guidelines. In both cases, the LGBT population is explicitly included.²²

For Point 4, virtually no progress has been recorded for any of the following commitments:

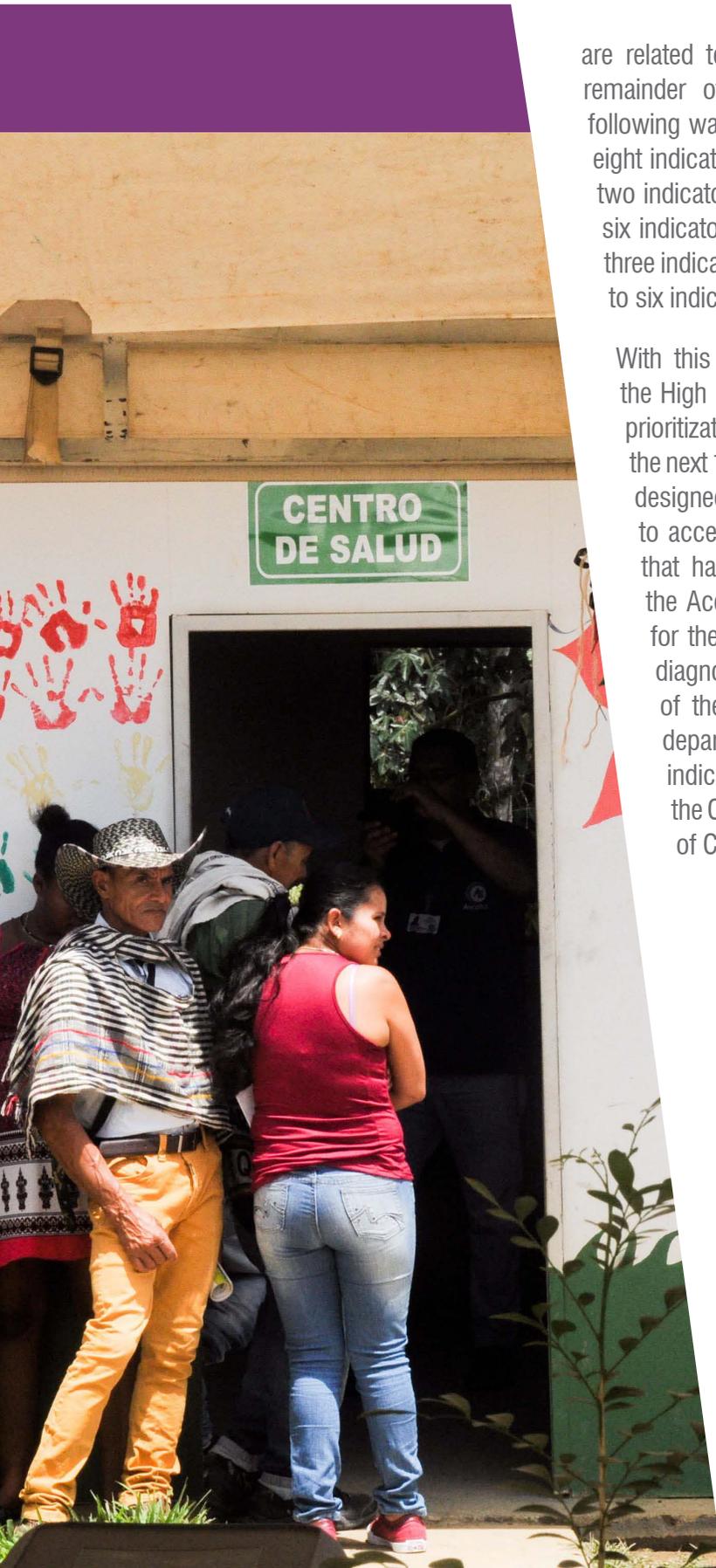
- Elaboration and implementation of a protocol for the incorporation of the gender perspective in the diagnosis, development, implementation, and monitoring of the PNIS.
- Participation of women's organizations in substitution agreements with communities.
- Public access monitoring reports on the progress of the incorporation of a gender perspective into the PNIS.
- Access to job opportunities for female heads of household, including information services for the dissemination of the labor supply available in rural areas, with emphasis on the employment of women in rural employment programs.²³
- National study led by the Ministry of Justice regarding consumption of psychoactive substances in Colombia with data disaggregated by gender.
- Information disaggregated by gender to advance in the attention given to consumption of illicit substances.

Separately, the Women and Gender, Victims, and Ethnic Affairs Team of the Office of the Presidential Councilor for Stabilization and Consolidation has identified initiatives contained in the PATRs that are directly related to the fulfillment of any of the 51 gender indicators of the PMI. According to this source, 34 of the 51 PMI gender indicators are associated with 3,422 PATR initiatives.²⁴ Of these 34, close to half (15) of the indicators are in Point 1 of the Accord, and these

²² Ministry of Health and Social Protection, Resolution 089 of 2019, "Whereby the Comprehensive Policy for the Prevention and Care of the Consumption of Psychoactive Substances is adopted," January 16, 2019.

²³ Office of the Comptroller General, "Third report presented to Congress on the expenditures and compliance with the goals of the peace component for the Pluriannual Investment Plan from November 2016 to March 2019." This report examines the budget for 2018 and highlights that the gender indicator was not approved by the Office of the Presidential Councilor for Stabilization and Consolidation and it is not disaggregated in the UNODC report. For this reason, there are no results on this matter.

²⁴ Office of the Presidential Councilor for Stabilization and Consolidation, "An Approach Focused on Women and Gender in the PATR – PDET," (working document, November 2019), 1.



are related to 83% (2,837) of these PATR initiatives. The remainder of the PATR initiatives are distributed in the following way: in Point 2, there are 338 initiatives related to eight indicators; in Point 3, there are 18 initiatives related to two indicators; for Point 4 there are 26 initiatives related to six indicators; in Point 5, there are 52 initiatives related to three indicators; and in Point 6 there are 26 initiatives related to six indicators.

With this information as a baseline, it is important for the High Level Government Gender Body to promote the prioritization of the implementation of these measures in the next 18 months, especially through affirmative actions designed to benefit rural women. Likewise, it is important to accelerate the implementation of the PMI indicators that have a positive effect on the implementation of the Accord's critical points. For example, the protocol for the incorporation of the gender perspective in the diagnosis, elaboration, implementation, and monitoring of the PNIS need to be included in municipal and departmental development plans, along with the indicators prioritized in the initiatives of the PATRs and the Comprehensive Community Plans for Substitution of Crops and Alternative Development (PISDA).

**Box
2****Good practices: Special Forum for the Implementation of the Gender Based Approach in the Final Accord**

The Special Forum constitutes a novel participatory experience marked by the inclusion of women's movements in the implementation of the Peace Accord. Most of its current members represent different grassroots women's movements and organizations in the territories. Since its creation, the Forum has achieved important results, including: 1) tripartite monitoring of the points of the Accord; 2) the signing of an agreement with the Office of the Presidential Councilor for Stabilization and Consolidation to monitor the route to the action plans and indicators of the gender chapter of the Framework Plan for Implementation (PMI); 3) educational opportunities and support for women in the municipalities prioritized for the Development Plans with a Territorial Focus (PDET) and the SIVJRNR, which allows them to appropriate elements for advocacy at the territorial level; 4) the provision of spaces for ex-combatant women to reflect on the progress and difficulties in the reincorporation process. Given the important role played by the Special Forum, it is important to develop a sustainability strategy for the mechanism, ensuring it remains in operation for the short and medium term, and receiving technical, political, and financial support not only from international collaborators, but also jointly from the Colombian State.

**Box
3**
Good practices: Women's citizen oversight on the implementation of the gender perspective in the Peace Agreement.

The Final Accord placed at the center of the agenda the importance of citizen control and oversight as a participation mechanism to involve citizens more closely with the monitoring of public management around its implementation. With the support of the FDIM, the women of the departments of Magdalena and Cesar and of the Sumapaz region have been able to produce participation of women in the implementation of gender commitments in the Accord. With these legally constituted initiatives, they have managed to use participation mechanisms to access accurate information of the progress in the implementation of the agreement, analyzing and contrasting this information with those of the communities, and strengthening advocacy actions with a view to improving implementation quality.²⁵

Development Plans with a Territorial Focus (PDET)

The PDET highlights the participation of women in planning and implementation processes, as well as in citizen oversight mechanisms and affirmative actions included in the PDET regulatory decree. As mentioned above, one of the indicators of the PMI that has shown progress in the last year is related to the strategies adopted to promote the participation of women in these instances as well as in the PATR.

However, despite the massive number of women's organizations that participated in these processes, a large part of the women's movement reports that their organizations in the territories face significant barriers to access. This is due, among other factors, to the method

²⁵ Women's International Democratic Federation (FDIM), "Citizens' Oversight, the Peace Agreement, and the Gender-based Approach," (Bogotá, May 28, 2019).

used for recruiting these organizations, which limited effective participation. This negatively affected the incorporation of the gender perspective, essentially overlooking the needs and priorities of women in the initiatives and projects contained in the PATR.

Considering the contents and scope of the initiatives formulated in the PATRs, it is evident that these instruments did not incorporate the gender perspective in a uniform manner. However, thanks to the participation of women, of the 32,809 initiatives contained in the PATR in the 16 subregions and 170 PDET municipalities, 1,169 initiatives directly refer to issues related to women and gender. About 3,239 have the potential to benefit women and contribute to gender equity if implemented with this approach.²⁶ These initiatives represent about 13% of the content of the PATR. In the future, they can be a prioritization criterion to harmonize PATRs with local development plans and public budgets for the next terms of local governments.

According to the Office of the Presidential Councilor for Stabilization and Consolidation, the regions that most incorporated initiatives to improve gender equality were Alto Patía and Norte del Cauca (26.66%), Montes de María (12.09%), and Caguán Basin and Cadeño Piedemonte (11.66%). The regions with the least initiatives were Sur de Bolívar, Sur de Córdoba, and Urabá Antioqueño.²⁷ Cases such as Alto Patía and Norte del Cauca demonstrate the fundamental role that women have during the process of formulating the PATR in this region. It also demonstrates the need to strengthen the active citizenship of women in other regions of the country, where their participation has not been reflected. In any case, whether in places with high or low participation of women, the implementation of gender-based initiatives of the 16 PATRs is an opportunity at the territorial level to strengthen the role of women as managers of local peace and development within the framework of the implementation process of the Final Accord.

²⁶ Office of the Presidential Councilor for Stabilization and Consolidation, “An Approach Focused on Women and Gender in the PATR – PDET,” (working document, November 2019), 1.

²⁷ *Ibid.*

Box
4
Best practices: women and their organizations as implementers of the Accord at the local level

Among the key roles that women and their organizations can play are those of operators of small infrastructure projects and PDET projects, or of implementers of initiatives at the community level. In this regard, Juan Carlos Zambrano, director of the Territorial Renewal Agency (ART), has stressed that small works can be and are being developed by the communities. He has affirmed the importance of women's work in terms of resources given to the population, since they execute and render accounts within their communities. Zambrano mentions the experience of Buenos Aires (Cauca) where the Association of Mothers and Heads of Household Affected by the Armed Conflict built a classroom with excellent design and structure to teach their children. In this joint work with the Territorial Renewal Agency (ART), women have helped build trust and execute public works within a brief period.²⁸

In spite of the advances at the community level, the political will of the local and national public sector is necessary to ensure a sufficient budget for the fulfillment of what has been agreed to within the framework of the PATR. According to the multi-party monitoring report from Congress on the implementation of the Peace Agreement, “the investment made through community infrastructure works in the PDET municipalities (\$56.4 billion [pesos]) is equivalent to 0.08% of the total cost required for its materialization (\$70.1 trillion [pesos]). To achieve the stabilization of the territory and the fulfillment of the goals of the Accord, we should be investing at least \$4.67 trillion [pesos] per year.”²⁹

²⁸ Juan Carlos Zambrano (ART Director), “Intervention on PDET works,” (Peace with Legality Talk of the Office of the Presidential Councilor for Stabilization and Consolidation, Bogotá, August 12, 2019).

²⁹ Congress of the Republic of Colombia, “How goes the peace agreement, one year after the start of Duque's government? Challenges and recommendations. Report 01: Multi-partisan monitoring of the implementation of the Peace Agreement,” (Bogotá, 2019), 9.

National Comprehensive Program for the Substitution of Crops Used for Illicit Purposes (PNIS) and Comprehensive Community Plans for Substitution of Crops and Alternative Development (PISDA)

In the process of substituting crops used for illicit purposes, there are valuable examples of female leadership in peacebuilding. However, the PNIS' approach to the inclusion of women is insufficient given that it fails to incorporate “concrete measures either in the principles or in legislation that make reference” to this approach.³⁰ Additionally, there is no specific policy guide to implement the PNIS with a focus on gender or a special PNIS decree in the collective territories that regulates the participation of women in ethnic communities. These omissions are of great importance for women participating in the production chain, given that “about half of the members of the families that live in coca-producing areas are women (46.9%). In addition, 29% of families are headed by females.”³¹ These figures show that the implementation of this policy (or lack thereof) generates a strong impact on the female population.

Women resort to the cultivation, scraping, and transporting of the coca leaf, and they provide food for workers in production, to earn a living and ensure the survival of their families. For this reason, the policies for eradicating coca have a significant impact on women and their families. This situation, which affects thousands of rural women, underscores the need to advance in comprehensive crop substitution policies, which include differentiated criminal treatment for small women farmers, integral drug treatment measures such as those found in *Ruta Futuro* plan for 2018-2022, the formulation of the PNIS with an affirmative approach by the ART, as well as the comprehensive consumer prevention policy.

The PISDA construction process was carried out jointly with the municipal PDET process. Some of the projects included measures related to women's rights. For example, in the region of Alto Patía and Norte del Cauca, the “development and implementation of comprehensive livelihood projects included an ethnic-sensitive focus on gender equality and women's empowerment.”³²

Women continue to face risks when in leadership roles or as they gain prominence in the implementation of the PNIS. For example, in San Miguel (Putumayo), the head of the PNIS and deputy leader of the National Coordinator of Coca, Poppy, and Marijuana Growers (Coccam),

³⁰ Barometer Initiative, Peace Accords Matrix, Kroc Institute for International Peace Studies, UN Women, FDIM, Sweden, “Special Report of the Kroc Institute and the International Component, UN Women, FDIM and Sweden, on the monitoring of the gender approach in the implementation of the Final Accord,” (Report 1, Bogotá, Colombia, 2018), 25, https://kroc.nd.edu/assets/294960/181030_informe_ge_nero_esp_final_2_.pdf.

³¹ Humanas Colombia - Regional Center for Human Rights and Gender Justice, “Point Four of the Peace Agreement: Analysis and Realities of Women,” (Newsletter: *Paz con mujeres*, 2019) 3, https://www.humanas.org.co/alfa/dat_particular/arch_contenidos/i_e_38357_q_Boleti__769;n_Punto_cuatro.pdf.

³² Territory Renewal Agency, “PISDA initiatives identified,” (internal document, May 16, 2019).



in addition to the organization of Andino-amazonic Women, received personal threats against her and her family before her husband was murdered. For this reason, she and her family have left Putumayo and now cannot access their PNIS benefits. Both the Attorney General's Office and the Department of Substitution have notified her that she must move to another PNIS area or otherwise her connection to the Program will be terminated.³³ This case shows the risk faced by women who break gender stereotypes and exercise leadership in the PNIS programs.

Another potential risk to PNIS in 2020 is the lack of funding because this affects the physical, economic, and food security of women in rural areas. Funding affects protection for female leaders, the sustainability of alternative economic projects post-substitution, as well as food assistance for families participating in substitution programs. It is estimated that of the 99,097 families in PNIS programs, 94% have complied with voluntary eradication despite delays in state support. Delays have meant that only 0.7% of families have had access to livelihood projects and only 36% have had access to technical assistance, while 62% have received food assistance and 33% access to food safety programs. Illicit crop substitution must remain a priority

³³ Women's Forum, "Balance of monitoring the implementation of the Final Accord with a gender-based approach," (Intervention, Second gender working group of the Swedish Embassy, UN Women, FDIM, Bogotá, September 5, 2019).

for the Government and must include a focus on gender and ethnicity with differential and affirmative measures.

Rural women and access to land

The 2018-2022 National Development Plan acknowledges that rural women have less access to land than men, less participation in decision-making both in their homes and in their productive units, and less access to financial instruments.³⁴ Although there are low levels of implementation of legislative reforms necessary for rural reform, and even lower levels of measures adopted for the inclusion of a gender focus at the territorial level,³⁵ there are several actions that have been undertaken by the Colombian State to provide women with access to land and livelihood projects. The Office of the Presidential Councilor for Stabilization and Consolidation, the National Land Agency (ANT), and the Ministry of Agriculture highlight the following actions:

- Community initiatives support the creation or strengthening of sustainable agro-food activities, traditional agroforestry systems, and community nurseries for indigenous communities. According to the ANT, there have been 8 projects implemented benefiting 1,327 women, along with 10 specific projects for black communities benefiting 376 women.³⁶
- *Formalizar para sustituir (Formalize to Substitute)*, a program that submits property deeds to families in order to promote illicit crop substitution, reports that as of March 31, 2019, there have been 1,546 property deeds delivered, of which 728 correspond to women.³⁷
- As of August 30, 2019, 35,029 hectares of land were formalized through different deeds, benefiting 5,403 female farmers. During 2018, the Sub-Directorate of Access to Lands of the ANT in Montes de María carried out the formalization of 390 vacant lots, of which 54% were assigned to women. In Cauca, 52 farmers were awarded property titles, of which 28% correspond to female beneficiaries.³⁸
- In the land access and titling programs promoted by the Ministry of Agriculture, between August 2018 and September 2019, a total of 5,865 women benefited, representing 48% of

³⁴ *Ibid.*

³⁵ In particular, rural development plans and the creation of an agrarian jurisdiction or specialty in justice.

³⁶ National Land Agency, "Accountability Report January 2018 – December 2018. Peacebuilding," (Bogotá, 2019), 124, 126.

³⁷ Office of the Inspector General of the Nation Delegated for the Monitoring of the Peace Agreement, "First report to Congress on the status of Progress of the Implementation of the Peace Agreement 2016–2019," (Bogotá, 2019), 203, <https://bit.ly/2kkmiAZ>.

³⁸ National Land Agency, "Accountability Report, January 2018 – December 2018. Peacebuilding," (Bogotá, 2019).

the total beneficiaries. Specifically, a total of 2,320 women formalized their land and obtained titles, while 3,245 women were enrolled in the *Adjudicación de Baldíos a Persona Natural (Unused Land Adjudication program)*. Additionally, 162 women gained access to land through the Comprehensive Land Subsidy Program.³⁹

- *Coseche y venda a la fija (Harvest and sell program)*⁴⁰ has sought to achieve financial inclusion for women in order to empower them. To this end, it includes an exclusive credit line for production with affirmative actions for rural women.⁴¹
- In terms of income generation of the peasant, family, and community economy, *El Campo Emprende* (the entrepreneurship program for the countryside), finances rural enterprises with the aim of increasing income generation especially for women. Over the four enrollment stages of this program, a total of 7,467 people benefited, including 4,301 women (58%). For the enrollment in April 2019, there was an investment of \$47,729 million pesos, of which \$27,320 million pesos will be allocated to co-financing business plans for 7,267 people, with a total of 3,633 women.⁴²

Regarding the land survey, Document CONPES 3859 of November 26, 2018⁴³ constitutes the policy for a national, multipurpose survey. It proposes that 26,000 titles be given to women with tenure rights recognized by the ANT in theirs or their partner's name. This document provides the guidelines for a pilot phase of the rural land survey and includes a focus on women's rights, however to date it has not been entered into law. Advancing in this area is fundamental for women's rights to land and property.

In the Registry of beneficiaries of land access and formalization and the National Land Fund (RESO) there is a gap in the target population between women and men that have completed the application process: 53.36% of the beneficiaries are male, compared to 45.76% who are female. In this context, the ANT must strengthen affirmative actions to increase the entry of women to property access programs.

³⁹ Ministry of Agriculture, "Infographic I Institutional offer for rural women at the national level," supplied to the Kroc Institute by officials of the Directorate of Rural Women during a meeting, September 17, 2019.

⁴⁰ The program purpose of the Ministry of Agriculture is for small producers to overcome financial barriers by reducing credit guarantee problems in a context of informal land tenure. The program ensures the future purchase of a crop from a producer through a contract, and this contract serves as collateral or guarantee to the banks.

⁴¹ Javier Pérez (Vice Minister, Ministry of Agriculture and Rural Development) interview conducted by the Kroc Institute team, August 23, 2019.

⁴² Ministry of Agriculture, "Infographic II Institutional offer for rural women at the national level," provided to the Kroc Institute by officials of the Directorate of Rural Women during a meeting, September 17, 2019.

⁴³ A concept favorable to the nation to contract external credit operations with multilateral banks for up to USD \$150 million, or its equivalent in other currencies, intended to partially finance the program for the adoption and implementation of a rural-urban multipurpose [land] survey.

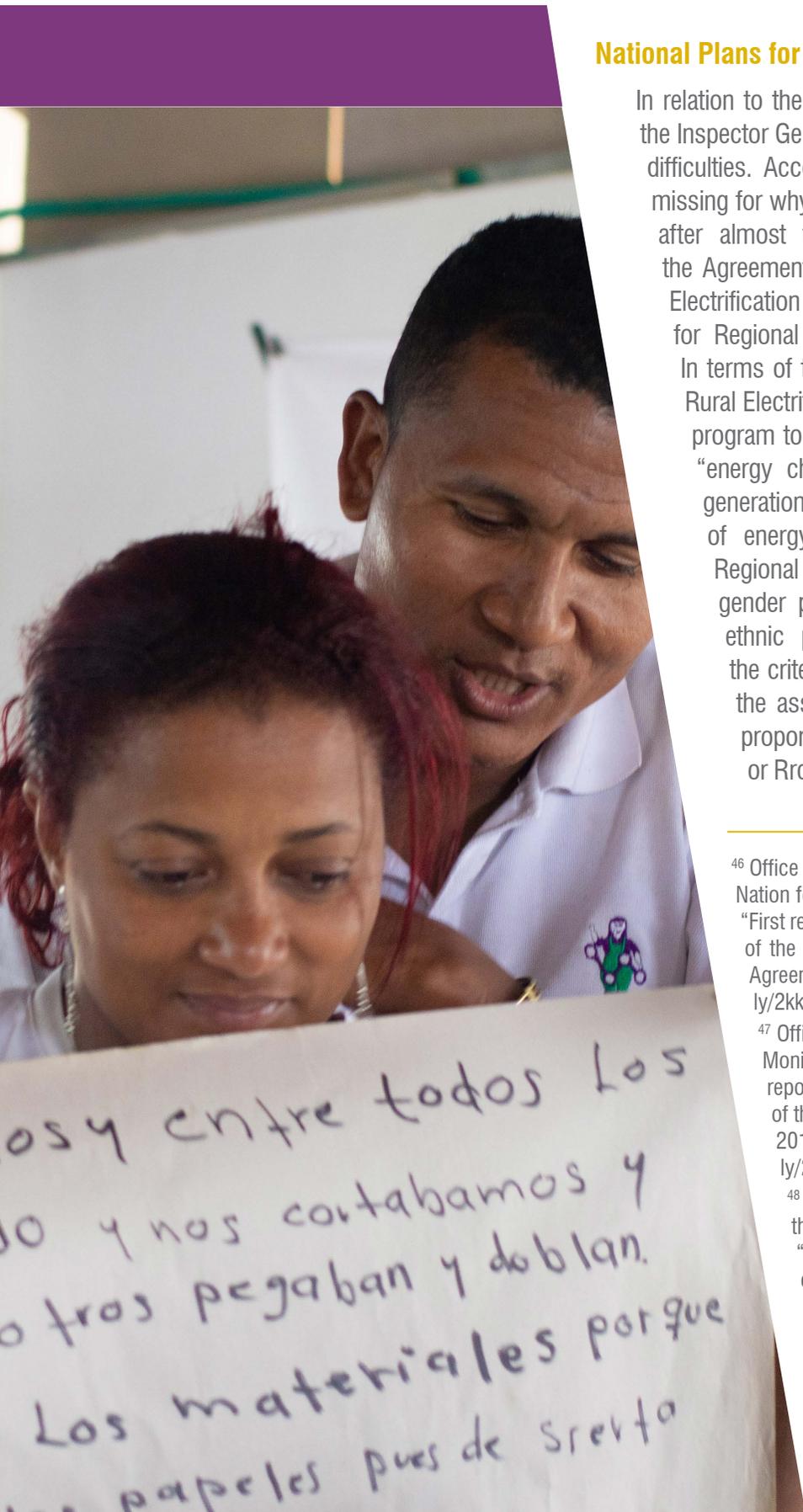
During the design and development of the Social Organization of Rural Property Plan (POSPR), the gender perspective was established transversally to guarantee the participation of rural women in order to reduce historical gaps in access to land and legal land rights security. Thus, during the enlistment stage of these plans, the ANT teams had to identify the victims of historical discrimination (including women and the LGBT population) in the prioritized municipalities. These groups appear to be participating in the process.

In the Sierra Nevada de Santa Marta subregion during 2018, the ANT POSPR team in the North Caribbean region made a bold move by identifying women who play a key role in their communities and encouraging their participation in the *Semilleros de la Tierra y el Territorio*. The gender-sensitive strategy of these seedbanks aims to make visible the care economy and the diversity of women's relationships with the land as owners, tenants, and occupants. However, during 2019, the suspension of the POSPR by the ANT via Resolution 660 implied the interruption of the *Semilleros de la Tierra y el Territorio*, limiting the effective participation of rural women in management plans. The ANT must resume the execution of the POSPR, requiring that ANT professionals involved in the formulation of these plans continue to have training elements that allow them to materialize a gender perspective in order to avoid the reproduction of social stereotypes and exclusion during the process.

Regarding the Comprehensive Plans for Agricultural and Rural Development (PIDAR), according to the Rural Development Agency (ADR), 30% of the population benefiting from the PIDAR corresponds to rural women in Chocó, Córdoba, Huila, Meta, Putumayo, and Tolima.⁴⁴ These plans contain wide-ranging technical assistance goals for 67 municipalities. According to the Ministry of Agriculture, between August 2018 and September 2019 the ADR co-financed 24 PIDAR, with an investment of \$27,589 million pesos, benefiting a total of 2,259 people, of which 663 (29%) are women.⁴⁵

⁴⁴ Intervention of the Panel of Ministers by rural women, moderated by the Vice Presidency of the Republic, with the holders of the portfolios of Agriculture, Justice, Interior, Education, Labor, Health, Environment, Commerce, Industry, and Tourism, regarding the launch of the Pact for the Equity of Rural Women, in the framework of the celebration of the International Day of Rural Women, Plaza de los Artesanos, October 15, 2019.

⁴⁵ Ministry of Agriculture, "Infographic I Institutional offer for rural women at the national level," supplied to the Kroc Institute by officials of the Rural Women Directorate in meeting, September 17, 2019.



National Plans for Comprehensive Rural Reform

In relation to the 16 National Plans for rural reform, the Inspector General’s Office has highlighted several difficulties. According to the report, justification is missing for why these plans have not been adopted after almost three years of implementation of the Agreement.⁴⁶ To date, only the National Rural Electrification Plan and the National Road Plan for Regional Integration have been formulated. In terms of the gender perspective, the National Rural Electrification Plan includes an educational program to recognize the role of women in the “energy chain as an important actor in the generation, distribution, use, and consumption of energy.”⁴⁷ The National Road Plan for Regional Integration does not include a gender perspective, but it does include an ethnic perspective by mentioning, within the criteria for the prioritization of corridors, the assignment of a “score based on the proportion of indigenous, Afro-Colombian, or Rrom population.”⁴⁸

⁴⁶ Office of the Attorney General of the Delegated Nation for the Monitoring of the Peace Agreement, “First report to Congress on the status of Progress of the Implementation of the 2016–2019 Peace Agreement,” (Bogotá, 2019), 69, <https://bit.ly/2kkmiAZ>.

⁴⁷ Office of the Comptroller General for the Monitoring of the Peace Agreement, “First report to Congress on the status of Progress of the Implementation of the Peace Agreement 2016–2019,” (Bogotá, 2019), 77, <https://bit.ly/2kkmiAZ>.

⁴⁸ Office of the Comptroller General for the Monitoring of the Peace Agreement, “First report to Congress on the status of Progress in the Implementation of the 2016–2019 Peace Agreement,” (Bogotá, 2019), 72, <https://bit.ly/2kkmiAZ>.

According to the Office of the Comptroller General, the Presidency recognizes the approval of these two plans, although the Ministry of Agriculture and Rural Development additionally approved the National Plan for Construction and Improvement of Rural Social Housing via Resolution 179 on June 23, 2017.⁴⁹ With respect to the Rural Social Interest Housing Program, the Ministry of Agriculture and Rural Development⁵⁰ identified a lag in the validation process for the period between 2000 and 2017, for which it proposed the following actions that ultimately benefited rural women: In the 2018 enrollment period, the Ministry of Agriculture and Rural Development had an estimated budget of \$126,384 million pesos to fund grants for 4,261 rural social interest homes. During the selection process, 12,024 families were selected, of which 6,625 (55%) had female heads of households. In the 2019 call, the Ministry of Agriculture received a budget of \$137,759 million pesos to develop 6,154 rural social interest homes, of which 684 were for new housing and 5,470 for improvement. In the selection process, 10,498 families were chosen, of which 5,770 (again, 55%) reported having female heads of household.⁵¹

National Plans are key to territorial transformation because they seek to provide goods and services and strengthen farming, familial, and community economies in rural areas, and close the gaps between the countryside and the city and combat inequality.⁵² Within the Agreement, these plans are a key element for reducing rural poverty over the next 15 years. This is particularly important for rural women, as their poverty rate is relatively higher than men. In 2018, for every 100 men in poverty there were 118 women.⁵³ The implementation of the Accord is a valuable opportunity to curb and reverse this trend.

⁴⁹ Comptroller General of the Republic, “Third report to Congress on the execution of resources and compliance with the goals of the peace component of the Multi-Annual Investment Plan,” (Bogotá, 2019), 62.

⁵⁰ According to the Comptroller General of the Republic in the third report to Congress on the execution of resources and compliance with the goals of the peace component of the Multi-annual Investment Plan (pp. 85), Rural Housing Plan as stated in the agreement, the approval of the Presidency of the Republic and the National Planning Department is still pending.

⁵¹ Ministry of Agriculture, “Infographic I Institutional offer for rural women at the National level,” provided to the Kroc Institute by officials of the Rural Women Directorate in meeting, September 17, 2019.

⁵² Office of the Attorney General of the Delegated Nation for the Monitoring of the Peace Agreement, “First report to Congress on the status of Progress of the Implementation of the 2016–2019 Peace Agreement,” (Bogotá, 2019), 69, <https://bit.ly/2kkmiAZ>.

⁵³ UN Women and National Statistics Office (DANE), “Statistical Bulletin of Women’s Economic Empowerment in Colombia,” (October 2019), <https://www.dane.gov.co/files/investigaciones/genero/publicaciones/Boletin-Estadistico-ONU-Mujeres-DANE.pdf>.

2. Security and protection guarantees

Throughout the period analyzed in this report, institutional advances have taken place in the implementation of security and protection guarantees with a gender focus. However, according to the United Nations Special Rapporteur on the Situation of Human Rights Defenders, female leaders do not only face barriers when exercising their leadership but “face differentiated risks and disproportionate effects that are exacerbated according to the rights they defend, their sexual orientation and gender identity, their ethnic origin, their territorial location, and their belonging to a war-victim population.”⁵⁵

“The aggression and threats to leaders usually concentrate on their bodies and sexualities, which, in addition to generating differentiated risks, constitute cruel and violent acts that seek to punish them for exercising leadership in their communities.”⁵⁴

This contradiction highlights that although the framework of the implementation of the Final Agreement generated valuable opportunities for participation and leadership for women, new risk scenarios have also appeared for female human rights defenders, as well as for women communities and organizations. The leadership of women promoting the implementation of the Final Agreement in the territories, particularly rural reform and the substitution processes of crops used for illicit purposes, has been crucial for consolidating the processes in the territories most affected by the armed conflict. These leaders are fundamental allies of the Colombian State for the construction of peace at the territorial level, therefore it is necessary to strengthen the security guarantees that protect them and their work.

Unlike the aggressions faced by male leaders, threats directed against female leaders are often sexist in content, including allusions to women’s bodies and sexual abuses,

⁵⁴ Consultancy for Human Rights and Displacement (CODHES), in the Technical Secretariat of the International Verification Component CINEP / PPP-CERAC, “Third Verification Report on the Implementation of the Gender-based Approach in the Final Peace Accord in Colombia for International Verifiers Felipe González and José Mujica (AF 6.3.2),” (Bogotá, June 2019), 18, <https://www.verificacion.cerac.org.co/wp-content/uploads/2019/07/Tercer-Informe-de-Implementaci%C3%B3n-del-Enfoque-de-G%C3%A9nero-STCVI.pdf>.

⁵⁵ United Nations Special Rapporteur on the Situation of Human Rights Defenders, “Visit to Colombia, November 20 to December 3, 2018. End of Mission Statement,” (December 3, 2018), 24.

characterizing the differentiated risks faced by women in leadership.⁵⁶ It is important to highlight that women leaders of ethnic communities face an additional risk due to the concentration of violence in the collective territories.

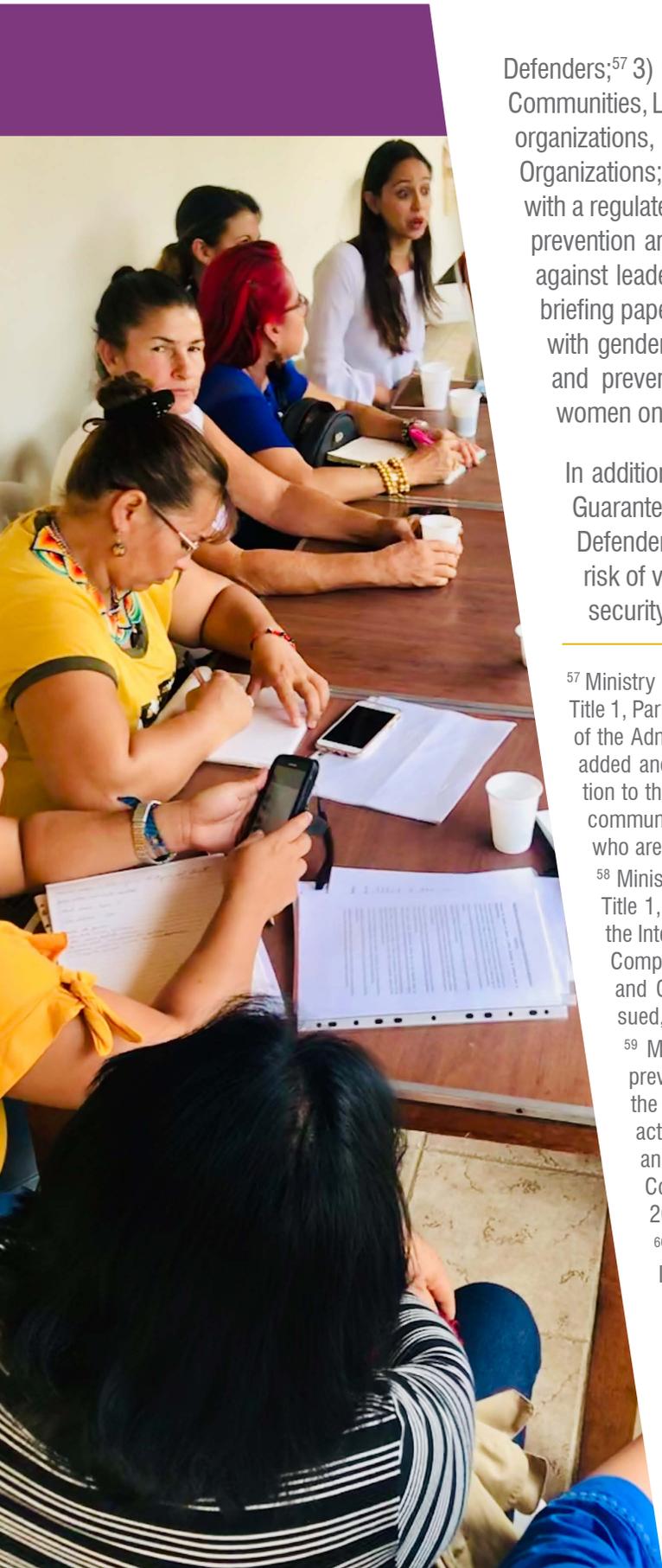
The application of effective gender-sensitive security and protection guarantees, as well as differential measures in the territories, are necessary conditions for both the fulfillment of gender commitments and comprehensive implementation of the Agreement. Delays in these guarantees undermine the rights to integrity and life of all leaders, especially women and indigenous leaders, jeopardizing the implementation of all other points of the Final Agreement and making it very difficult for peacebuilding processes in the territories to bring about lasting transformations. Better coordination between institutional efforts to provide security and protection guarantees, including with the communities' own systems, would go a long way.

Analysis of the situation of women leaders

Regarding advances in security guarantees programs and legislation, the following are worth highlighting: 1) the creation of the Comprehensive Security System for the Exercise of Policy (SISEP); 2) Program for Individual and Collective Protection of Leaders of Organizations and Social Movements, and Human Rights

⁵⁶ OXFAM, "Defenders of the Earth, the Territory, and the Environment: Guardians of Life," (Bogotá, April 2019), 8, 14, <https://www.oxfam.org/es/defensoras-de-la-tierra-y-el-medio-ambiente-voces-silenciadas>.





Defenders;⁵⁷ 3) Comprehensive Security and Protection Program for Communities, Leaders, Representatives, and Activists of social justice organizations, Popular Communities, Ethnic, Women's and Gender Organizations;⁵⁸ 4) Rapid Response Prevention and Alert System with a regulated differential territorial and gender perspective for the prevention and emergency response to threats by armed groups against leaders, communities, and social organizations;⁵⁹ and 5) briefing paper for the construction of a Human Rights Action Plan with gender- and ethnic-approach and guidelines for protection and prevention efforts, cultural belonging, and the views of women on gender and family.⁶⁰

In addition, the Government has activated the Comprehensive Guarantees Program for Women Leaders and Human Rights Defenders, with the objective of preventing and mitigating the risk of violations of rights to life and integrity as well as of the security of communities and organizations in the territories.

⁵⁷ Ministry of the Interior, Decree 2252 of 2017, "Whereby Chapter 6, Title 1, Part 4, Book 2 of Decree 1066 of 2015, Single Regulatory Decree of the Administrative Sector of the Interior, on the work of governors is added and mayors as agents of the President of the Republic in relation to the individual and collective protection of leaders of social and communal organizations and movements, and human rights defenders who are at risk," December 29, 2019.

⁵⁸ Ministry of the Interior, Decree 660 of 2018, "Whereby Chapter 7, Title 1, Part 4, Book 2 of Decree 1066 of 2015, Sole Regulatory of the Interior Administrative Sector, is added to create and regulate the Comprehensive Security and Protection Program for Communities and Organizations in the Territories; and other provisions are issued," April 17, 2018.

⁵⁹ Ministry of the Interior, Decree 2124 of 2017, "Whereby the prevention and alert system is regulated for the rapid reaction to the presence, actions, and/or activities of organizations, criminal acts, and behaviors that put at risk the rights of the Population and the implementation of the Final Agreement to End the Armed Conflict and Build a Stable and Lasting Peace," December 18, 2017.

⁶⁰ Office of the Presidential Councilor for Human Rights and International Affairs, "Balance of the Preparation Phase for the Construction of the Human Rights Action Plan," (Bogotá, 2018), <http://www.derechoshumanos.gov.co/Prensa/2018/Documents/Documento%20Balance%20Fase%20de%20Alistamiento.pdf>.

The disarmament and demobilization of the FARC-EP prompted the rearrangement of other illegal armed groups that had a presence in the region prior to demobilization, as well as emerging armed groups in a struggle for control of the territory, population, and legal and illegal extractive economies.⁶¹ At this juncture, the Office of the Ombudsman has warned of the widespread exercise of violence by the multiple armed actors in conflict with the people who exercise leadership in defense of the territories, the rights of victims of the armed conflict, the restitution of lands, and the implementation of the Accord.⁶²

In this context, the risks facing women leaders and human rights defenders, as well as that of their male peers, have increased in Colombia. The Office of the United Nations High Commissioner for Human Rights (OHCHR) in Colombia, from 2016 to September 2019, has documented around 320 murders of social justice activists and human rights defenders. Of this population, 36 were women, 6 belonged to the LGBT community, and the rest were men.⁶³ The Ombudsman affirms that between January 2016 and July 2019, a total of 983 social leaders received death threats, of which half were women.⁶⁴ According to the UN Special Rapporteur on the situation of human rights defenders, Michel Frost, being a leader in Colombia is a high-risk occupation.⁶⁵

In recent years, cases of extreme violence, torture, and sexual violence against women defenders have increased.⁶⁶ According to the Ombudsman's Office, between February 2018 and May 2019, 447 threats were registered (usually containing sexist content and sexual advances),⁶⁷ as well as 13 attacks and 20 homicides directed at women.⁶⁸ These attacks often include degrading insults

⁶¹ Ombudsman's Office, "Early Warning Risk Report 010 of 2017," (Bogotá, 2017).

⁶² Ombudsman's Office, "Early Warning Risk Report 026," (Bogotá, 2018).

⁶³ Statement by Alberto Brunori, Representative for Colombia of the Office of the United Nations High Commissioner for Rights. CIDH 173 Period of Sessions: Threats and murders of social leaders in Colombia September 2019, See in: <https://www.hchr.org.co/index.php/informacion-publica/pronunciamientos/intervenciones-de-la-direccion/442-ano-2019/9104-amenazas-ataques-y-asesinatos-contrapersonas-defensoras-de-los-derechos-humanos-en-colombia>.

⁶⁴ "How many social leaders are threatened in Colombia?" *El Tiempo*, July 04, 2019, <https://www.eltiempo.com/justicia/investigacion/numero-de-lideres-sociales-amenazados-en-colombia-actualmente-384030> (accessed September 27, 2019).

⁶⁵ United Nations Special Rapporteur on the Situation of Human Rights Defenders, "Visit to Colombia, November 20 to December 3, 2018. End of Mission Statement," (December 3, 2018), https://www.ohchr.org/Documents/Issues/Defenders/StatementVisitColombia3Dec2018_SP.pdf.

⁶⁶ United Nations Special Rapporteur on the Situation of Human Rights Defenders, "Visit to Colombia, November 20 to December 3, 2018. End of Mission Statement," (December 3, 2018), 24, https://www.ohchr.org/Documents/Issues/Defenders/StatementVisitColombia3Dec2018_SP.pdf.

⁶⁷ Office of the Ombudsman, "Defensorial Report: Gender-based Violence and Discrimination," (Bogotá, 2019), <http://www.defensoria.gov.co/public/pdf/Informe%20Defensorial-Violencias-Basadas-Genero-Discriminacion.pdf>.

⁶⁸ Office of the Ombudsman, "'We will continue to work with all women for the commitments they have with life,' Ombudsman at the Forum for Life in Cali," (July 3, 2019), <https://bit.ly/2ncswUH>.

of a sexual nature, reinforcing stereotypes and traditionally assigned gender roles that devalue and belittle the role of women in social change.⁶⁹

Approximately 24% of aggressions against female leaders and defenders in 2018 were directed towards women belonging to ethnic communities, which is an aggravating factor in the situation of structural vulnerability and lack of protection for indigenous and Afro-Colombian women in their territories.⁷⁰ According to CODHES, one of the main reasons for the victimization of indigenous leaders and Afro-descendant peoples is their defense of collective territories and their opposition to extractive economic interests or illegal drug and mining economies.⁷¹

The violence against female leaders in Colombia has been directed at their bodies. As a strategy of humiliation, intimidation, and violent denial of their agency as political subjects, armed groups have perpetrated mutilations against them and inflicted severe trauma, such as slaughter and impalement.⁷² The intimidation and threats suffered by women leaders and defenders also include and affect their families. Below are cases of three recognized leaders in the country who have received threats and suffered attacks. Their stories reflect the serious risks women human rights defenders face in Colombia:

- Francia Márquez, leader and environmental defender of the collective territories of northern Cauca. In May 2019, she suffered an attack on a sidewalk in Santander de Quilichao when she was meeting with more than a dozen female leaders and leaders of the Association of Community Councils of Northern Cauca (ACONC).⁷³
- Mayerlis Angarita, recognized leader and defender of women's rights and land restitution in Montes de María. Mayerlis survived two attempts on her life in 2012 and 2015. In May 2019,

⁶⁹ United Nations Special Rapporteur on the Situation of Human Rights Defenders, "Visit to Colombia, November 20 to December 3, 2018. End of Mission Statement," (December 3, 2018), 25, https://www.ohchr.org/Documents/Issues/Defenders/StatementVisitColombia3Dec2018_SP.pdf.

⁷⁰ Consultancy for Human Rights and Displacement (CODHES), "Social Leaders in Colombia: the Invisible Account of Cruelty," (Bogotá, March 2019).

⁷¹ *Ibid.*

⁷² Emilse Manyoma Mosquera was an Afro-Colombian leader of the Network of Communities Building Peace in the Territories (CONPAZ), an organization located in Buenaventura, whose case was cited in the report of the special rapporteur as evidence of this point, since she was missing for three days and was later found on January 17, 2017, with several traumas on her body and wounds from a knife and a firearm; Inter-Church Commission of Justice and Peace, "Emilsen Manyoma," January 14, 2019, <https://www.justiciaypazcolombia.com/emilsen-manyoma/>; United Nations Special Rapporteur on the Situation of Human Rights Defenders, "Visit to Colombia, November 20 to December 3, 2018. End of Mission Statement," (December 3, 2018), 24, https://www.ohchr.org/Documents/Issues/Defenders/StatementVisitColombia3Dec2018_SP.pdf.

⁷³ Germán Gómez Polo, "It could have been a massacre: Francia Márquez," *El Espectador*, May 5, 2019, <https://www.elespectador.com/colombia2020/pais/pudo-haber-sido-una-masacre-francia-marquez-articulo-857944> (accessed September 27, 2019).

she was the victim of another attack when she moved from Barranquilla to San Juan Nepomuceno in the armored truck assigned to her by the National Protection Unit (UNP). A day before the attack, Mayerlis published an opinion column in which she denounced the serious risks for leaders and social leaders in the country.⁷⁴ In July 2019, Mayerlis Angarita received threats again.⁷⁵

- Paula Rosero, *personera* of Samaniego in the department of Nariño. She was killed on May 20, 2019, by strangers on a motorcycle who fired at her repeatedly. As a public official, she had been pressured and threatened after she publicly acknowledged alleged cases of corruption in that municipality.⁷⁶

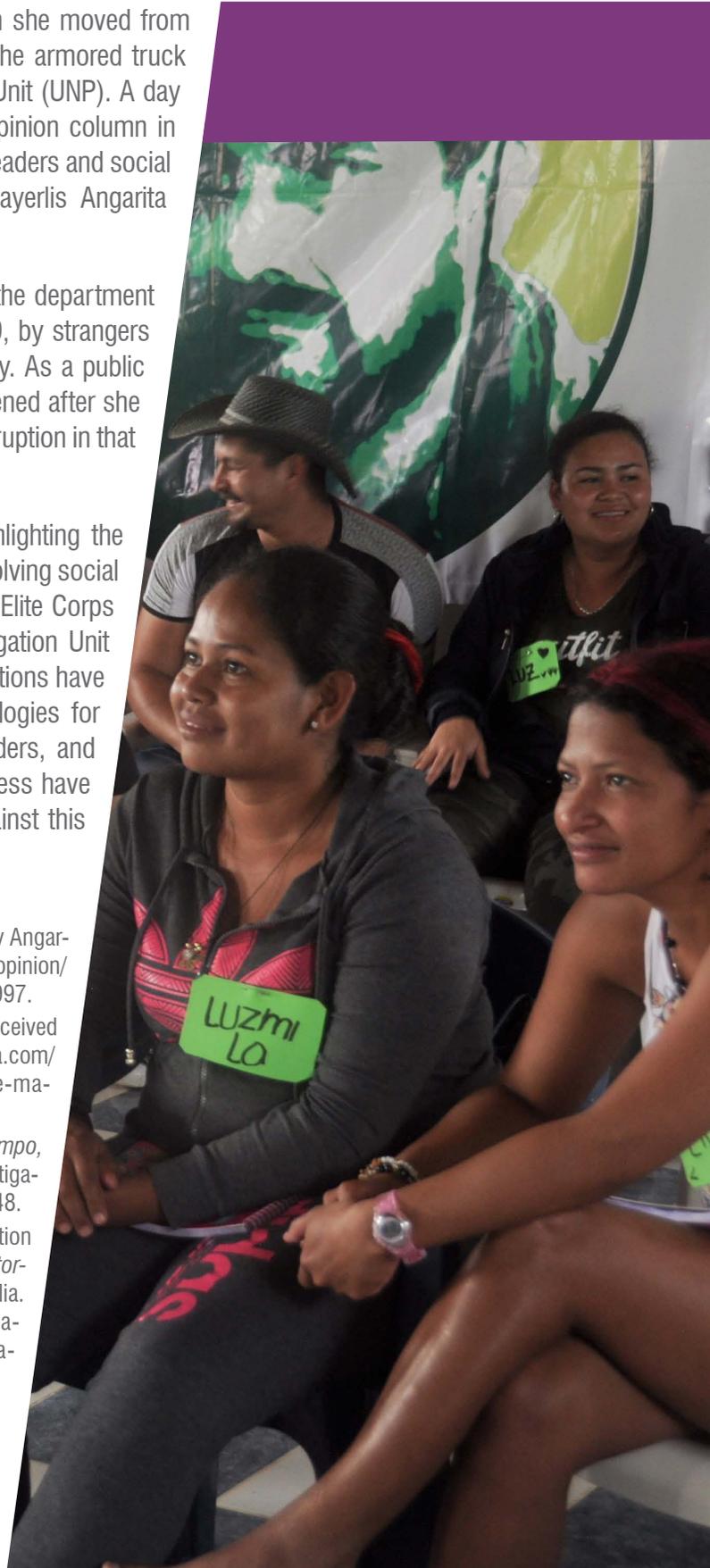
In the midst of this violence, it is worth highlighting the important investigative work in these cases involving social leaders, especially the joint work between the Elite Corps of the National Police and the Special Investigation Unit (UEI) of the Attorney General's Office. Investigations have been carried out based on specific methodologies for violence against leaders, human rights defenders, and ex-combatants. To date, investigations in process have been recorded in 58% of homicide cases against this population.⁷⁷

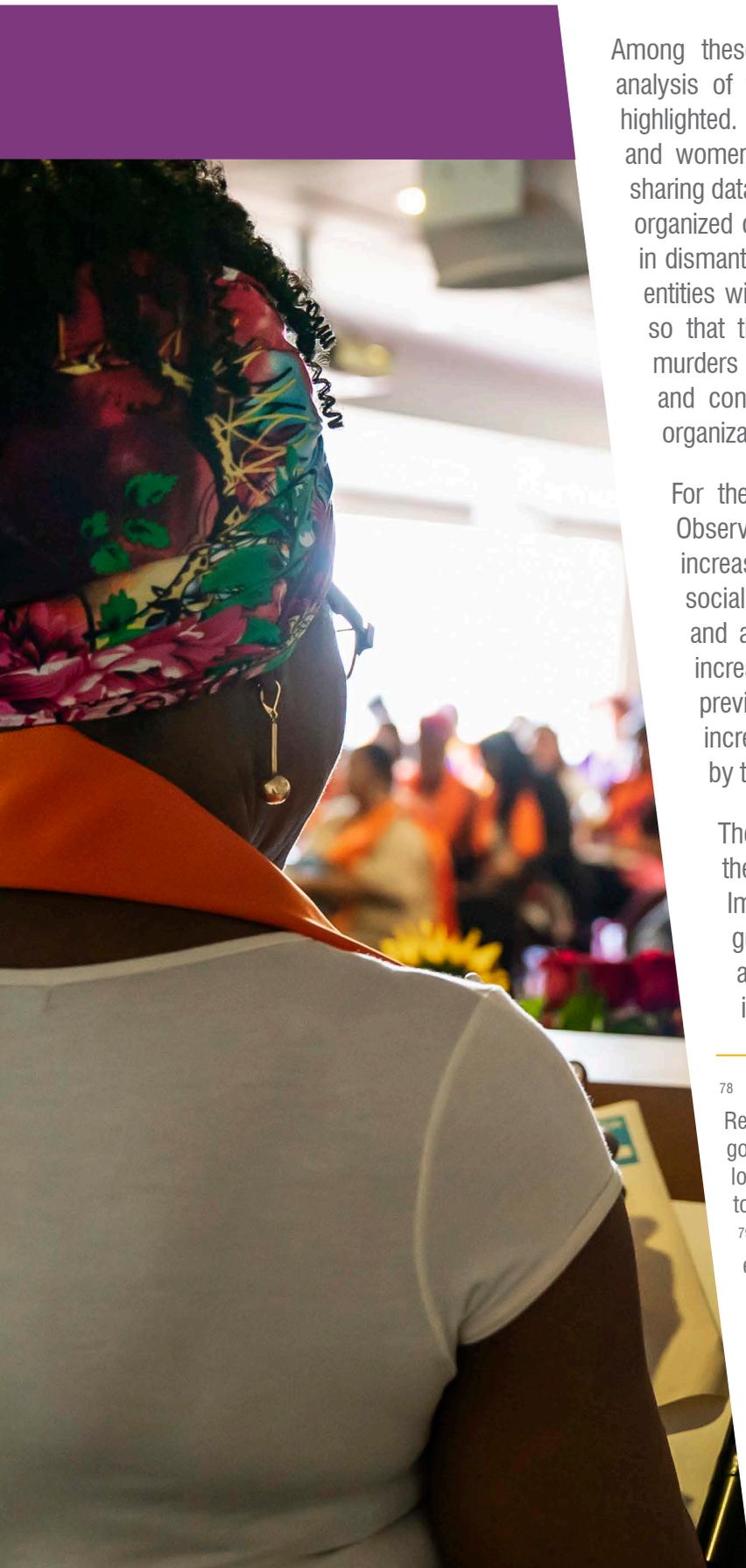
⁷⁴ Mayerly Angarita Robles, "Soul, body, and heart: Mayerly Angarita," *Semana*, May 18, 2019, <https://www.semana.com/opinion/articulo/alma-cuerpo-y-corazon-por-mayerli-angarita/615997>.

⁷⁵ "#TodosConMayerlis: solidarity with the leader who received new threats," *Semana*, July 7, 2019, <https://www.semana.com/nacion/articulo/mayerlis-garcia-lideresa-de-montes-de-maria-denuncia-nuevas-amenazas/622969>.

⁷⁶ "They kill the *personera* of Samaniego, Nariño," *El Tiempo*, May 20, 2019, <https://www.eltiempo.com/justicia/investigacion/asesinan-a-la-personera-de-samaniego-narino-364548>.

⁷⁷ "Attorney General's Office advances in the investigation and prosecution of homicides against social leaders," *Attorney General's Office*, August 20, 2019, <https://www.fiscalia.gov.co/colombia/noticias/fiscalia-avanza-en-la-investigacion-y-judicializacion-de-homicidios-contra-lideres-sociales/>.





Among these methodologies, the victim's profile and analysis of the aggression's environmental impact are highlighted. Coordination between elite investigators and women's organizations in the territories, such as sharing databases in order to link material perpetrators to organized criminal structures, has allowed for progress in dismantling illicit groups. It is crucial to provide both entities with adequate human and financial resources, so that they can effectively identify patterns of the murders and their perpetrators, reducing impunity and contributing to the dismantling of the criminal organizations responsible for these acts.

For the elections of October 2019, the Electoral Observation Mission (MOE) warned about a possible increase in cases of intimidation and violence against social leaders.⁷⁸ Indeed, by June 2019, the incidents and attacks reported against this population had increased by approximately 50% compared to the previous regional elections held in 2015.⁷⁹ This increased violence reflects the current risks faced by these people at the local and regional levels.⁸⁰

The October 2019, the first local elections after the signing of the Peace Agreement occurred. Implementation of security and protection guarantees are crucial for encouraging an agenda focused on gender equality and for improving the participation of women in public

⁷⁸ Electoral Observation Mission (MOE), "Partial Report Elections of Local Authorities 2019," (Bogotá, 2019), https://moe.org.co/wp-content/uploads/2019/07/20190907_Informe-MOE_Lanzamiento-Plan-Agora.pdf.

⁷⁹ United Nations (UN), "Report of the Secretary General on the Mission of Verification of the United Nations in Colombia," (S / 2019/530, June 27, 2019), 2.

⁸⁰ Office of the Ombudsman, "Early Warning No. 035-19 Electoral Risk 2019," (Bogotá, 2019).

life. On September 1, 2019, the female candidate for mayor of Suárez (Cauca) was murdered, along with five others. In this same municipality, the regional ombudsman issued an early warning for all mayoral candidates of Suárez.⁸¹ The equal exercise of civil and political rights by women and men in Colombia must receive due recognition and align with the political will to fulfill these commitments for improving democracy.

Commitments and measures for security and protection guarantees

• Community and collective protection mechanisms

It is necessary to emphasize the collective and preventive dimension of security and protection guarantees strategies with a gender-, ethnicity-, age-, and territorial-based approach. These dimensions include proposals for strengthening indigenous, cimarronas,⁸² and campesino⁸³ guards and supporting women's organizational and leadership initiatives in rural areas. In these cases, cultural and ancestral elements (in the case of ethnic peoples) must be incorporated to the protection of women leaders, their communities, and territories.⁸⁴

Within the framework of collective security measures established via the Risk Assessment and Recommendation Committee (Collective CERREM) of the Ministry of the Interior, risk assessments and measures were taken for five groups of women from 2018 to June 2019.⁸⁵ Among them was the Liga de Mujeres Desplazadas (LMD), an organization for displaced women from the city of Cartagena, and the Corporación Para El Desarrollo Integral De La Mujer Monteriana (Cordesimm - Narrar Para Vivir), a women's organization from Montes de María.⁸⁶

In PDET municipalities between July 2018 and June 2019, there was a 1.5% increase in the homicide rate compared to the same period 2017–2018.⁸⁷ This increase was particularly

⁸¹ "Karina García, candidate of the mayoralty of Suárez, Cauca is murdered," *El Espectador*, September 02, 2019, <https://www.elespectador.com/noticias/judicial/asesinan-karina-garcia-candidata-de-la-alcaldia-de-suarez-cauca-articulo-879038>.

⁸² The Cimarronas Guard originates from the community organization in Palenque, Colombia. The Guard exists in different departments of Colombia in Afro-Colombian communities to protect and ensure peaceful coexistence.

⁸³ Campesino refers to subsistence farmers in Colombia.

⁸⁴ OXFAM, "Defenders of the Earth, the Territory, and the Environment: Guardians of Life," (Bogotá, April 2019), 2, <https://www.oxfam.org/es/defensoras-de-la-tierra-y-el-medio-ambiente-voces-silenciadas>.

⁸⁵ Office of the Presidential Councilor for Human Rights and International Affairs, "Homicide Report Against Social Leaders and Human Rights Defenders 2010–2019," (Bogotá, 2019), http://www.derechoshumanos.gov.co/Prensa/2019/Documents/INFORME%20LDDH%20ACTUALIZADO%2017%20DE%20JULIO_V2.pdf.

⁸⁶ National Protection Unit, "Report on the Accountability of Peacebuilding," (Bogotá, 2019), 21, <https://www.unp.gov.co/wp-content/uploads/2019/06/informe-de-rendicion-de-cuentas-paz.pdf>.

⁸⁷ Congress of the Republic of Colombia, "How is the peace agreement, one year after the Duke government? Challenges and recommendations. Report 01: Multiparty monitoring of the implementation of the Peace Agreement," (Bogotá, 2019).

concentrated in Catatumbo, Bajo Cauca, and Northeast Antioqueño. It highlights the need to review community protection mechanisms within the implementation of the PDET. Additionally, UNP schemes and measures must be sensitive to the contextual, cultural, collective, and territorial needs of rural female human rights defenders and women at risk, both of which require effective protections in light of the contexts in which they work.

- **National Commission on Security Guarantees (CNGS)**

An important achievement in 2019 has been the inclusion of two women’s organizations—the Women’s Summit and GPAZ—as permanent guests in the National Commission on Security Guarantees (CNGS), as well as the development of three gender commissions.⁸⁸ Additionally, on June 11, 2019, an ethnic sub-commission was launched. As of the publication date of this report, the CNGS met twice in 2019: January 30 and August 12, 2019.⁸⁹ Additionally, in November 2018, the Government issued Decree 2137 creating the Intersectoral Commission for the development of the Timely Action Plan (PAO). Within the framework of this policy, different protective profiles of protection are identified, including female group leaders and LGBT community leaders.⁹⁰ This public policy initiative has become the backbone of the protection and security guarantees policy for leaders and defenders of Human Rights. According to the Commissioner for Peace, Miguel Ceballos, within this context the CNGS takes on the role of “consultation and advisory body.”⁹¹

⁸⁸ Office of the Attorney General of the Delegated Nation for the Monitoring of the Peace Agreement, “First report to Congress on the status of Progress of the Implementation of the 2016–2019 Peace Agreement,” (Bogotá, 2019), 161, <https://bit.ly/2kkmiAZ>; Nancy Gutiérrez (Minister of the Interior), Miguel Ceballos, (High Commissioner for Peace), “Statement at the end of the meeting of the National Commission on Security Guarantees,” Ministry of the Interior, January 30, 2019, <https://www.mininterior.gov.co/sala-de-prensa/noticias/declaracion-al-termino-de-la-reunion-de-la-comision-nal-de-garantias-de-seguridad-30ene2019>.

⁸⁹ “The National Security Guarantees Commission met successfully, with the participation of representatives of the Government and civil society,” Presidency of the Republic, January 30, 2019, <https://id.presidencia.gov.co/Paginas/prensa/2019/190130-Con-exito-sesiono-Comision-Nacional-Garantias-Seguridad-participacion-representantes-Gobierno-sociedad-civil.aspx>; “Eight organized common crime groups linked to affectations to social leaders and ex-combatants Farc were dismantled;” High Commissioner for Peace, “Office of the High Commissioner for Peace, August 12, 2019, <http://www.altocomisionadoparalapaz.gov.co/Prensa/Paginas/2019/Ocho-grupos-de-delincuencia-comun-organizada-vinculados-con-afectaciones-a-lideres-sociales-y-excombatientes.aspx>.

⁹⁰ Nancy Gutiérrez (Minister of the Interior), Miguel Ceballos (High Commissioner for Peace), “Statement at the end of the meeting of the National Security Guarantees Commission,” (January 30, 2019).

⁹¹ Miguel Ceballos, (High Commissioner for Peace), “Statement at the end of the meeting of the National Security Guarantees Commission,” (January 30, 2019), <https://id.presidencia.gov.co/Paginas/prensa/2019/190130-Declaracion-Alto-Comisionado-Paz-Ministra-Interior-Comision-Nacional-Garantias-Seguridad.aspx>.

Box
5
Good practices: guarantee working groups for women leaders, defenders, and their organizations in Montes de María and Putumayo

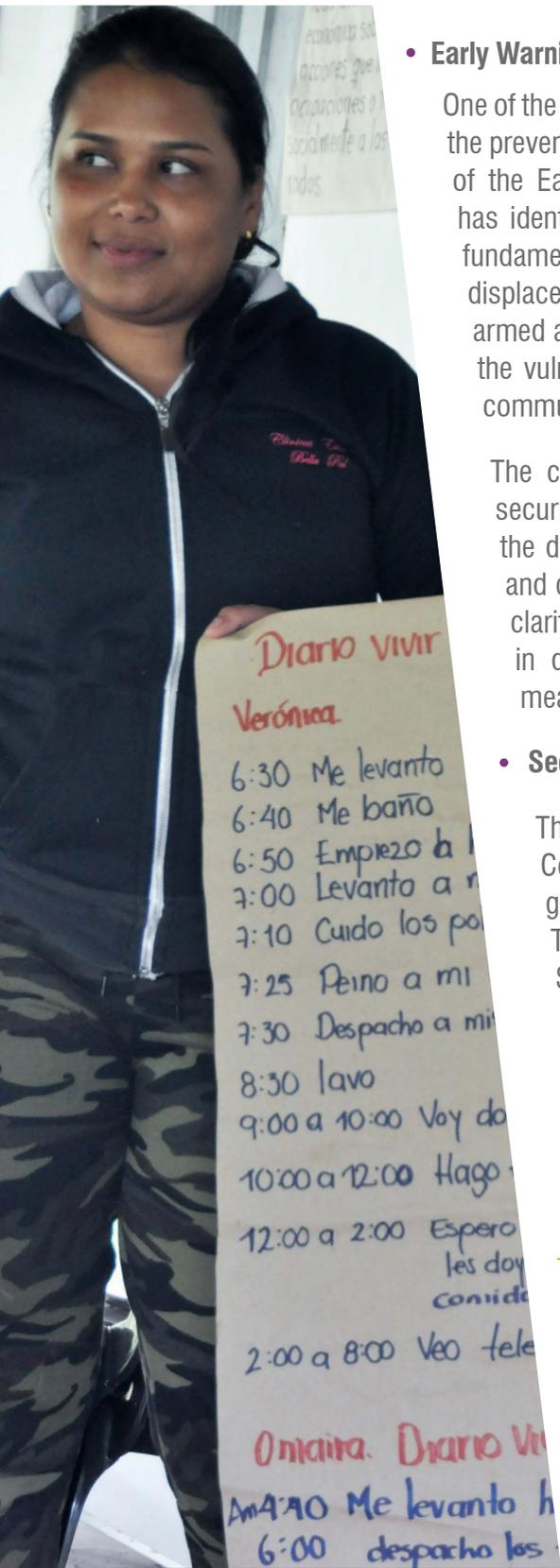
There was productive coordination between women's organizations, the Public Ministry and international cooperation for the installation and development of two working groups for women leaders, defenders, and their organizations in the Montes de María and Putumayo. The initiatives promote interlocution between women and local and national level institutions to design measures of prevention, protection, and guarantees of non-repetition that are consistent with the contextual and cultural needs of female leaders. These experiences constitute pilot projects that may offer lessons for the territorial expansion process of the Guarantees Program for Women Leaders and Human Rights Defenders.

- **Measures of protection and individual prevention of women leaders**

Another example worth highlighting is the development of *Mesa por la Vida*, in the city of Cali (Valle del Cauca) in July 2019. This working group was a key stage of joint work between the Ombudsman's Office, National Office of the Inspector General, and the leaders, human rights defenders, and their organizations to follow up on the Guarantees Program for Women Leaders and Human Rights Defenders.⁹² Additionally, a gender perspective was incorporated into the Articulation Plan for Security Actions for the population targeted by the PNIS, as well as in the actions and measures already included in the Comprehensive Guarantee Program for Leading Women and Human Rights Defenders.⁹³

⁹² Ombudsman, "We will continue to work with all women for the commitments they have with life: Ombudsman at the working group for Life in Cali," (July 3, 2019), <https://bit.ly/2ncswUH>.

⁹³ Office of the Presidential Councilor for Stabilization and Consolidation, "Management report on the implementation of the Final Peace Agreement, from August 7, 2018 to July 31, 2019," (Bogotá, 2019).



• **Early Warning System (SAT)**

One of the main accomplishments in the inclusion of a gender perspective for the prevention of violence in the Final Agreement has been the strengthening of the Early Warning System (SAT) of the Ombudsman’s Office.⁹⁴ SAT has identified various risk scenarios faced by human rights leaders and fundamental rights violations in Colombia.⁹⁵ It has warned about forced displacement (in 113 public announcements), the differentiated impact of armed actor recruitment on women, girls, children, and adolescents, and the vulnerability and risk of sexual violence that women and the LGBT community face in territories abandoned by the former FARC-EP.⁹⁶

The challenge for enhancing prevention measures and guaranteeing security and protections for women lies in ensuring coordination between the different competent entities: SAT, the Ministry of Interior, the UNP, and other relevant institutions and stakeholders. It is also important to clarify for the institutions involved what a gender perspective means in different scenarios in order to expedite the implementation of measures.

• **Security System for Political Participation (SISEP)**

There has been initial deployment in the territories of the Elite Police Corps to support the investigation and dismantling of illegal armed groups, and of the Police Unit for Peacebuilding (UNIPEP) in the Territorial Spaces for Training and Reincorporation (ETCR). Likewise, SISEP pilot programs have been executed to incorporate issues of women and the LGBT population. The challenge continues to be the mitigation and containment of violence, armed groups, and illegal economies that affect women and LGBT communities in different ways.

⁹⁴ Ombudsman Delegate, (Intervention, Special Forum of Women meeting, Bogotá, June 6, 2019).

⁹⁵ Germán Gómez Polo, “It could have been a massacre: Francia Márquez,” *El Espectador*, May 5, 2019, <https://www.elespectador.com/colombia2020/pais/pudo-haber-sido-una-masacre-francia-marquez-articulo-857944>.

⁹⁶ United Nations (UN), “Report of the Secretary General on the Mission of United Nations Verification in Colombia,” (S / 2019/530, June 27, 2019), 12.

Measures for the security and protection of ex-combatants and members of the FARC political party require special attention from the authorities. As the United Nations Verification Mission warns, since the signing of the Final Agreement, 147 ex-combatants have been killed, 12 forcefully disappeared, and 21 targeted in murder attempts.⁹⁷ The inclusion of women in the mixed security body is an important step that must be reinforced.⁹⁸ Likewise, the implementation of comprehensive security guarantees for the ex-combatant population should be bolstered and advanced, as should efforts to dismantle or impede the functioning of armed groups and criminal structures in the territories where these groups constitute a serious threat against citizens.

- **Challenges in investigation and justice: Special Investigation Unit of the Office of the Inspector General**

Since the Special Investigation Unit (UEI) of the National Office of the Inspector General has been in operation, there have been advances in the investigation and clarification of hostilities, attacks, and murders of women human rights defenders.⁹⁹ However, given the magnitude of these phenomena, it has not been enough. According to the Elite Police Corps, a total of 1,147 people received threats and 265 have been killed (232 men and 33 women).

The Elite Corps of Police has developed an investigative approach centered on the characterization of the victim, identification of the type of leadership, and impact of these actions on the community. In addition, the government has engaged the Superior Council of the Judiciary in the creation of a body of judges for expediting trials and convictions against those who have infringed upon social leaders and human rights defenders, with the aim of contributing to the truth and non-recurrence.

⁹⁷ United Nations Organization (UN), “Report of the Secretary General on the Verification Mission of the United Nations in Colombia,” (S / 2019/780, October 1st, 2019), 9.

⁹⁸ United Nations (UN), “Report of the Secretary General on the Mission of Verification of the United Nations in Colombia,” (S / 2018/279, April 2, 2019), <https://colombia.unmissions.org/sites/default/files/n1808244.pdf>.

⁹⁹ Attorney General's Office, “Attorney General's Office advances in the investigation and prosecution of homicides against social leaders,” (August 20, 2019), <https://www.fiscalia.gov.co/colombia/noticias/fiscalia-avanza-en-la-investigacion-y-judicializacion-de-homicidios-contra-lideres-sociales/>.

3. Reincorporation of former FARC-EP combatants

The social, economic, and political reincorporation of ex-combatants is a priority issue for the construction of a sustainable peace in the territories because it contributes to community reconciliation, building trust among ex-combatants, and preventing violence associated with armed groups and political dissidents. Although measures with a focus on gender have been included in reincorporation programs, challenges for reincorporation remain with access to specialized health services, educational opportunities, and participation in other social and economic initiatives. These challenges are frequently related to the care tasks that ex-combatants assume in their homes.

During the period covered by this report, significant progress was made in terms of including women's rights in the reincorporation processes and initiatives. The rights of ex-combatants were included in the Document CONPES 3931 of 2018, which also contains 18 measures focused on gender. These measures are designed to improve planning processes, strengthen the social fabric, coexistence, and reconciliation, increase access to programs for economic stabilization and basic rights, and provide a psychosocial support program with gender, territorial, and ethnicity based approaches that meet the specific needs of FARC-EP ex-combatants and their families. These concerns were presented by the Agency for Reincorporation and Normalization (ARN) during the third session of the High Level Government Gender Body, in August 2019.¹⁰⁰ Likewise, the continuation of the Gender Roundtable of the National Reincorporation Council (CNR) provides a space for building trust, in line with the Office of the Presidential Councilor for Stabilization and Consolidation and its promise to fulfill commitments as agreed.

According to the latest ARN figures published in the “General Overview, Education, Health, Habitat, Income Generation: National Registry of Reincorporation,” of the 10,708 ex-combatants registered, 25% are women and 17.6% identify with an ethnic group.¹⁰¹ At the time of the study, 264 women were pregnant and 83.3% had received prenatal care. However, concerns remain about a comprehensive gestation route for pregnant women, the care options for them, and access to special attention in high-risk cases.

Women in the reincorporation process have played a key role in the reconstruction of the social fabric. In the transformation away from violent masculinities, men can also assume

¹⁰⁰ Office of the Presidential Councilor for Stabilization and Consolidation, “96% of the work plans of the 51 PMI gender indicators reported progress in their implementation,” (August 20, 2019), <http://portalparalapaz.gov.co/publicaciones/1171/el-96-de-los-planos-de-trabajo-de-los-51-indicadores-de-genero-del-pmi-reportaron-avance-de-su-implementacion/>.

¹⁰¹ Reincorporation and Normalization Agency, “General Overview, Education, Health, Habit Generation of Income: National Registry of Reincorporation,” (Presentation, Ibagué, March 2019).

a responsibility in strengthening the social fabric. Efforts to develop social, educational, and economic initiatives, and to strengthen the reincorporation of ex-combatant women into community organizations, should be recognized and encouraged.¹⁰²

To date, there are valuable examples of women's participation in programs such as *Arando la Educación*, which by the end of April 2019 had enrolled 1,420 ex-combatants with close to half (45%) being women. About 1,765 community members, of which 67% were women, also benefited from this program.¹⁰³ Pre-contractual processes are underway in 72 municipalities for the implementation of community projects for reconciliation, the strengthening of protective environments for children and young people, and the promotion of women's leadership. These projects do not only involve ex-combatants of the FARC-EP, but also members of other communities and local institutions.¹⁰⁴ However, according to the report of the United Nations Verification Mission in Colombia, despite these efforts, questions remain regarding the quality and access to these programs for pregnant women, children, adolescents, and people with disabilities in the ETCRs.¹⁰⁵

A new geography of reincorporation has emerged with the transition of the ETCR¹⁰⁶ and dynamics of the Group Reincorporation Areas (ARG) and settlements in urban areas. Currently, there is an opportunity for local authorities to be empowered and institutional presence to be consolidated in these areas, as well as to guarantee access to health, education, and prevention of gender-based violence programs for ex-combatant women and surrounding communities. In this context, it is urgent to make the necessary adjustments to meet the needs of ex-combatants who are outside the ETCRs and that constitute more than 70% of the population in the process of reincorporation. Data available through September 2019 showed

¹⁰² UN Women, "Government of Colombia, UN and FARC inaugurate comprehensive reinstatement program," (April 17, 2019), <http://colombia.unwomen.org/es/noticias-y-eventos/articulos/2019/04/anunciopbfinteragencial>.

¹⁰³ United Nations (UN), "Report of the Secretary General on the Mission of United Nations Verification in Colombia," (S / 2019/530, June 27, 2019), 7.

¹⁰⁴ Office of the Presidential Council for Stabilization and Consolidation, "Management report on the implementation of the Final Peace Agreement, from August 7, 2018 to July 31, 2019," (Bogotá, 2019), 39.

¹⁰⁵ United Nations Organization (UN), "Report of the Secretary General on the Mission of Verification of the United Nations in Colombia," (S / 2019/530, June 27, 2019), 8.

¹⁰⁶ According to Decree 1274 of 2017, the Territorial Spaces for Training and Reincorporation (ETCR) would lose their legal status on August 16, 2019. In May 2019 the National Government stated that 11 were likely to be transferred, its continuity should be evaluated According to five criteria: 1. Land viability; 2. Extended security of the territory; 3. Provision of goods and services; 4. The development of livelihood projects; 5. The capacity of municipalities to integrate these ETCRs. To date, the RNA has visited the 11 ETCRs to evaluate these five criteria and determine their continuity. However, there is still no official document on which ones continue and which ones are transferred. To the ETCRs that are determined to continue, an adaptation plan will be implemented and will be included within the municipal POT; Officials (Agency for Reincorporation and Standardization) interview conducted by the Kroc Institute team, Bogotá, June 25, 2019.

that in these areas there were more than 200 accredited women, 11 of whom were pregnant; over 500 minors were also registered. These and other elements constitute an important challenge in terms of attention for women and girls.¹⁰⁷

Social reincorporation

Reexamining the construction of traditional gender roles is relevant when supporting ex-combatant men and women in the reincorporation process. Generally, the design of reincorporation programs underestimates the role of gender in the experiences of ex-combatants.¹⁰⁸ To improve the participation and recognition of women's rights in this process, a cultural transformation is necessary, which requires difficult identity reconstruction procedures that must confront multiple forms of stigmatization towards women, the transgression of traditional gender roles, and their legal status as ex-combatants.¹⁰⁹

In this sense, it is essential to continue implementing actions for gender equality and new masculinities within the FARC political party. The FARC party has developed a strategy of self-care and welfare, including introducing new masculinities, while responsibly monitoring these strategies. Progress has also been made with the Women's, Gender, and Diversity Commission within the party.¹¹⁰ With the support of the Norwegian Embassy and UN Women, this Commission has introduced a project to strengthen the participation of ex-combatant women across 19 ETCRs.

The "National Meeting for Women in the Process of Reincorporation: Farianas and Diversity" was held from May 30 to June 2, 2019.¹¹¹ There were 400 women in the process of reincorporation who were responsible for gender issues affecting the ETCRs in different parts of the country. Together they built a document containing the needs and strategic vision of women in the process of reincorporation. This meeting highlighted the need to strengthen health care in the ETCRs and beneficiary municipalities, as well as the importance of continued analysis of technical and higher level learning opportunities for women.

¹⁰⁷ National Agency for Reincorporation, "Rural Areas for Reincorporation," September 19, 2019.

¹⁰⁸ One Earth Future, "The Absent Peace: Gender Considerations in Reincorporation Efforts in Colombia," (August 2019), https://oefresearch.org/sites/default/files/documents/publications/The_Missing_Peace_DIG_SP.pdf.

¹⁰⁹ One Earth Future, "The Absent Peace: Gender Considerations in Reincorporation Efforts in Colombia," (August 2019), 45–53, https://oefresearch.org/sites/default/files/documents/publications/The_Missing_Peace_DIG_SP.pdf.

¹¹⁰ United Nations (UN), "Report of the Secretary General on the Verification Mission of the United Nations in Colombia," (S / 2019/530, June 27, 2019), 13.

¹¹¹ Fariana Women and Diversities, "Conclusions of the National Meeting of Women and Farias Diversities for the Transformation of Colombia," (Bogotá, May 2019).

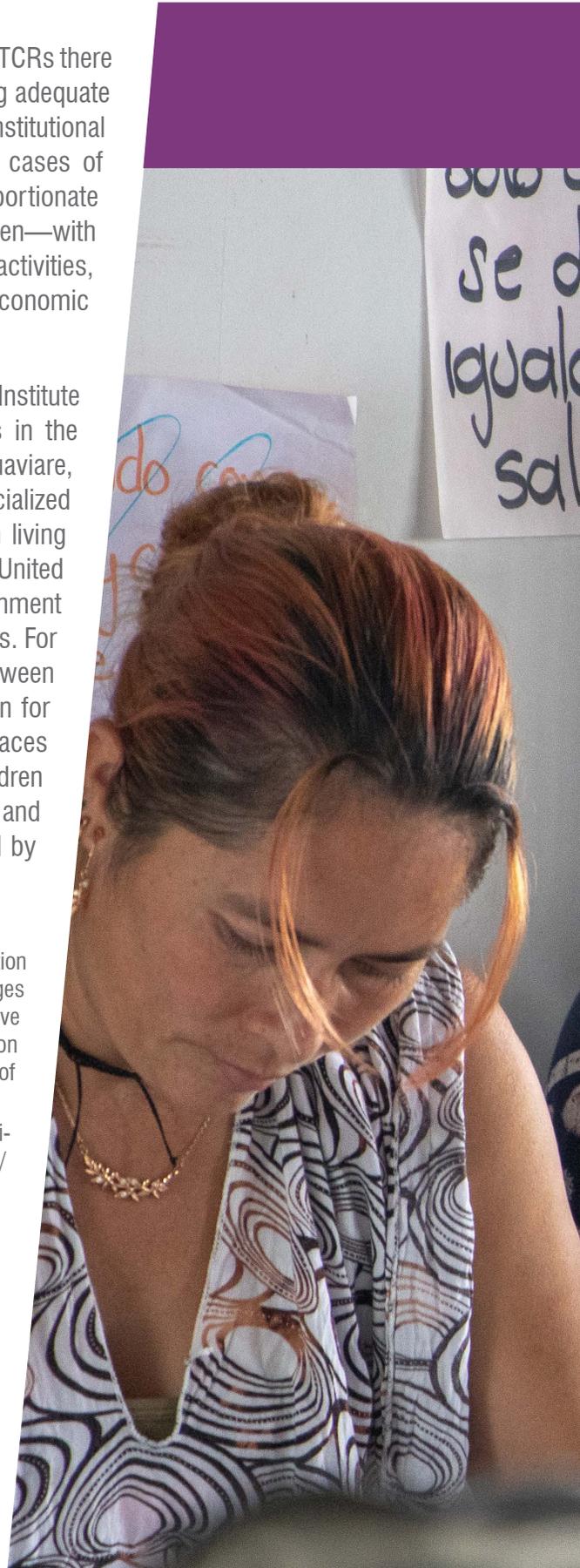
Ex-combatant women have affirmed that in some of the ETCRs there are cases of gender-based violence that are not receiving adequate attention or visibility, due to the lack of care routes and institutional capacity at the local level. They have provided some cases of psychological violence by partners and the disproportionate distribution of unpaid care work among men and women—with women seen as responsible for the majority of such activities, which poses barriers preventing them from achieving economic autonomy and participating politically.¹¹²

In terms of childcare, the Colombian Family Welfare Institute (ICBF) has made an effort to offer childcare services in the ETCRs of Tolima, Meta, Arauca, Cauca, La Guajira, Guaviare, and Putumayo. However, education and pediatric or specialized health services are needed for more than 800 children living in these spaces.¹¹³ International cooperation and the United Nations System in coordination with the national Government and the FARC are making efforts to promote these spaces. For example, in an agreement signed in September 2019 between the Swedish Embassy and the International Organization for Migration (IOM), three comprehensive community care spaces are to be designed and implemented, benefitting 90 children and adolescents, sons and daughters of ex-combatants, and communities in the municipalities and ETCRs prioritized by the project.¹¹⁴

¹¹² Corporación Vínculos, “Participatory characterization of the situation and territorial vision of women and young people from the priority villages in Meta and Guaviare in the framework of the project ‘Creation of protective environments for the prevention of gender-based violence and promotion of participation of women and young people in the prioritized areas of Meta and Guaviare in scenarios of building trust and peace,’” (2019).

¹¹³ United Nations (UN), “Report of the Secretary General on the Verification Mission of Verification of the United Nations in Colombia,” (S / 2019/530, June 27, 2019), 14.

¹¹⁴ In five Territorial Spaces for Training and Reincorporation (ETCR): La Paz (Cesar), La Montañita (Caquetá), Mesetas (Meta), La Carmelita (Putumayo), Caño Indio (Norte de Santander), and 3 New Points of Regrouping (NPR): Popayán (Cauca), Mutatá (Antioquia), Pueblo Rico (Risaralda); Embassy of Sweden, “Implementation of gender-based violence prevention plans and promotion of the autonomy of FARC women in transitioning to civilian life (Phase II),” (Bogotá, 2019).



This agreement between Sweden and IOM seeks to contribute to the social, political, and economic empowerment of ex-combatant women in the process of reincorporation. It includes the design and implementation of gender-based violence prevention plans with a community focus as well as training in reforming masculinities, continuing the strategy of “Trainers and promoters for the prevention of gender-based violence” implemented in 2017-2018 (from which 137 women and 103 ex-combatant men graduated).¹¹⁵ For its part, UN Women in coordination with the United Nations Children’s Fund (UNICEF), the ARN, and FARC, is accompanying the creation of care spaces in five ETCRs. This project has been carried out with resources from the UN Peacebuilding Fund (PBF).

A priority issue that has received little attention is the urgency of moving forward in cases of family reunification and of ex-combatants who are struggling to regain legal guardianship of their children. Family reunification is included in CONPES 3931¹¹⁶ and it is of great relevance, in light of the desire of ex-combatants to resume relations with their children and relatives. There is a proposal for the Technical Family Reunification Board of the CNR, but the institutional competencies for the proposal remain unclear.

Economic reincorporation

In terms of livelihood projects, the Office of the Presidential Councilor for Stabilization and Consolidation indicates that as of September 2019, a total of 35 collective projects, 350 individual projects, 200 self-managed projects, and 37 projects developed with the support of international cooperation were approved.¹¹⁷ However, there are important challenges related to the participation of ex-combatants in these initiatives, as well as with regard to their access to education and health services.¹¹⁸

In the 2019 survey conducted by the ARN, a total of 1,261 of ex-combatants responded that the main reason they are not studying is because they are occupied with family care.¹¹⁹

¹¹⁵ Embassy of Sweden, “Implementation of gender-based violence prevention plans and promotion of the autonomy of FARC women in transit to civilian life (Phase II),” (Bogotá, 2019).

¹¹⁶ United Nations (UN), “Report of the Secretary General on the Mission of United Nations verification in Colombia,” (S / 2019/530, June 27, 2019), 14.

¹¹⁷ Office of the Presidential Councilor for Stabilization and Consolidation, (@PosconflictoCO), “#AvanzaLaPaz-ConLegalidad The countries of the world set their eyes on #Colombia for implementation results. Ex-combatants receive support from @IvanDuque and National Reincorporation Council approves new collective productive projects,” Tweet, September 21, 2019. <https://bit.ly/2Mb7L4f>

¹¹⁸ Ex-combatants (FARC-EP Apartadó) interview conducted by the Kroc Institute team, May 2019.

¹¹⁹ Reincorporation and Normalization Agency, “General Overview, Education, Health, Habit Generation of Income: National Registry of Reincorporation,” (Presentation, Ibagué, March 2019).

A total of 17% of women and 6% of men have stopped participating in livelihood projects because they are responsible for caring for dependents.¹²⁰ The economic empowerment of ex-combatant women is not limited to generating a source of income. It is also conditioned by the possibilities of acknowledging, reducing, and redistributing the daily care work performed. It is necessary to insist on strategies for the inclusion of the care economy as a relevant axis in the development and promotion of women's participation. Of those in the process of reincorporation, a total of 26% of women work exclusively on care activities, as opposed to just 3% of men.¹²¹ It is necessary to support the initiatives of care spaces for children in all the ETCRs, especially in those where there are a greater number of children under five years of age.

Many of the initiatives carried out with a gender perspective are promoted by international cooperation. Among them is the livelihood project of a fruit and vegetable processing plant in which 70 ex-combatants based in Dabeiba and Mutatá (Antioquia) will work. Women involved received financial support from UN Women in the framework of the alliance with the Norwegian Embassy and the implementation of the National Association of Campesino Reserve Zones (ANZORC).¹²² This initiative innovates with the creation of a Solidarity Center for Care Services that will provide services for the collective purchase of groceries and supplies alongside the payment of services and errands, as well as collective shifts covering childcare and household chores starting in 2020.¹²³

Another example of support for economic reincorporation is the project "Strengthening the Solidarity Economy Organizations for Development of Economic and Productive Initiatives in ETCRs," being implemented by an alliance among the World Corporation of Women Colombia, the CORPAZ organization, and the European Peace Fund. The project is carried out in the ETCRs of Colinas (Guaviare), La Fila (Tolima), Mariana Páez (Meta), and two ARGs in La Macarena.¹²⁴ Similarly, UN Women has coordinated with the gender liaisons of the ETCRs to guarantee the incorporation of the gender perspective in the livelihood projects aimed at economic and social reincorporation of the former members of the FARC-EP that live in four ETCRs in Cauca, nearby areas, and the ARG.

¹²⁰ Reincorporation and Normalization Agency, "Presentation during the South-South Technical Cooperation Tour in Ibagué," (presentation, South-South Technical Cooperation Tour in Ibagué, September 19, 2019).

¹²¹ *Ibid.*

¹²² Ex-combatants (FARC-EP Apartadó) interview conducted by the Kroc Institute team, May 2019.

¹²³ Ricardo Monsalve Gaviria, "The first productive project made by women ex-combatants of Farc opens," *El Colombiano*, August 15, 2019, <https://www.elcolombiano.com/colombia/paz-y-derechos-humanos/mujeres-ex-combatientes-de-farc-crean-proyecto-productivo-JG11422902>.

¹²⁴ Office of the Presidential Councilor for Stabilization and Consolidation, "Management report on the implementation of the Final Peace Agreement, August 7, 2018 to July 31, 2019," (Bogotá, 2019).

**Box
6****Best practices: a focus on gender in livelihood projects**

In terms of knowledge management, the production of pedagogical material, “Tools for the incorporation of the gender perspective in livelihood projects related to reincorporation processes,” stands out. This material is the result of coordination among the Gender Board of the National Reincorporation Council, UN Women, the United Nations Development Programme (UNDP), and the United Nations Verification Mission in Colombia. The document “Minimum standards of care economy in contexts of economic reincorporation,” prepared by UN Women, is another contribution that promotes the participation of women in reincorporation programs for ex-combatants in civil life and addresses the barriers that prevent their participation on equal terms in order to guarantee their effective reincorporation.

The Verification Mission has highlighted the importance of taking advantage of these tools and training modules for livelihood projects in order to foster a reincorporation approach that takes into account a gender perspective and the necessary resources. It is also worth highlighting the pedagogical material, “Gender and Reincorporation. María Cano School. Training and Political Advocacy for the Reincorporation of FARC Women,” from the Kolectiva Feminista of Thought and Political Action, with the support of UN Women and the Norwegian Embassy.¹²⁵

¹²⁵ Gender Roundtable of the National Reincorporation Council UN Women, United Nations Development Program (UNDP), United Nations Verification Mission in Colombia, “Tool for the inclusion of the gender approach in economic reincorporation processes” (Bogotá, 2019), <https://colombia.unwomen.org/es/biblioteca/publicaciones/2019/08/herramientas-incorporacion#view>.

Political Reincorporation

The political reincorporation and creation of the FARC party has included the creation of 10 Congressional seats for a period of eight years. Of the 10 seats, two have been occupied by women in the party, Victoria Sandino and Sandra Ramírez. For the regional elections of October 27, 2019, the FARC party presented 301 candidates in 23 departments of which 117 were women (39%) and 184 were men (61%). Of the 301, 98 were ex-combatants (33%), 63 were men and 35 were women.¹²⁶ Efforts to strengthen the construction of citizenship of ex-combatants are fundamental. Pedagogy on participation in local political environments, the construction of citizen agendas, and the interlocution of these agendas with those of the women's movement has been increasingly important.

Security and non-stigmatization is necessary to strengthen the participation of ex-combatant women. Killings of former guerrillas, mostly men, in the process of reincorporation makes it more difficult to visualize specific risks for women. In general, ex-combatants express distrust of state institutions and their capacity to effectively provide attention, sanctions, protection, or judicial action. The high risks of forced recruitment of young people and women by armed groups are also evident.¹²⁷ Some ex-combatant women constantly face risky situations and threats, often perceiving that the measures of material and immaterial protection being implemented are neither effective nor do they have the required differential (ethnic, territorial, or gender based) approach for effective security. Some ex-combatant women have felt stigmatized in social or institutional settings because they belonged to an armed group, which breaks gender stereotypes in a patriarchal society such as Colombia. This makes them more vulnerable and has forced many to maintain a low profile in various activities related to their reincorporation.¹²⁸

It is necessary to establish a transversal approach to gender in each of the reincorporation protocols, plans, formats, and matrices used by the Specialized Security and Protection Sub-directorate (SESP) to guarantee the security of women, along with the rest of Colombia's diverse population. Likewise, emphasis should be placed not only on urgency, but also on prevention measures and the need for psychosocial support for women and diverse populations in reincorporation processes, including the Security and Protection body.¹²⁹

¹²⁶ Fuerza Alternativa Revolucionaria del Común, "List of candidates registered at national level party Revolutionary Alternative Force of the Common," (Bogotá, September 2019).

¹²⁷ National Protection Unit, "Consulting report to support the Specialized Security and Protection Sub-directorate (SESP) of the National Protection Unit, with the support of UN Women, from February to August 2019," (Bogotá, 2019).

¹²⁸ *Ibid.*

¹²⁹ *Ibid.*

4 .Comprehensive System of Truth, Justice, Reparations, and Non-Recurrence (SIVJRNR) y and the rights of victims

The operation of the different components of the Comprehensive System of Truth, Justice, Reparations, and Non-Recurrence (SIVJRNR) is essential for the comprehensive implementation of the Final Accord, the full guarantee of the rights of women and LGBT populations, and the success of peacebuilding work in Colombia. A gender perspective has been effectively included in the design and architecture of the entities that make up the SIVJRNR, especially with regard to the representation and participation of women. This is evidenced in the cross-sectional teams of each entity, as well as in the representation of the magistrates in the Special Jurisdiction for Peace (JEP) and commissioners of the Truth, Coexistence, and Non-Recurrence Commission (CEV).¹³⁰ However, greater efforts must be made to ensure the comprehensiveness of the System, which includes advancing the reparations processes required by the Policy for Assistance and Comprehensive Reparations to Victims.

The Final Agreement includes innovative mechanisms of accountability for serious crimes that occurred during the armed conflict, as well as in the administration of restorative justice, that allow for the protection and satisfaction of the rights of victims in a context of complex transition from war to peace. The recognition, compensation and restoration of the dignity of victims constitutes the essence of the Accord, and for this reason these concepts are at the center of its implementation.

Special Jurisdiction for Peace

The JEP has made significant progress in promoting a transversal gender perspective through its structure, as well as in its jurisdictional powers. Regarding the advances in the architecture of the entity, the following stand out: 1) the important development and role of the Gender Commission as an advisory body and consultant on issues related to the implementation of a gender perspective or to cases of violence against women, girls, and LGBT population; 2) the equal formation of the entity in all its dependencies and decision-making spaces, as well as the importance of women leaders in influential positions; and 3) the important role of the Information Analysis Group (GRAI) in developing differential ethnic- and gender-based approaches.

¹³⁰ Barometer Initiative, Matrix of Peace Agreements, Kroc Institute for International Peace Studies, UN Women, FDIM, Sweden. “Special Report of the Kroc Institute and the International Component, UN Women, FDIM and Sweden, on the monitoring of the gender-based approach in the implementation of the Final Accord,” (Report 1, Bogotá, Colombia, 2018), 29, https://kroc.nd.edu/assets/294960/181030_informe_ge_nero_esp_final_2_.pdf; Gender in Peace Working Group (GPAZ), “Follow-up report on the participation of women in the institutionality of the transition,” (November 22, 2017).

From the point of view of their jurisdictional competencies, the Recognition, Responsibility, and Determination of Facts and Conducts Court has incorporated a gender perspective in the prioritization criteria for opening cases and the protocol for reporting, as well as its decision to highlight gender-based violence and sexual violence in the following macro cases: Tumaco, Barbacoas, and Ricaurte (case 002); South of Valle and Cauca (case 005); and the recruitment of children (case 007).¹³¹

The decision of the Amnesty and Pardoning Court on June 16, 2019, denied amnesty to Oscar Enrique de Lima Contreras, a former member of the 59th Front of the FARC-EP, for his role in sexually abusing a girl of the Wayúu ethnic group in 2014. With this decision the entity began to generate jurisprudence and doctrines regarding sexual violence.

In addition to the above, the Investigation and Prosecution Unit (UIA)¹³² has formed a special investigation team that is already in operation and is led by a prosecutor who is exclusively responsible for investigating cases of sexual violence in the context of the armed conflict.¹³³ As of July 2019, the Unit had completed dialogues with approximately 2,600 victims and organizations for the participatory construction of a “Sexual Investigation Manual.” This document places special emphasis on damages, impacts, and effects of sexual violence, as well as mechanisms for guaranteeing the inclusion and participation of victims in the different forms of reparation.¹³⁴

The UIA of the JEP has also created a software program called Layna, in conjunction with three women’s organizations, that may systematize and analyze a wealth of data on gender-based violence and sexual violence during the armed conflict. This program allows sharing and transferring information from databases of different institutions in real time, a mechanism that will eventually be useful for the construction of a single digital databank with information from entities such as the Unit for the Attention and Comprehensive Reparation of Victims (UARIV) and the Ministry of Health.¹³⁵

¹³¹ “The JEP Investigation Unit advances in cases of sexual violence,” *Hacemos memoria*, July 21, 2019, <http://hacemosmemoria.org/2019/07/21/delitos-sexuales-poscuerdo-jep-colombia/>.

¹³² The Investigation and Prosecution Unit (UIA) of the JEP is the body that deals with the satisfaction of the victims’ right to justice in cases where the perpetrators do not contribute to the truth or do not recognize their responsibility in violations of human rights or violations of international humanitarian law.

¹³³ Officials (JEP Investigation and Prosecution Unit) interview conducted by the Kroc Institute team, June 28, 2019.

¹³⁴ “The JEP Investigation Unit advances in cases of sexual violence,” *Hacemos memoria*, July 21, 2019, <http://hacemosmemoria.org/2019/07/21/delitos-sexuales-poscuerdo-jep-colombia/>.

¹³⁵ According to the UIA of the JEP, as of June 2019 they had established agreements for the exchange of information on sexual violence with eight entities of the Colombian State; Special Jurisdiction for Peace (JEP), “Presentation of the UIA of the JEP in the Information Systems Committee of SIVIGE,” (Bogotá, April 30, 2019).



Civil society organizations that participated in this process include three women’s organizations (Ruta Pacífica de las Mujeres, Sisma Mujer and Red de Mujeres Profesionales), which contributed their own knowledge, experience, and data for the design and content of the software. The UN’s guidelines and international protocols for investigating sexual violence were taken into account, as well as previous experiences of judicial processes carried out within the framework of Law 975 of 2005, also known as the Justice and Peace Law. One of the main advantages of the Layna program is the possibility of making a detailed characterization of the victims before, during, and after the victimizing events, which allows for establishing the damage caused and determining the context in which the human rights violations occurred. This facilitates judicial decision making by the JEP.¹³⁶

The UIA has also encouraged the development of “information nodes” that facilitate data exchange and dialogue with other State institutions. The justice node is a good example because it will bring together 15 entities that will share information and efforts. Among them are the Ministry of Justice and Law, the Inspector General’s Office, the Office of the Attorney General, the Judiciary, the Office of the High Commissioner for Peace (OACP), and the CEV. The interoperability of this node is expected to be activated in December 2019.¹³⁷

As of June 2019, the UIA had recorded 1,346 cases of sexual violence, in addition to collecting multiple reports. During 2019, several territorial conferences, such as one in August 2019 in Norte de Santander, were held. In order to gather information, the UIA advanced workshops with 200 women victims of sexual violence in the cities of Santa Marta (Magdalena), Cali (Valle del Cauca), Medellín (Antioquia), and Barrancabermeja (Santander).¹³⁸ The

¹³⁶ Special Jurisdiction for Peace (JEP), “Presentation of the UIA of the JEP in the Information Systems Committee of SIVIGE,” (Bogotá, April 30, 2019).

¹³⁷ Officials (JEP Investigation and Accusation Unit) interview conducted by the Kroc Institute team, June 28, 2019.

¹³⁸ Special Jurisdiction for Peace, “Organized by the UIA-JEP, 200 women victims of sexual violence from 20 departments participated in workshops in four cities in the country,” (Communiqué 020, August 12, 2019), <https://www.jep.gov.co/SiteAssets/Paginas/JEP/uia/Sala-de-prensa/Comunicado%20020%20-%20Talleres%20Regionales%20con%20V%C3%ADctimas%20de%20Violencia%20Sexual.pdf>.

possibility of opening a prioritized case on sexual violence, independent of the other cases under investigation, has been signaled.¹³⁹

The Unit has also developed a risk assessment methodology, with contextual variables (such as the presence of armed actors and illegal economies) for the protection of victims, witnesses, and intervening actors in processes brought before the JEP.¹⁴⁰ Although the decree that regulates the mechanisms for the protection of these people has yet to be issued, the Unit is doing risk analysis and requesting precautionary measures for the Chamber for the cases of Absence of Acknowledgement of Truth and Responsibility. These measures are executed by the National Police or by the UNP.

The number of reports that the JEP has received from victims' and women's organizations has grown to at least 20 reports on sexual violence and a large number of reports that account for the differentiated impact of armed conflict on women.¹⁴¹ Continuing to support reporting by women and the LGBT population is a priority issue, given that these reports represent a mechanism for participation and inclusion that contributes to deepening the transformative sense of transitional justice for women.¹⁴²

As stated in Resolution 2467 of April 2019 of the United Nations Security Council, the most effective approach to survivors for prevention and response to, as well as for prosecutions of, sexual violence in conflict and post-conflict situations, is to strengthen the deterrent and preventive role of justice by sending a powerful message of zero tolerance. For this reason, the JEP has the important challenge of ensuring a rigorous, rights-based approach to women in their judicial decisions. This has the potential to become a reference not only for Colombia but also for global justice.¹⁴³

Truth, Coexistence, and Non-Recurrence Commission (CEV)

To carry out its case documentation work, the CEV has a total of 21 *Casas de la Verdad* (*Truth Houses*) in operation, 11 territorial teams, 5 mobile teams as well as nodes in 5 other regions of

¹³⁹ Officials (JEP Investigation and Accusation Unit) interview conducted by the Kroc Institute team, June 28, 2019.

¹⁴⁰ *Ibid.*; Officials (JEP Investigation and Accusation Unit) interview conducted by the Kroc Institute team, September 3, 2019.

¹⁴¹ National Network of Women Defenders, "Report on sexual violence in the context of the conflict; Report on gender violence in Montes de María," (Bogotá, June 18, 2019).

¹⁴² UN Women, "Indigenous women, Afro-descendants, refugees, exiles and migrants, victims and defenders of human rights contribute to the construction of justice, memory, truth and peace," (June 18, 2019), <https://colombia.unwomen.org/es/noticias-y-eventos/articulos/2019/06/entrega-informes-sivjrnr>.

¹⁴³ United Nations Security Council, Resolution 2467 of 2019 "Women and peace and security - Sexual violence in conflicts," S / RES / 2467, April 23, 2019.

the world.¹⁴⁴ Their objective is to prepare a comprehensive report on the scope and meanings of these crimes, as well as to make recommendations for caring for victims and survivors. This is currently done through a structured research process with 10 thematic nuclei and 26 territorial research routes.¹⁴⁵

As part of its methodology, the CEV conducts dialogues for non-recurrence and recognition meetings. On June 27, 2019, the First Meeting for the Truth of the CEV took place in Cartagena. In this meeting the act of recognition was carried out to dignify women and LGBT people victims of sexual violence during the conflict. The act was called “My body tells the truth,” and it represented an important testimony of the crimes and pain suffered by the victims, as well as testament to the resistance, resilience, and survival of these people.¹⁴⁶ According to Commissioner Carlos Martín Beristain, the CEV will continue to accompany the witnesses and document the cases of sexual violence that occurred during the conflict.¹⁴⁷

Through a process of coordination between the CEV and the Unit for the Search for Persons Deemed as Missing in the context of and due to the armed conflict (UBPD), between August 26 and 28, 2019, the second meeting was held to acknowledge women and family members looking for people deemed as missing in the context of the armed conflict. This second meeting, held in the city of Pasto (Nariño), facilitated women and family members to actively participate in an exchange of national and international experiences on the search for persons deemed as missing. Additionally, they presented the processes they have developed to face the scourge of disappearance, absence, and neglect through audiovisual and photographic materials in an exhibition open to the public in the city’s central square. To conclude the meeting there was a solemn act of recognition of the persistence of these women and their role in the reconstruction of the social fabric and peacebuilding.

Finally, it is worth noting that social organizations, including women’s organizations, have delivered different reports to the CEV. For example, the “Brave Voices” report in July 2019, prepared by the Association of Afro-descendant Women of Northern Cauca (ASOM) and Women’s Link Worldwide, documents cases of violation of the fundamental rights of Afro-Colombian women from this area of Colombia.¹⁴⁸

¹⁴⁴ Europe, Central America, North America, South America, and Oceania.

¹⁴⁵ Areas of cooperation of the Comprehensive System of Truth, Justice, Reparations, and Non-Recurrence, “Democracy and armed conflict - Role of the State and its responsibilities,” (presentation, permanent dialogue of the Comprehensive System of Truth, Justice, and Reparations with the international community, September 2019).

¹⁴⁶ Truth, Coexistence, and Non-Recurrence Commission, “The truth of the sexual violence that the war has left in Colombia,” (June 27, 2019), https://comisiondelaverdad.co/actualidad/noticias/la-verdad-de-las-violencias-sexuales-que-ha-dejado-la-guerra-en-colombia_

¹⁴⁷ *Ibid.*

¹⁴⁸ Truth, Coexistence, and Non-Recurrence Commission, “Without our voices, the truth will be incomplete” (July 11, 2019), <https://comisiondelaverdad.co/actualidad/noticias/sin-nuestras-voces-la-verdad-estara-incompleta>.

Box 7

Good practices: technical roundtables and alliances of the CEV with civil society and academia

The CEV's gender group has summoned technical roundtables with civil society and academics that have allowed for stronger actions and agreements to facilitate the documentation of cases and testimonies of the victims. Some of the actors in these agreements of understanding include the Humanas Corporation, the University of Bristol, Women's Link Worldwide, Colombia Diversa, Affirmative Caribbean, the Women's International League for Peace and Freedom (LIMPAL), Life Workshop, the Corporation House of Women, the Social and Political Movement of Black, Afro-Colombian, Raizales and Palenqueras Women in their diverse identities, and the Ruta Pacífica de Mujeres.

The joint work of the CEV with the Ruta Pacífica de Mujeres to document the testimonies of women and the LGBT population in various places has been working for decades.¹⁴⁹ By November 2019, Ruta Pacífica de Mujeres was projected to collect approximately 900 testimonies in the Antioquia-Axis coffee macro-region.¹⁵⁰

Another example is the alliance between the CEV, the Ruta Pacífica de Mujeres, and the Mission to Support the Peace Process by the Organization of American States (MAPP / OAS). Through this alliance, cases were documented for the clarification of the truth among women in areas affected by the armed conflict such as

¹⁴⁹ Official (Ruta Pacífica de Mujeres) interview conducted by the Kroc Institute team, Apartadó, May 2, 2019.

¹⁵⁰ Official (Commission for the Clarification of Truth, Coexistence and Non-Repitition Urabá) interview conducted by the Kroc Institute team, May 3, 2019.

Box 7

Bajo Cauca, Segovia, as well as Apartadó in the department of Antioquia and Cúcuta in the department of Norte de Santander.¹⁵¹

These agreements, according to Commissioner Alejandra Miller, do not only recognize the experience and accumulated knowledge of organizations for the construction of the truth, but are also a strategy to give voice and ensure the participation of as many people and victims as possible across the territories of the country.¹⁵²

Another cooperation agreement was signed by the CEV and UN Women to guarantee the effective inclusion of the gender perspective in the process of building the truth about what happened during the armed conflict.¹⁵³

¹⁵¹ “This is how the alliance between the Ruta Pacífica de Mujeres and the Truth Commission advances,” Truth Commission, October 11, 2019, <https://comisiondelaverdad.co/actualidad/noticias/asi-avanza-la-alianza-entre-la-ruta-pacifica-de-las-mujeres-y-la-comision-de-la-verdad>.

¹⁵² Casa de la Mujer (@casa_la), “Firma del Acuerdo de Entendimiento de @casa_la y @Caribeafirmativ con la @ComisionVerdadC,” Tweet, August 23, 2019, https://twitter.com/casa_la/status/1164979034712944642?s=11.

¹⁵³ Truth, Coexistence, and Non-Recurrence Commission, “Cooperation agreement with UN Women for the gender approach,” (October 22, 2018), <https://comisiondelaverdad.co/actualidad/noticias/acuerdo-de-cooperacion-con-onu-mujeres-para-el-enfoque-de-genero>; Some of the concrete activities that will result from this agreement are: the consolidation of gender teams in the territorial offices, the positioning of the technical table of the gender working group with the participation of women’s platforms in the country, and the development of a methodology for the systematization, analysis and production of reports on cases of sexual violence. For the period between September 2019 and October 2021, the actions under the agreement will allow the CEV to achieve the following results: 1. Preparation of a Final Report containing the analysis of the differentiated impacts and types of sexual violence and Gender-based violence experienced by women and LGBT people in the internal armed conflict in Cauca, Meta and Nariño, which will be included in the final report of the Truth Commission. 2. Realization of two meetings for the truth for the recognition of the dignity of the victims with the participation of women and LGBT rural, black, Afro-Colombian, raizales and palenqueras LGBT people from the departments of Boyacá, Cundinamarca, Meta, Cauca and Chocó and 3. Evaluation and update of the processes led by the gender group of the Truth Commission, in accordance with the recommendations of the technical advisory tables with a gender perspective.

Unit for the Search for Persons Deemed as Missing in the context of and due to the armed conflict (UBPD)

During 2018, the UBPD focused on the organization of its work team, and during 2019 it has dealt with completing its work guidelines and methodologies, which include gender and ethnic differential approaches. It received recommendations from the UN Working Group on Enforced or Involuntary Disappearances and the expert committee of the Monitoring Mechanism of the Convention of Belém do Pará (MESECVI) of the OAS, for the search of women and LGBT people.¹⁵⁴ Seven people from the UBPD have received training on the gender perspective in the work of this entity.¹⁵⁵

According to the UBPD management report, documents with a gender-based approach were prepared in the first quarter of 2019, including: 1) “Concepts of participation, advice, contact, accompaniment, and differential, gender and psychosocial approaches,” 2) “Conceptual definitions, differential approaches, and the gender approach,” and 3) “Processes, methodologies, and articulation nodes (Flowchart).”¹⁵⁶ The UBPD has coordinated with organizations and platforms of women and LGBT people, as well as with organizations in some regions of the country, for the participation of women in the process of searching for missing persons.¹⁵⁷ By August 2019, the UBPD stated that it had received information about 624 people found missing by human rights and victims’ organizations, of which 87 cases were women (13% of the total).¹⁵⁸

¹⁵⁴ Officials (Unit for the search of persons considered missing in the context and because of the armed conflict and the German Cooperation Agency GIZ) interview conducted by the Kroc Institute team, January 23, 2019.

¹⁵⁵ *Ibid.*

¹⁵⁶ Unit for the search of persons considered missing in the context and due to the armed conflict, “Update of the management and accountability report 2018 in the first quarter of 2019” (Bogotá, May 16, 2019), <https://www.ubpdusquedadesaparecidos.co/wp-content/uploads/2019/05/Actualizacio%CC%81n-Informe-de-gestio%C-C%81n-UBPD-1er-trimestre-2019-SP16-05-2019.pdf>.

¹⁵⁷ Officials (Unit for the search of persons considered missing in the context and because of the armed conflict and the German Cooperation Agency GIZ) interview conducted by the Kroc Institute team, January 23, 2019.

¹⁵⁸ Unit for the search of persons considered missing in the context and because of the armed conflict, “# UBPDrecibelnformación | Six organizations of victims and human rights have submitted information to the #UBPD for the search of missing persons in the framework and because of the armed conflict,” Facebook Post, August 23, 2019, https://www.facebook.com/ubpdcolombia/posts/368929950445047?__tn__=-R.

Comprehensiveness of the SIVJNR and Collective Reparations

The SIVJNR is made up of a series of mechanisms that work in a coordinated way to ensure the comprehensive reparation of the victims of the armed conflict. The interconnection of its components can be seen, for example, in the conditionality and incentive relations between judicial and extrajudicial arrangements for the acknowledgment of responsibility by perpetrators, the clarification of the truth, and their contribution to reparation.¹⁵⁹ The non-recurrence of the victimizing events is the result of the parallel operation of all the components of the SIVJNR, as well as the full implementation of the other commitments and the points of the Final Accord.

On August 15, 2019 in a Bogotá meeting, director of the Victims Unit (UARIV), Ramón Rodríguez, extolled the advances of the collective reparation of organizations and groups constituted by women. As of July 31, 2019, eight organizations are on the path to reparations, and acts of sexual violence have been identified. Likewise, he affirmed that for 26 collective, ethnic, and non-ethnic organizations and groups, 41 reparative actions for sexual violence have been formulated.¹⁶⁰

Within the framework of collective reparation to organizations and groups, the League of Displaced Women in San Jacinto and El Carmen de Bolívar—with presence in two PDET municipalities and subject to collective reparation—has been a beneficiary of the Comprehensive Collective Reparations Plan (PIRC). This Plan has an investment of approximately \$428 million pesos (USD \$130,000).¹⁶¹ According to the director of the UARIV, the Emotional Group Recovery Strategies (EREGS) are being developed in a complementary way with the program of Psychosocial Care and Integral Health Program for Victims (PAPSIVI), led by the Ministry of Health. Additionally, he affirmed that there are nine methodological strategies with a differential and rights-based approach to address the psychosocial, moral, and political damages of the victims. Through these strategies, a total of 26,401 female victims of sexual violence have been treated since 2012.¹⁶²

¹⁵⁹ High Commissioner for Peace, “P&R: Comprehensive System of Truth, Justice, Reparation and Non-Repetition,” accessed September 27, 2019, <http://www.altocomisionadoparalapaz.gov.co/procesos-y-conversaciones/proceso-de-paz-con-las-farc-ep/Paginas/PR-Sistema-integral-de-Verdad-Justicia-Reparacion-y-no-Repeticion.aspx>.

¹⁶⁰ “Before the Nobel Peace Prize, Denis Mukwege, the director of the Unit explained what has been done for the victims of sexual violence,” Victims Unit, August 15, 2019, <https://bit.ly/2H7KSgz>.

¹⁶¹ Office of the Presidential Councilor for Stabilization and Consolidation, “Management report on the implementation of the Final Peace Agreement, August 7, 2018 to July 31, 2019,” (Bogotá, 2019), 47.

¹⁶² Unit for Comprehensive Attention and Reparation for Victims, “Before the Nobel Peace Prize, Denis Mukwege, the unit director explained what has been done for victims of sexual violence,” (August 15, 2019), <https://bit.ly/2H7KSgz>.

These examples show progress in specific cases of collective reparations. However, the reparation processes framed in the Victim Care, Assistance, and Comprehensive Reparation Policy must be further developed, and the effective application of the reforms and guarantees that were included in the Final Accord must be implemented.¹⁶³ For example, administrative compensation to victims must overcome serious delays and lags,¹⁶⁴ as well as address collective reparations and review of PDET initiatives.

¹⁶³ Negotiation Table, “Final Agreement to End the Armed Conflict and Build a Stable and Lasting Peace,” (Colombia: Office of the High Commissioner for Peace, 2017), 181.

¹⁶⁴ Andrés Montes Alba, “The claim of the victims to the Government for delays in compensation,” *El Espectador*, February 21, 2018, <https://www.elespectador.com/noticias/nacional/el-reclamo-de-las-victimas-al-gobierno-por-demoras-en-las-indemnizaciones-articulo-740308>.



Conclusions

In its second report, the International Accompaniment Component, which includes UN Women, Sweden, and the Women's International Democratic Federation (FDIM), together with the Kroc Institute for International Peace Studies, has synthesized the progress and challenges in the implementation of the gender perspective in the Colombian Peace Accord. The objective of this work is not only to monitor the process, but also to highlight good practices and areas that must be prioritized in order to contribute to the decision-making of the actors involved in implementation.

The Colombian Peace Agreement represents a milestone at the international level for the Women, Peace, and Security agenda proposed by Resolution 1325 of the United Nations Security Council. It includes gender commitments and mechanisms for monitoring the implementation jointly with women's organizations. However, in the words of the UN Secretary General, "if they are not implemented, even the best formulated stipulations lack power."¹⁶⁵

To build a quality peace, full incorporation and fulfillment of the gender perspective, the guarantee of women's rights, and progress towards substantive gender equality in the country are necessary. The implementation of these commitments is particularly important at the current stage of implementation of the Peace Agreement because the creation of a new institutional infrastructure and the approval of legislation and plans to strengthen and consolidate implementation at the territorial level must be achieved. In this report, the Kroc Institute and the International Component have highlighted the importance of female leadership and their organizations for local peacebuilding and the transformative power of the effective implementation of the commitments of the Final Accord, contributing to the sustainability of peace and development.

During 2018 and 2019, important progress was made in the development and strengthening of the institutions and indicators contained in the PMI for the incorporation of gender commitments. These include advances in the implementation of commitments for rural reform, pilot projects, regulatory changes, inclusion of gender measures in reincorporation, and transversal implementation of the approach to the SIVJRNR.

However, the persistent implementation gap between the gender commitments and the overall Final Accord signifies that additional work remains. According to the analysis of the

¹⁶⁵ United Nations "Report of the Secretary General on women and peace and security S / 2018/900," October 2018, 15.

Kroc Institute, as of August 2019, only 8% of the gender commitments have been completed compared to 25% of all the commitments of the Agreement (a difference of 17 percentage points). Additionally, there is a higher percentage of gender commitments that have not been initiated: nearly 42% have not been initiated, versus 27% in the general implementation, totaling a gap in implementation of 15 percentage points. The issues producing delays and that must be addressed immediately are primarily related to the programs that seek to transform the areas most affected by the conflict (that is, PDET, PNIS, and land), the security guarantees for women and LGBT population in the territories, and the elimination of barriers so that ex-combatant women can participate meaningfully in the political, economic, and social activities of reincorporation. Prioritizing security guarantees with a differential approach is of vital importance because the violence faced by communities and leaders in the territories puts the entire agreement's implementation and the construction of a lasting and transformative peace at risk.

Colombia has in its hands an unprecedented opportunity to build a sustainable quality peace in the territories through the implementation of the gender perspective and the full participation of women. By placing women at the center of its implementation, the agreement has the potential to significantly reduce inequality gaps in Colombia between the countryside and the city, between women and men, and between ethnic communities and the rest of the population. It is essential to continue building on the progress made, with peacebuilding remaining at the center of the national and local political agenda. To support this process, the following section presents the most important recommendations regarding the implementation of the gender commitments contained in the agreement.

General recommendations

1. Insist on the specific recommendations from the Committee on the Elimination of Discrimination against Women (CEDAW) to the Colombian State¹⁶⁶ that it is necessary to accelerate the implementation of the gender stipulations of the Peace Agreement. For this, it is necessary to ensure that sufficient human and financial resources are allocated for effective implementation, with effective monitoring in place to assess the impact of the gender equality stipulations in the Framework Plan for Implementation (PMI). Likewise, it is necessary to increase the presence of State institutions and the availability of basic services in the areas most affected by the armed conflict, According to the specific and diverse needs of women, the security concerns of communities, and the prevention of recruitment of children by armed actors.¹⁶⁷
2. Take the opportunity to move from commitments to actions around women, peace, and security within the framework of the twentieth anniversary of Security Council Resolution 1325 of 2000, and its contribution to conflict prevention, sustainable peace, sustainable development, and human rights, as referred to by the Secretary General of the United Nations in its most recent report on “Women, Peace, and Security.”¹⁶⁸
3. Accelerate the implementation of the work plans of the 51 indicators of the PMI gender chapter by means of public reports that include the monitoring of budgets assigned to these indicators, applying the gender and peace budget plotters included in the National Development Plan.
4. Strengthen the political dialogue between the CSIVI and the Special Forum of Women to help guarantee a gender perspective in the implementation of the Final Accord and the Special High-Level Forum with Ethnic Peoples (IEANPE), ensuring regularly scheduled meetings between the CSIVI and the forums.

¹⁶⁶ Contained in the concluding observations on the ninth periodic report of Colombia and approved by the Committee at its 72nd session (February 18 to March 8, 2019).

¹⁶⁷ Committee for the Elimination of Discrimination against Women. Concluding observations on the ninth periodic report of Colombia. CEDAW / C / COL / CO / 9. Paragraph 16. See: <http://docstore.ohchr.org/SelfServices/FileHandler.ashx?enc=6QkG1d%2fPPRiCAqhKb7yhsoVqDbaslinb8oXgzpEhivjlqHzzFTcwVEHsbJTgf5ls3h4f6Zla-n7uSNhP3LjUWNwrqnbZla17ZQZcmRKRsv0I5pQu%2bVVFkDsQR0cxTGWVF>.

¹⁶⁸ United Nations Organization (UN), “Report of the Secretary General on women, and peace and security,” S / 2019/800, Paragraph 121, <https://undocs.org/es/S/2019/800>.

5. Ensure the sustainability of the Special Forum of Women for the Implementation of the Gender Based Approach during the period covered by the implementation of the PMI by means of a strategy that coordinates the technical, political, and financial support that the Forum requires for its operation, as well as the contributions received through international cooperation.
6. Ensure the incorporation of a gender perspective not only as a principle, but also as a measure and result in post-conflict funding, programs, and financing projects led by the National Government, coordinating the contributions from the international community and bilateral and multilateral cooperation. The recommendation of the Secretary General of the United Nations is to ensure a commitment of 30% of the resources allocated to these funds for gender equality and the empowerment of women.
7. Reactivate the International Accompaniment Components with the assignment of responsibilities in Point 6 of the Final Accord, including mechanisms for permanent dialogue within these spaces, with the CSIVI, and with the Special Forums created by the Final Accord, to ensure maximizing contribution levels to the comprehensive implementation of the Final Accord.



Thematic recommendations

- 1. Coordinate the implementation of the commitments that include affirmative gender actions related to Comprehensive Rural Reform and the substitution of illicit crops through local development plans.** This coordination should include equivalent plans for ethnic communities and incorporate a transformative gender perspective benefiting women in rural areas, the approval of a gender-sensitive protocol and its implementation within the PNIS, and the prioritization of the implementation of stipulations focused on issues related to women and gender within the PATRs, as well as those that allow implementing the PMI gender indicators.
- 2. Strengthen the preventive and collective dimensions of the protection of the rights of women leaders and defenders, guaranteeing not only a differential approach, but also an ethnic and territorial one that meets the specific needs of women in all their diversity.** It is necessary to accelerate the implementation of the Comprehensive Guarantee Program for Leaders and Human Rights Defenders. This program must be coordinated at the national level with the Comprehensive Public Policy of Respect and Guarantees for the work of Defense of Human Rights, and at the territorial level, with the new municipal and departmental development plans, as well as the citizen security and coexistence plans. Likewise, the State's accountability mechanisms, its investigative capacity, and its sanctioning capacity must be strengthened, in order to overcome impunity in relation to the attacks suffered by women defenders. And finally, it is necessary to strengthen the organizational processes and leadership of women in accordance with what was pointed out by the United Nations Special Rapporteur on the Situation of Human Rights Defenders, promoting a culture of "comprehensive security"¹⁶⁹ that addresses both the individual and collective terms of the physical, digital, and psychosocial dimensions of security.
- 3. Accelerate the integral implementation of CONPES 3931 of 2018 and the specific measures aimed at overcoming obstacles to the participation of ex-combatant women in economic, political, and social activities within the framework of the process of**

¹⁶⁹ United Nations Special Rapporteur on the Situation of Human Rights Defenders, "Visit to Colombia, November 20 to December 3, 2018. End of Mission Statement," (December 3, 2018), https://www.ohchr.org/Documents/Issues/Defenders/StatementVisitColombia3Dec2018_SP.pdf.

their reincorporation process. It is necessary to promote programs and opportunities for their technical and professional qualification, guarantee access to comprehensive health services and provide measures to support the care of children. In terms of public policy, it is necessary to ensure greater coordination between the stipulations of the Accord with a territorial scope and the aforementioned CONPES as a mechanism for strengthening community reincorporation processes. It is necessary to ensure the continuity and functioning of the Gender Board of the National Reincorporation Council.

- 4. Continue advancing in the coordinated implementation of a gender perspective in the SIVJNRN, combating the barriers that discourage the active participation of women victims in it and strengthening actions related to comprehensive reparations for victims.** It is crucial to move forward in the Accord measures related to improving the participation of women victims and their organizations in spaces where collective reparation priorities are defined, as well as monitoring and oversight mechanisms. It is necessary to improve the quality of psychosocial care for the emotional recovery of victims of sexual violence and the incorporation of the gender and differential approach in community rehabilitation strategies. It is also necessary to prioritize the implementation of the initiatives with a gender focus of the PATRs catalogued under Pillar 8 of the PDTA, since they have an important emphasis on processes related to the rights of victims to reparations, and to participate in the consolidation of peace.



The Barometer Initiative is a program stemming from the Peace Accords Matrix (PAM) of the Kroc Institute for International Peace Studies and the Keough School of Global Affairs at the University of Notre Dame, in collaboration with the National Secretariat of Colombian Social Pastoral Caritas. The Kroc Institute has agreed to provide technical support for the implementation of the entire

Accord signed by the Government of Colombia and the FARC-EP in 2016. The Institute is part of the International Verification Component (CIV) of the CSIVI (Commission for Monitoring, Promoting, and Verifying the Implementation of the Final Agreement) referred to in Section 6.1 of the Final Accord. As mandated by the parties of the Accord, the Institute's work is technical, developed with methodological and academic rigor, and based on the Kroc Institute's development of and experiences with the Peace Accords Matrix, which tracks more than 34 peace agreements around the globe.

<https://kroc.nd.edu/research/peace-processes-accords/pam-colombia/>

UN Women, the organization at the United Nations dedicated to promoting gender equality and female empowerment. As a global advocate for women and girls, the purpose of UN Women is to accelerate the improvement of living conditions for women, responding to their particular needs. UN Women supports the member states of the United Nations in establishing international standards to achieve gender equality, working with governments and civil society to create laws, policies, programs, and services that ensure real benefits for women and girls around the world. It works globally to make the Sustainable Development Goals for 2030 a reality for women and girls, promoting the participation of women on equal terms in all areas of life. UN Women focuses on five priority areas: 1) increasing female leadership and participation; 2) ending violence against women; 3) including women in all aspects of peace and security processes; 4) improving the economic empowerment of women; and 5) making gender equality a central aspect in the planning and design of national development budgets. Likewise, UN Women coordinates and promotes the work of the United Nations in favor of gender equality and in all debates and agreements related to the 2030 Agenda. The organization works to achieve a more inclusive world, with gender equality as a fundamental element of the Sustainable Development Goals.

<http://colombia.unwomen.org>

The Women's International Democratic Federation (FDIM), founded in Paris, France, on December 1, 1945, is an international non-governmental organization that integrates women's organizations from around the world. Its mission and values are based on principles of social, economic, political, and cultural justice. FDIM promotes the resolution of conflicts between nations through dialogue and rejects all forms of colonialism, neo-colonialism, imperialism, and war. It brings together diverse progressive and revolutionary movements, which share a common struggle for gender equality and peacekeeping. The organization fights for a society free of exploitation, racism and prejudice, patriarchy, and oppression; moreover, it defends the environment, strives to help ensure communities have food security, and stands for sovereignty for the benefit of the people. It provides guidance and consultancy to the UN, International Labor Organization (ILO), UN Educational, Scientific, and Cultural Organization (UNESCO), Economic Commission for Latin America and the Caribbean (ECLAC), and Committee for the Elimination of Discrimination against Women (CEDAW). Moreover, it defends the self-determination of peoples, peace all around the world, and universal disarmament.

<http://www.fdim.org.sv/>

Sweden is a partner in the efforts to foster and implement peace and sustainable development in Colombia and the world. Sweden's work in Colombia is part of the global objective of supporting the implementation of the 2030 Agenda for Sustainable Development and the implementation of its 2016-2020 Cooperation Strategy, which aims to support Colombia's peacebuilding process along the terms agreed to during negotiations, contributing to sustainable peace and human safety. Sweden promotes the building of fairer and more egalitarian societies and subscribes to a feminist foreign policy with the conviction that the inclusion of all members of society strengthens democracy and sustainable development. This strategy has produced greater influence and participation of women in peace processes generally and in the implementation of the Final Peace Agreement in Colombia, in line with the United Nations Security Council Resolution 1325 on Women, Peace, and Security.

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