



TOWARDS IMPLEMENTATION OF WOMEN'S RIGHTS IN THE COLOMBIAN FINAL PEACE ACCORD: PROGRESS, OPPORTUNITIES AND CHALLENGES

Special report on the monitoring of
gender commitments



KROC INSTITUTE
FOR INTERNATIONAL PEACE STUDIES



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TOWARDS IMPLEMENTATION OF WOMEN'S RIGHTS IN THE COLOMBIAN FINAL PEACE ACCORD: PROGRESS, OPPORTUNITIES AND CHALLENGES

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Suggested Citation: Barometer Initiative, Peace Accords Matrix, Kroc Institute for International Peace Studies. "Towards implementation of women's rights in the Colombian Final Peace Accord: Progress, opportunities and challenges." (University of Notre Dame, Notre Dame, IN and Bogotá, Colombia, 2020).

The National Secretariat of the Social Pastorate – Cáritas Colombia is a principal partner in the Barometer Initiative.

The Peace Accords Matrix (PAM) is a unique source of qualitative and quantitative longitudinal data on the implementation of comprehensive peace agreements negotiated since 1989. Composed of researchers and practitioners seeking to promote and facilitate a higher order of integration between these domains, PAM is pioneering innovations in peace process research and real-time monitoring of peace agreement implementation. One of PAM's central features is the Barometer Initiative in Colombia, which is entrusted with the responsibility for real-time technical support and monitoring of the implementation of the 2016 Colombian Peace Accord.



This publication was produced with the financial support of the European Union. Its contents are the sole responsibility of the Barometer Initiative of the Peace Accords Matrix (PAM) and do not necessarily reflect the views of the European Union.

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Executive summary

2020 marks the fourth year of implementation of the Colombian Final Accord, the 20th anniversary of the signing of UN Security Council Resolution 1325, and 25 years since the Beijing Platform for Action. This report considers the gender commitments located in the text of the Final Accord as identified by the Kroc Institute, their implementation progress, opportunities and challenges. The report reflects upon the additional challenges in the face of the global pandemic and five priority areas: territorial transformation, political participation, security and protection guarantees, reincorporation, and victims' rights.

Comprehensive Rural Reform and territorial transformation for gender equality

The Final Accord includes commitments with the potential for structural change to reduce gender inequalities and make progress in women's rights in the Colombian countryside. The design of various programs has included the specific needs of women and their rights and demonstrated gender sensitivity in the implementing agencies. One example highlighted is the progress of the Ministry of Justice in achieving access to justice and land for rural women through alternative conflict resolution mechanisms. However, there are substantial delays in the implementation of key programs and plans for comprehensive rural reform that may cause negative cascading effects in the future, for example in the 16 National Plans for Comprehensive Rural Reform contemplated in the Final Accord. There are also concerns about the continued inclusion of a gender approach and meaningful participation of women in the Roadmaps (in Spanish, *hojas de ruta*) for the Development Programs with a Territorial Focus (PDET). In regard to the National Comprehensive Program for the Substitution of Crops Used for Illicit Purposes (PNIS), female leadership has been an important factor for the program. Nonetheless, delays in the community phase of the program has particularly affected commitments related to childcare and the health system, amongst others.

Women's meaningful participation in the implementation of the Peace Accord

There has been progress in certain targeted programs of the Accord for women's political participation. There are examples of advances in individual programs of capacity building in democratic values for women, and also the inclusion of participatory mechanisms through publicly owned mass media and citizen oversight. However in the past year, there has been limited progress in achieving equal representation of women in mechanisms created by the Accord, and there are also several normative reforms still pending, which is crucial for

advancing in the implementation of point 2. These delays have a disproportionate impact on the implementation of measures to support the participation and leadership of women. The recommendations from the Special Electoral Mission included measures to promote the rights of women in the electoral system, such as increasing the gender quota through the adoption of closed lists at different levels.¹ These recommendations should be a priority, as well as strengthening the democratic planning system by guaranteeing women's participation and gender sensitive budgeting.

Security and protection guarantees with a gender approach

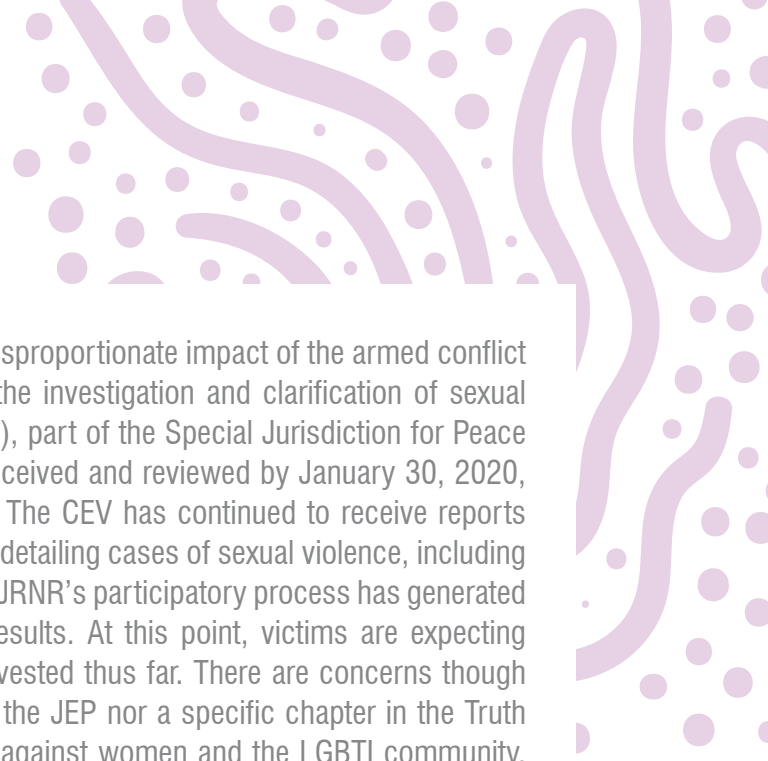
During the fourth year of implementation, attacks against women leaders and human rights defenders, especially Afro-colombian, indigenous, and rural communities, continue. The Final Accord contemplates comprehensive security guarantees and protection measures, but greater coordination at the local level is necessary. In February 2020, the National Action Plan 2019-2022 for the comprehensive program of guarantees for women leaders and human rights defenders was launched. The Montes de María Working Group has demonstrated how this plan may be used by community leaders and human rights defenders to press for more gender-sensitive policies at the local and regional level. However, the monitoring bodies for the security guarantees at the territorial level have yet to be fully implemented. In order to continue advancing it will be necessary to secure funding for the program and transfer ownership to the institutions in the regions. Finally, the importance of accelerating in the design and implementation of the policy for the dismantling of criminal organizations is highlighted.

Reincorporation within the framework of women's rights

The National Council for Reincorporation's (CNR) Gender Working Group has continued to be an effective space for dialogue during implementation. Antioquia demonstrates the importance of regional political leadership in support of peace agreement implementation. The inclusion of specific gender measures in the CONPES 3931 of 2018 provides a clear roadmap for the continued integration of a gender perspective in the reincorporation program. However, the primary challenge resides in guaranteeing sufficient budgetary support and linking national and local entities to the implementation of the actions to ensure a territorial approach to implementation.

Victims' rights

The entities comprising the Comprehensive System for Truth, Justice, Reparation and Non-Recurrence (SIVJRNR) have made considerable efforts to promote participation of civil society, particularly women, the LGBTQ population, and ethnic peoples. All three entities



have put in place processes to ensure that the disproportionate impact of the armed conflict on women is recognized, specifically through the investigation and clarification of sexual violence. The Information Analysis Group (GRAI), part of the Special Jurisdiction for Peace (JEP), highlights that 42% of the 235 reports received and reviewed by January 30, 2020, reported sexual violence as the primary crime. The CEV has continued to receive reports presented by women's and LGBTI organizations detailing cases of sexual violence, including Afro-colombian and indigenous women. The SIVJNR's participatory process has generated legitimacy and hope by showing early stage results. At this point, victims are expecting results that reflect the trust and participation invested thus far. There are concerns though that there will not be a separate macro case in the JEP nor a specific chapter in the Truth Commission's final report to highlight violence against women and the LGBTI community. These are opportunities to end the historic impunity for conflict-related sexual violence.

Concluding remarks

The monthly monitoring of the 130 gender commitments shows that the gap between their implementation and general provisions has reduced over the past year and, as of July 2020, is 11%. This reduction is due mainly to several commitments in Point 1 initiating with the creation of plans or programs with a gender approach, and in the improvements in gender-differentiated data of rural development program beneficiaries. This is significant and shows that concerted efforts around key programs with a gender approach make a difference. However, these initial headways are still at a central level and have yet to be felt on the ground.

As the Accord is now at the phase of regional implementation, further decentralization of the gender commitments is required to make progress. To do this it is important to build on local, national, and international best practices to accelerate implementation. A bottom-up process allied with civil society opens up more participatory spaces, and in the long-term, contributes to transformative changes. The report highlights that women are key allies in the implementation process and their meaningful participation is at the center of achieving transformative change for communities and regions most affected by the conflict.



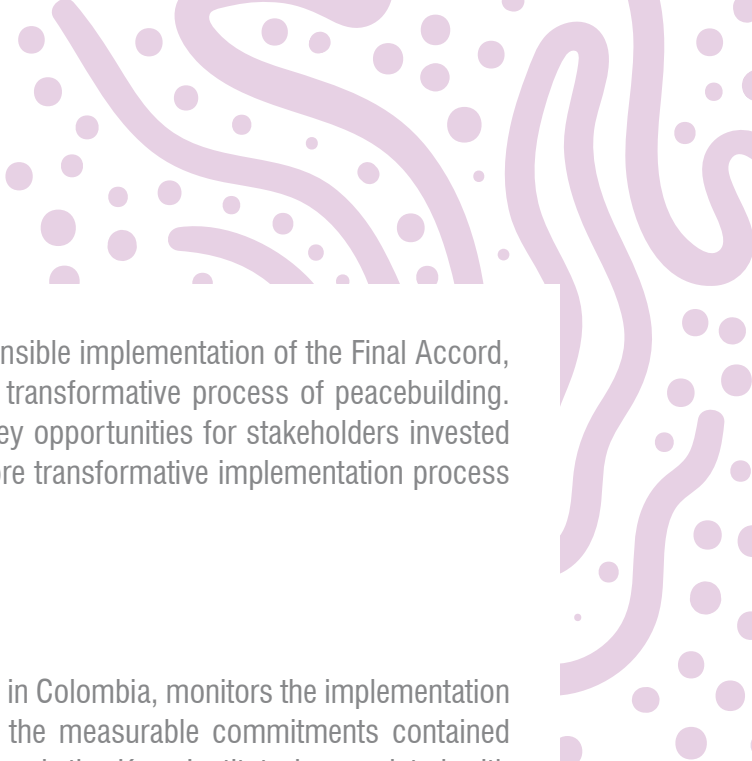
PART 1.

Introduction

The Colombian Final Accord is now in its fourth year of implementation, and 2020 also marks 20 years since the signing of the UN Security Resolution 1325 and 25 years since the Beijing Platform for Action. Intrinsically linked to the Women, Peace and Security (WPS) agenda, the implementation of the gender perspective in the Colombian Final Accord opens opportunities for women's rights in the implementation process in a bid to improve gender equality. The Colombian Accord is emblematic in the number of specific commitments included to promote and protect the rights of women and LGBTI people. Implementation of these measures will be a milestone in the international development of lessons learned for the inclusion of a gender perspective in the text of peace accords and during implementation processes. The Kroc Institute for International Peace Studies, in accordance with its mandate, presents this special report on the implementation of the gender perspective in the Final Accord.² In order to identify best practices and priority areas for the purpose of supporting further decision-making processes for a more robust implementation, the report summarizes key areas of implementation progress for the gender commitments and highlights challenges that have emerged since the signing of the accord in 2016.

It had long been anticipated that 2020 would be a pivotal year for the WPS agenda globally, but no one could have foreseen just how critical this agenda would be in Colombia in light of the COVID-19 pandemic. In addition to existing roadblocks discussed in the December 2019 gender report jointly released by the Women's International Democratic Federation (FDIM), Sweden, UN Women and the Kroc Institute, new challenges have emerged during this fourth year of implementation highlighted by the pandemic and the measures taken to prevent its spread.³ In this context, women are key agents providing front line response to the pandemic.⁴ As local leaders, women understand their communities and have the experience rethinking the meaning of human security for vulnerable communities, where inequalities have been exacerbated. Including women in all their diversity, as well as former combatants, can push forward recovery efforts and can further shed light on the path forward towards gender equality, with insights relevant to other peace processes.

Following this introduction, the first section of the report describes the methodology and shows the implementation of the gender commitments over time. The second section of the



report analyzes the five key areas for a gender-sensible implementation of the Final Accord, including examples of best practices for a more transformative process of peacebuilding. Finally, in the third and concluding section, the key opportunities for stakeholders invested in the Colombian peace process to support a more transformative implementation process are discussed.

Methodology

The Kroc Institute, through the Barometer Initiative in Colombia, monitors the implementation of the Final Peace Accord through each one of the measurable commitments contained within the text. In section 6.3.2 of the Final Accord, the Kroc Institute is mandated with providing technical support to evaluating implementation of the Accord and contributing to decision making. The mandate includes the design of the methodology, contributions to best practice, as well as reports and products for the International Verification Component and the Commission for Monitoring, Promoting and Verifying the Implementation of the Final Accord (CSIVI).

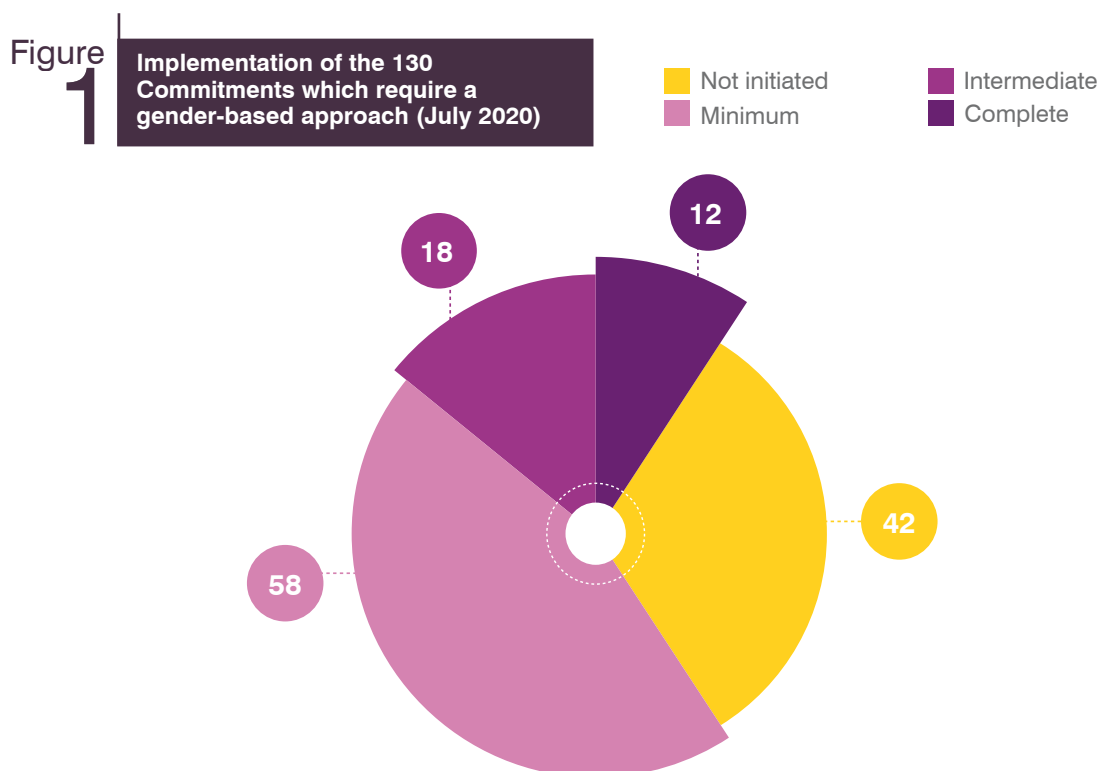
This report considers the gender commitments located in the text of the Final Accord as identified by the Kroc Institute. The Kroc Institute's methodology for monitoring the implementation of the Final Accord in general, and commitments to promote women's rights in particular, is adapted in part from the methodology of the Peace Accords Matrix (PAM) developed by the University of Notre Dame.⁵ To monitor the implementation of the Final Accord, the Kroc Institute identified 578 stipulations, which are understood as concrete, observable, and measurable commitments located in the final text of the agreement.⁶ Of these 578 stipulations, 130 have been identified as having a gender perspective. These stipulations:


- include specific affirmative actions to ensure the prioritization of women and LGBTI populations in programs related to the implementation of the Accord;
- encourage the leadership and participation of women and the LGBTI 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 the LGBTI population; and,
- guarantee equitable access to the programs and benefits of the Accord.

Stipulations promoting gender equity and equality are compiled and analyzed using a matrix developed in a collaborative process with key actors monitoring the implementation of this perspective.

On a monthly basis, the Kroc Institute collects qualitative data on implementation of these 130 commitments and scores each commitment on a scale of zero to three. Zero means that the commitment has not been initiated. One means that it has reached at least a minimum level of implementation, or in other words, that there has been an action initiating the commitment. A score of two means that the commitment is at an intermediate level of implementation, with a number of concerted actions related to the commitment having been taken. A three means that the commitment has been completed.

Figure 1 summarizes the state of implementation of these 130 stipulations as of July 2020, based on the Barometer's methodology. In the fourth year of the Accord's implementation, 42 of the gender stipulations (32%) have not yet initiated implementation. By comparison, the implementation rate for the whole accord has a lower level of non-initiated stipulations at only 21%. As the report will show, while the gender approach lags behind general stipulations in terms of aggregate implementation, in the past year the gap has been reduced. This is due to a number of commitments being initiated through the approval of plans for programs and the appearance of differentiated statistical information by gender in the implementation process for Point 1. There has also been some progress on indicators related to democratic participation in Point 2. Finally, there continues to be strong implementation of the gender approach in participatory mechanisms and it has been included in the work of the Comprehensive System for Truth, Justice, Reparation and Non-Recurrence (SIVJRNR).





The report includes five sections of analysis: territorial transformation, political participation, security and protection guarantees, reincorporation, and victims' rights. These areas were identified as priority areas from the interviews conducted with a wide range of actors involved in the process. These issues are part of the WPS agenda and have important progress and challenges at the moment in order to achieve far reaching impact for women's rights. Each section highlights advances and challenges in the implementation of these priority areas and includes a case study from national and local examples. Finally, this report identifies a series of opportunities for accelerating implementation with key actors.

The role of women in the implementation process and the impact they have had on advancing implementation in all points of the Final Accord is highlighted throughout the report. Qualitative and quantitative information collected primarily between September 2019 and August 2020 comes from a wide range of sources, from civil society organizations to government offices given responsibilities within the Framework Plan for Implementation (PMI), and especially through interviews and reports from actors involved in different territories around Colombia. The report also includes a focus on the rights of ethnic peoples, and in particular the intersectionality of ethnicity and gender, women, family, and generational perspectives.⁷

A note on the Framework Plan for Implementation (PMI)

A tool that has provided additional implementation information for the Kroc Institute and other monitors is the PMI. Moving the Accord from text to policy, the PMI is a national government policy document that identifies agencies responsible for implementing provisions, indicators used to measure advances, and timelines for over 15 years. It includes a gender chapter with 51 indicators. The High Level Government Body for the Implementation of the Gender Based Approach in the Final Peace Accord was created in 2018, and has continued to monitor the implementation of the 51 indicators. During 2020, the High Level Body, the Office of the Presidential Councilor for Stabilization and Consolidation and the Office of the Presidential Councilor for Women's Equity have worked to ensure that the 51 indicators remain priority areas for the 17 government entities designated.⁸

The 51 gender PMI indicators and the 130 gender stipulations measured by the Kroc Institute have content and measurement differences, however the tools can be used in a complementary manner to achieve a more nuanced picture of implementation of gender commitments.

First, in terms of content differences, it is important to note that the stipulations and indicators were developed at different times and for different purposes. The Kroc Institute, in cooperation with local partners, identified the gender stipulations directly from the text of the peace agreement as a tool for monitoring implementation soon after the accord was signed. On the other hand, the Colombian government developed the PMI indicators, in cooperation

with Commission for Monitoring, Promoting and Verifying the Implementation of the Final Agreement (CSIVI), more than a year after the accord was signed. Though the exercise was based on the accord, some additional indicators that are not direct text from the accord were added. The purpose of this process was to create public policy indicators and timelines for implementation. Due to these differences, there is variation in the commitments included in the two tools.

Second, in addition to the difference in content of the stipulations and the indicators, the tools utilize different measurement and data collection methods. PMI indicators are categorized into 5 types (transversal goals, and thematic, ethnic, gender, and territorial indicators) and utilize different aggregation techniques (such as ratios or lump sums) based on the annual objectives set by government agencies responsible for implementing a provision. Rather than a completion score based on annual goals, the Kroc Institute scores implementation across 578 stipulations each month, in addition to gender and ethnic approaches, using differentiated scoring and triangulation with non-official sources.

Despite these differences, because both PMI indicators and Kroc stipulations are designed to measure implementation of the Accord, there are instances of overlap between the two mechanisms. With regard to the gender approach, Kroc has identified 37 gender-type PMI indicators that match their stipulations in general measurement scope. Ideally, the tools can be complementary, informing measurement approaches, information collection, and assessment of gaps in reporting and implementation.

Background to the fourth year of implementation

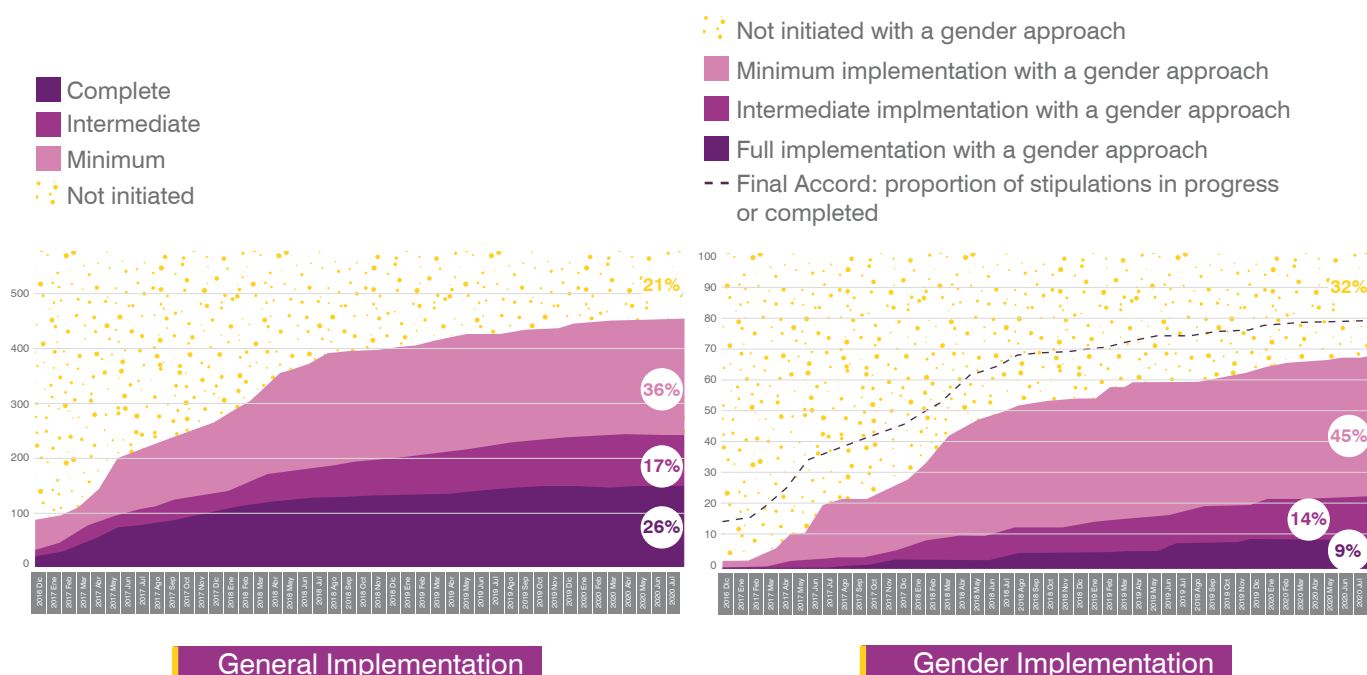
The Kroc Institute, jointly with UN Women, Sweden and the Women's International Democratic Federation (FDIM), has previously published two reports on the progress on the implementation of the gender stipulations in the Peace Accord. Both reports highlight the role of women in the peacebuilding process and the need for strengthened guarantees for their active and meaningful participation, especially for women from indigenous and Afro-colombian communities. Both reports also highlight the importance of accelerating and moving beyond normative and institutional adjustments at the national level, towards implementation of concrete measures, plans and programs contemplated for the progress of women's rights at the territorial level.

Within the gender commitments, the Final Accord includes important mechanisms to ensure the meaningful participation of women at all levels of decision-making in the implementation process. This report contributes to the accumulation of evidence of women's critical participation in the peacebuilding process. It includes examples of how women and their organizations have supported aspects of implementation of gender commitments,

participating in dialogue spaces, or as front line human rights defenders. The leadership and participation of women, in all their diversity, have shown positive cascading effects for peacebuilding. For example, their participation in the PDET process has enriched community proposals, they have led their communities in the signing of agreements for the National Comprehensive Program for the Substitution of Crops Used for Illicit Purposes (PNIS), and they have worked with local authorities to include security measures for women human rights defenders in local budgets.

On the other hand, implementation of the gender approach lags behind the Final Accord's general implementation levels. Figure 2 shows the proportions of initiated, intermediate, and completed stipulations (that is, the inverse proportion of non-initiated stipulations) for the gender approach and general implementation since December 2016 when the Accord was signed. In July 2020, the breach in implementation between these two categories was 11% (79% versus 68% respectively). This gap has been reduced in part by the progress in the initiation of stipulations linked to national level implementation of Rural Reform plans and programs and newly available differentiated information of programs from Point 1 in Rural Reform. This shows that when there is sustained effort there can be movement to reduce the gap. However, the gap remains, and many affirmative measures are still pending.

Figure 2 General Implementation of the Final Accord vs. Implementation of the Gender Approach (December 2016 - July 2020)



The experience of the implementation of the Colombian peace accord within a framework of women's rights shows lessons learned and advances the WPS agenda globally. Women are agents and allies in the implementation of the peace accord, whose medium- to long-term provisions in the fourth year are coming into force. The following section will analyze five current priority concerns in order for the Accord to have a greater and more transformative impact on gender equality and women's daily lives for the long-term in Colombia.



PART 2.

Implementation of the gender perspective in the Colombian Final Accord

The Colombian Accord is divided into six interrelated and interdependent points that seek the transformation of both historical root causes of the armed conflict and the “conditions that have led to the persistence of violence across the country.”⁹ The Accord is historic in its commitment to several intersectional approaches such as human rights, victims’ rights, the rights of ethnic peoples, and women’s rights. The gender perspective is included as a transversal and guiding principle, and it contains four central ideas: 1) ensuring that men and women enjoy equal rights; 2) guaranteeing affirmative measures and differentiated actions to promote gender equality; 3) recognizing the disproportionate effects and impacts of armed conflict on women; and 4) fully including and securing equal participation of women and their organizations.

The following five sections include analysis of key areas from the Accord. It includes the progress and challenges in the implementation of the gender perspective in this past year and includes both the commitments in the Accord as well as the priorities outlined in the PMI.

2.1 Comprehensive rural reform and territorial transformation for gender equality

The first point of the Colombian Final Accord concerns Comprehensive Rural Reform and aims to “foment structural change in the countryside, closing up the differences that exist between rural and urban areas and creating conditions of well-being and quality of life for the rural population.”¹⁰ It includes commitments with the potential for structural change to reduce gender inequalities and strengthen women’s rights in the Colombian countryside.

It significantly mobilizes women's agency in rural Colombia and aims to ensure equity in implementation outcomes which, theoretically, would put them on an equal footing with men and women in urban centers. The commitments include mechanisms to promote access to land, actions to overcome obstacles rural women face in formalizing property, the inclusion of a gender perspective in the National Plans for Comprehensive Rural Reform, and guarantees for the meaningful participation of women in the Development Programs with a Territorial Focus (PDET) and National Comprehensive Program for the Substitution of Crops Used for Illicit Purposes (PNIS).¹¹ The impact of comprehensive implementation of these programs can contribute to gender empowerment and equality in rural settings.¹²

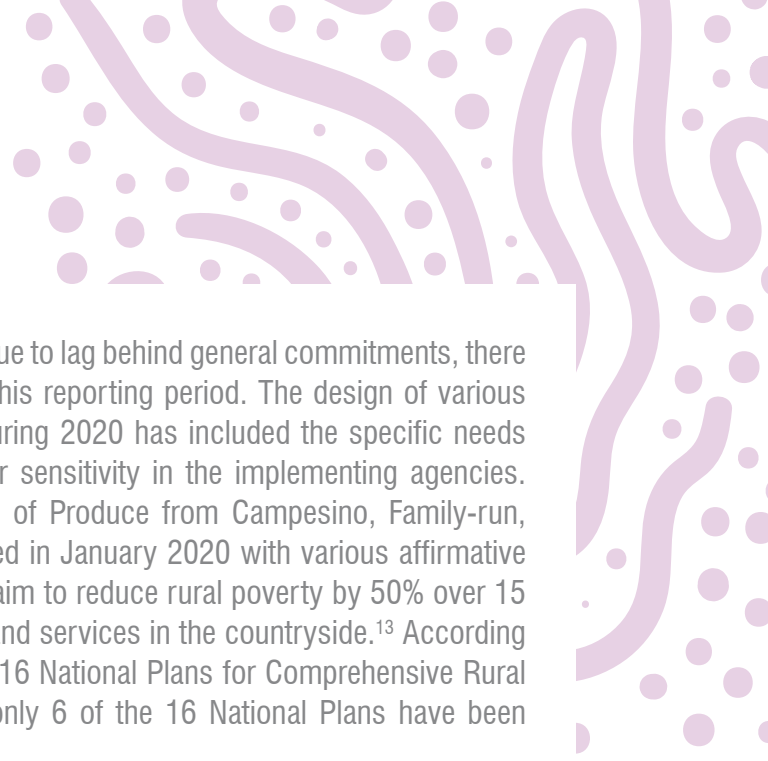
Since September 2019, the measures to advance gender equality and progress in the protection of rural women's rights have shown slow progress in transformative changes. Delays in implementation of key programs and National Plans for Comprehensive Rural Reform mean that potential impact may be impeded. As Figure 3 shows, the gender provisions related to rural reform and crop substitution are proportionally behind general accord provisions, across all four categories.

Figure
3

**Rural Reform and Illicit Crop
Substitution Programs July 2020**

Not initiated
Minimum
Intermediate
Complete





Despite the fact that gender commitments continue to lag behind general commitments, there was some progress in closing the gap during this reporting period. The design of various plans and programs at the end of 2019 and during 2020 has included the specific needs and rights of women and demonstrated gender sensitivity in the implementing agencies. The National Plan for Promoting the Marketing of Produce from Campesino, Family-run, and Community-based Economies was approved in January 2020 with various affirmative measures for rural women. The National Plans aim to reduce rural poverty by 50% over 15 years and improve the access to public goods and services in the countryside.¹³ According to the PMI, the deadline for the adoption of the 16 National Plans for Comprehensive Rural Reform was 2018,¹⁴ yet as of August 2020, only 6 of the 16 National Plans have been approved.¹⁵

The PMI includes 19 indicators linked to women's rights and comprehensive rural reform. These indicators range from actions around land access, access to finance for economic activities and the buying of land, support for the solidarity of the rural economy, and rural housing and health. The reports from the Office of the Presidential Councilor for Stabilization and Consolidation identify various initiatives to progress in the implementation of these indicators and the results reported show a commitment to women's access to these programs.¹⁶ For example, the National Land Agency (ANT) delivered 31 comprehensive subsidies to women and 27 to men between January and March 2020.¹⁷ In 2019, a total of 13,909 hectares were formalized and allocated to 6,375 women (49% of the beneficiaries), which represents 37% of the land. From January to June 2020, a total of 3,832 hectares were formalized and allocated to women (48% of the beneficiaries), representing 32% of the land formalized and allocated. The indicators are in areas which have the potential for transformative actions to tackle the historic exclusion of rural women in land access and social and economic rights. The indicators will need ambitious targets to deliver substantial change.

Women, women's organizations, and LGBTI organizations took part, alongside their communities, in the participative construction of the Action Plans for Regional Transformation (PATR). As a result, in 2019, a total of 4,606 initiatives across the 16 PDET regions can be labeled under the category of "women and gender."¹⁸ One such group who participated actively in Cauca was the Association of Afrodescendant Women from Northern Cauca (ASOM). This organization was part of the local working group and at the beginning of 2020 worked with the municipal government of Buenos Aires to include some of the PATR initiatives in the local development plan.¹⁹ These initiatives, designed by communities to improve life conditions for rural women and the LGBTI population, were shared with the government entities responsible for their implementation through the High Level Government Body for the Implementation of the Gender Based Approach. By mid 2020, the Territorial Renewal Agency (ART) was in the process of incorporating a gender perspective in the Roadmaps (*hojas de ruta*) for prioritizing the implementation of initiatives in the 16 PDET regions.²⁰ The process is in the

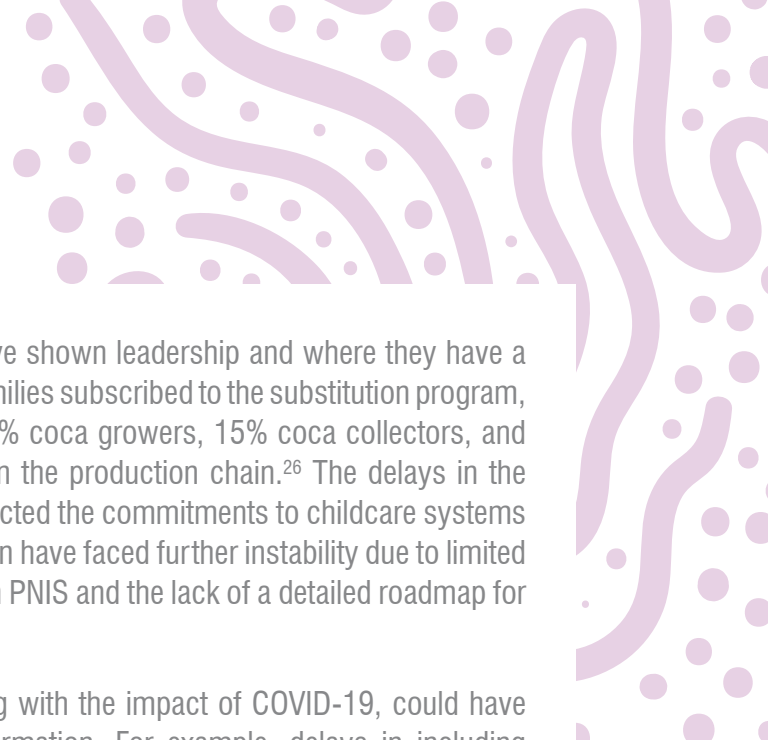
initial phase, and in the first roadmap for the Catatumbo area, the Delegate Comptroller for Postconflict noted that as of March 31, 2020, the roadmap methodology did not specifically include a gender approach to their design, nor does it link up with the PNIS strategy.²¹ There are concerns about the lack of civil society participation in this next stage of the process.²² Furthermore, while social distancing is in place due to the COVID-19 pandemic, communities with limited access to internet, especially ethnic peoples and women with additional care responsibilities, are encountering additional barriers to online participation mechanisms in the roadmap process.²³

BEST PRACTICES

ALTERNATIVE MECHANISMS FOR CONFLICT RESOLUTION

In order to close the poverty gap between the rural and the urban population, it is necessary to consider also the historic gap between men and women in this regard.²⁴ Disputes over territorial rights and land ownership are at the heart of the Colombian conflict, and for this reason the Accord includes various affirmative measures to overcome the historic exclusion of women from land ownership, including redistributive measures through the Land Fund and alternative conflict resolution mechanisms. A process led by the Ministry of Justice demonstrates that alternative methods of conflict resolution constitute a real and effective way of defending and guaranteeing women's rights at the territorial level.²⁵

During 2019 and 2020, the Ministry of Justice has achieved progress particularly in its work on the implementation of alternative methods for conflict resolution using a gender approach. A toolkit has been designed and implementation has started at the local level with training for local organizations that will develop the strategy. The Ministry has selected local organizations to support this process with a view to including local actors, social leaders and grassroots organizations who understand the importance of alternative methods of conflict resolution and who can apply this knowledge and training in the territories. The local organizations have allies in the 30 prioritized municipalities in the areas of: Bajo Cauca and Urabá, Chocó, North of Cauca, Pacific Nariñense, South of Cordoba, and Putumayo. Women's equality conciliators and female beneficiaries see in these mechanisms a means to solve daily conflicts in their community. For example, in the municipality of Puerto Rico, Meta, the female conciliators have worked to reach agreements in disputes over land ownership. This is a valuable example of how women conciliators achieve resolutions and agreements that contribute to peacemaking. The intention is to have women acting as conciliators of alternative methods of conflict resolution, and in this way strengthen their roles as local peacebuilders.



The PNIS program is an area where women have shown leadership and where they have a great investment in its success. Of the 99,097 families subscribed to the substitution program, 35,307 are female-headed households, with 68% coca growers, 15% coca collectors, and 17% non-coca growers with unspecified jobs in the production chain.²⁶ The delays in the community phase of the PNIS program have affected the commitments to childcare systems and health among others during 2020.²⁷ Women have faced further instability due to limited progress of economic projects for participants in PNIS and the lack of a detailed roadmap for a gender perspective in the program.²⁸

The delays in implementation at this time, along with the impact of COVID-19, could have long-term effects in securing territorial transformation. For example, delays in including affirmative measures to respond to the needs of rural women in the National Plans could mean that implementation in the long term will not have the potential transformative impact in removing the obstacles faced by women. Including affirmative measures for rural women in the national plans and defining and implementing a gender approach in the next phase of the roadmap and in the PNIS protocol are all essential actions to ensure that future implementation promotes and protects the rights of rural women.

2.2. Women's meaningful participation in the implementation of the Peace Accord

The second point in the Colombian Final Accord on “political participation” addresses issues of inclusion and participation in national, regional and local politics, and democratic mechanisms. It seeks to improve the quality of democracy, to guarantee pluralism, and uphold rights for political opposition. The social and institutional barriers women from indigenous and Afro-colombian communities especially face for effective participation is recognized and addressed by affirmative actions. These include, for example, measures for facilitating the effective participation of women in participatory planning processes, and the promotion of women's participation and leadership in politics.²⁹

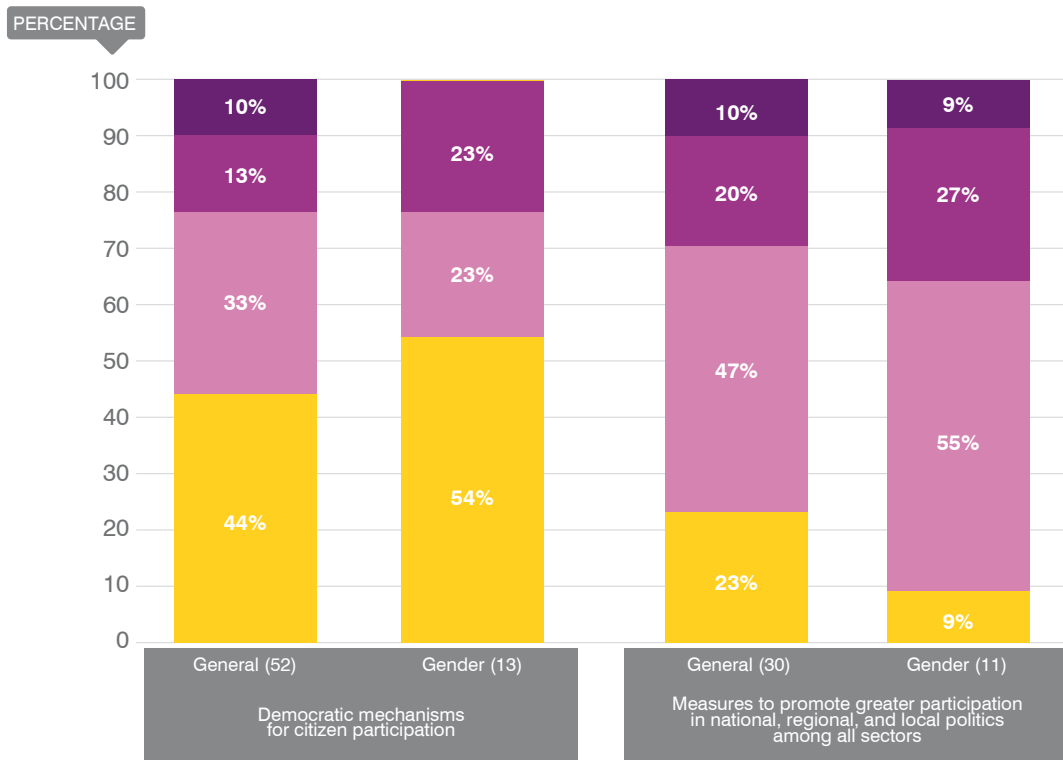
There has been progress in certain targeted programs of the Accord for women's representation and political participation, including important examples of capacity building around democratic values for women and inclusion in media channels. This is reflected in Figure 4 which shows that gender stipulations have a proportionally higher level of intermediate implementation in political participation than in general provisions. However, the slow pace of overall implementation of Point 2 has meant limited progress in increasing the leadership of women and ensuring their inclusion and that of the LGBTI population in democratic and participatory planning and oversight mechanisms. There are opportunities to advance in Point 2 by strengthening the participation of women in democratic and participatory planning mechanisms.

Figure
4


Political Participation
July 2020

Not initiated
Minimum

Intermediate
Complete



Since September 2019, there has been limited progress in achieving equal representation of women in mechanisms created by the Accord.³⁰ In July 2020, Francia Márquez was elected as the first black female President of the National Council for Peace, Reconciliation and Coexistence and its National Committee. The National Committee is the implementing body for the decisions of the National Council. It is important to highlight that while 6 of the 10 Committee members are women, only 23% of the 97 members of the Council are women.³¹ In decision-making mechanisms such as the Commission for Monitoring, Promoting and Verifying the Implementation of the Final Accord (CSIVI) and the National Commission on Security Guarantees (including civil society and government representatives), the equal representation of women has not been achieved.³²



There are advances in individual programs to include women and ethnic communities in slots in publicly owned media channels, and advances in capacity building and leadership programs for women. The National Radio and Television of Colombia (RTVC) has continued to disseminate contents about the work of social organizations and social movements. It has reported content through the digital and radio platforms of Radio Nacional de Colombia and Radiónica, making visible ethnic communities such as the Nasa Yuwe, Rrom, Palenqueros, Raizales, Afro Colombians and women from these communities.³³

The Ministry of the Interior trained 624 women in political leadership schools,³⁴ and during the first semester of 2020, they formed citizen oversight committees benefiting 150 people, including women and people from ethnic communities.³⁵ The progress of gender stipulations in these areas has occurred in programs and workshops for capacity building on leadership, which is also reflected in PMI indicators such as indicator B.G.7, “implementation of a political and social leadership program for members of political parties and social organizations, with special emphasis on the most vulnerable populations such as campesinos, women, religious minorities, ethnic peoples and communities, and the LGBTI population.” These indicators have allowed the Ministry of Interior to push forward civic and political rights.³⁶ However, these targeted programs have reached limited numbers of women, and to attain broader impact they should be designed with a wider scope and long term goals. The municipal and departmental elections for mayors, city councils, governors, and departmental assemblies in October 2019 were the first local elections since the signing of the Accord. The final results registered a decline in female elected politicians as mayors and governors. It is critical for long-term impact that the implementation of the Accord further supports women’s political leadership in the country.³⁷

Delays in Point 2 affect all Colombians, but the lack of legislation has had a disproportionate impact on measures to support the participation and leadership of women.³⁸ The recommendations from the 2017 Special Electoral Mission included measures to promote the rights of women in the electoral system, such as increasing the gender quota through the adoption of closed lists at different levels, but these have not been passed.³⁹ Furthermore, the bill for the guarantees of citizen participation which included the strengthening of women’s organizations, has yet to be presented. The Special Transitory Peace Voting Districts, which aim to increase the political representation of regions most affected by the conflict, included measures for women’s organizations to nominate and provide support for female candidates, but the reform was not passed in Congress despite multiple attempts.⁴⁰

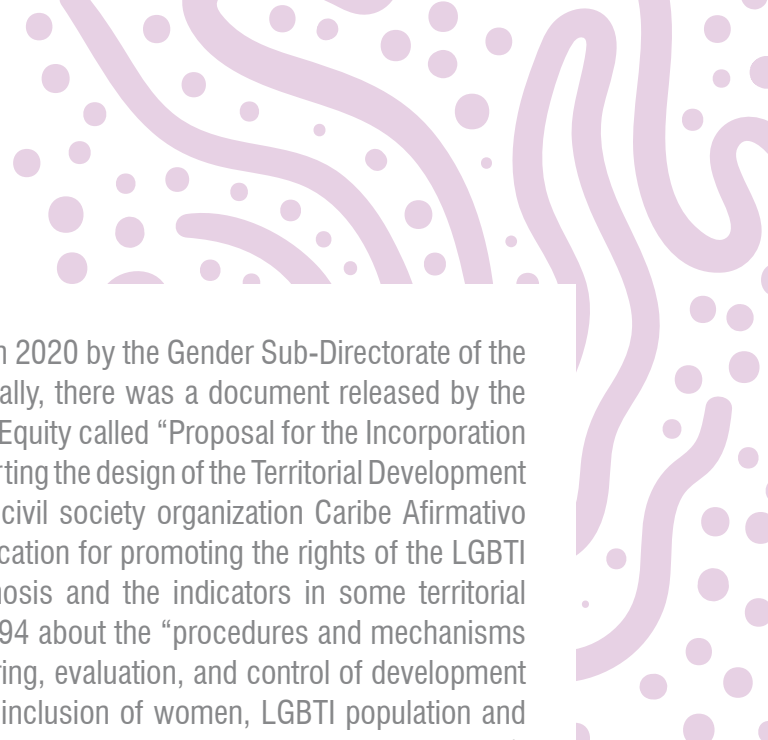
BEST PRACTICES

MECHANISMS TO PROMOTE OVERSIGHT AND IMPLEMENTATION

Resolution 1325 and subsequent resolutions on WPS have reiterated the importance of female leadership and representation in order to increase the chances for a transformative peace process.⁴¹ The peace accord creates a Special Forum for the Implementation of the Gender Based Approach. This Forum is an example of how the participation of women in the implementation process, at a technical and political level, can support civil society oversight to guarantee the sustained effort of the gender approach in a peace accord. The Forum began operating in 2017 and includes women from national and regional platforms, including indigenous communities, a LBT representative, and after pressure from the Afro-colombian communities and their allies, a black woman. In 2020, the CSIVI also approved the incorporation of a representative of the female ex-combatants in the Forum.⁴² This consultative mechanism has ensured that the gender perspective and specific measures contemplated to guarantee women's rights is maintained in the political agenda. It also serves as a dialogue channel between civil rights organizations, women's groups, and other collectives and the government and other entities in charge of the implementation of the Peace Accord.

During 2020, the Special Forum has continued to meet with members of the Government to monitor implementation. The dialogue with the Office of the Presidential Councilor for Stabilization and Consolidation, and the work with the Women and Gender, Victims and Ethnic Peoples Office has facilitated technical exchange with the national government. Importantly, the commencement in 2020 of bi-monthly meetings between the Special Forum of Women and the Forum for Ethnic Peoples with the CSIVI has contributed to these developments to ensure that political dialogue takes place.⁴³ The mechanism has been financed by the Multi-Partnership Trust Fund (MPTF) with UN Women providing operative support. Financial sustainability for this work is crucial and after elections for the new representatives of the Forum in 2021 to ensure continuation for the following period with the new members.

The individual efforts of entities to strengthen democratic and participatory planning have not been backed up by the legal and structural changes detailed in the Peace Accord to increase the participation of women in the planning and oversight mechanisms. There have been specific efforts such as the development of "Strategic guidelines for gender equality for



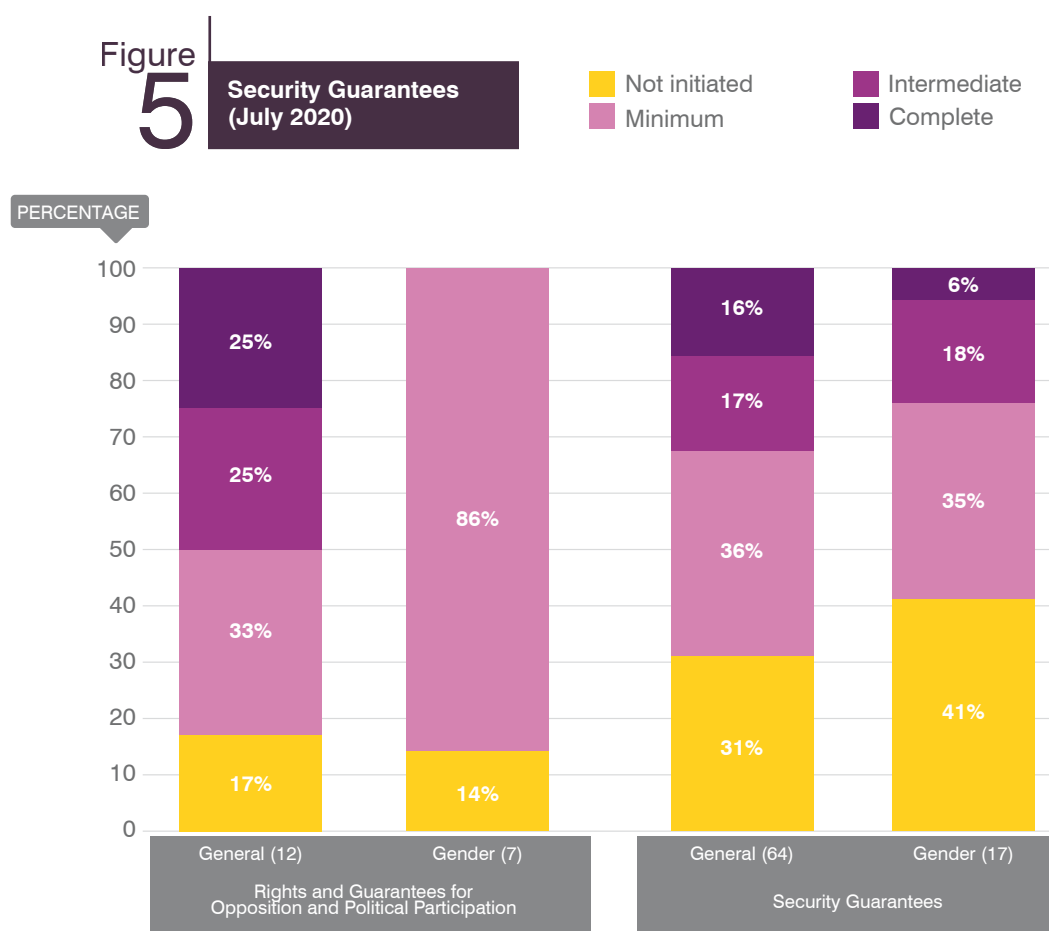
women” as part of the “Territorial Planning Kit” in 2020 by the Gender Sub-Directorate of the National Planning Department (DNP).⁴⁴ Additionally, there was a document released by the Office of the Presidential Councilor for Women’s Equity called “Proposal for the Incorporation of an Equity Chapter for Women,” aimed at supporting the design of the Territorial Development Plans (2020-2023).⁴⁵ However, a study by the civil society organization Caribe Afirmativo noted that there were deficiencies in budget allocation for promoting the rights of the LGBTI population and incoherence between the diagnosis and the indicators in some territorial development plans.⁴⁶ Updates to Law 152 of 1994 about the “procedures and mechanisms for the preparation, approval, execution, monitoring, evaluation, and control of development plans” in order to allow further progress in the inclusion of women, LGBTI population and their agendas in local planning spaces, and participatory budgets have not made progress.⁴⁷ At the same time, there is no evidence of advancement for the measures that facilitate the effective participation of women in the territorial planning councils and reduce the obstacles due to domestic and childcare duties.⁴⁸

Advances in Point 2 and in the meaningful participation and leadership of women, ethnic communities and LGBTI people are key to achieving gender equality. Ensuring that women are at the center of decision making and peacebuilding requires a concentrated effort in the implementation of Point 2 to generate structural change at national and local level. These are long-term changes, and progress in the legislative agenda could set the groundwork for future impact.

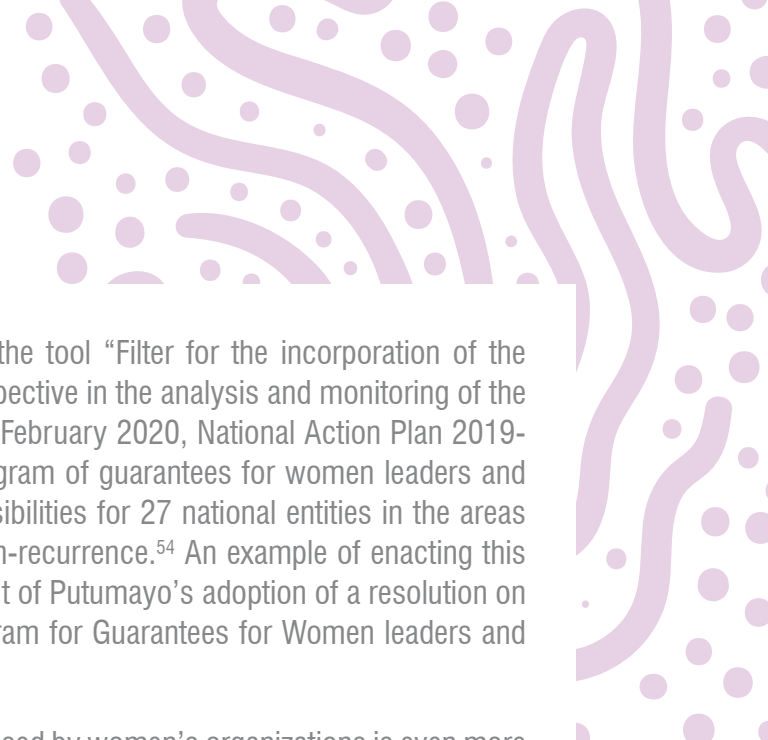
2.3 Security and protection guarantees with a gender approach

Rather than a separate pillar, the commitments for security and protection guarantees can be found throughout the Peace Accord, concentrated in Point 2 “political participation” and Point 3 “end of the conflict.” The Accord includes security guarantees for the exercise of politics and various measures to fight against criminal organizations and criminal acts against human rights defenders. These mechanisms include the National Commission on Security Guarantees, the Special Investigation Unit, the Elite Corps of the National Police, the Comprehensive Security System for the Exercise of Politics, and Measures for the Prevention of and Fight against Corruption.⁴⁹ All these measures incorporate a gender approach; for example, the Special Investigation Unit includes a methodology for investigating the most serious violations committed against women, girls, boys, adolescents, and the LGBTI population. The comprehensive program of safety and protection for communities and organizations in the territories requires the active and effective participation of women’s organizations in its creation and application.⁵⁰

During this fourth year of implementation, attacks continue against women leaders and human rights defenders, especially black and indigenous people and those in rural communities. In this context, women and their organizations are allies in the implementation of the security guarantees and protection measures from the Accord. Implementation of measures continues to be fragmented, and there is little progress in key areas such as the evaluation committees to monitor gender indicators, the community protection program from Law 660 of 2018, and the dismantling of criminal organizations. Figure 5 shows the proportional differences in implementation between the gender approach and Final Accord stipulations related to security guarantees, as of July 2020.



Both the Ministry of the Interior and the Office of the Ombudsperson have continued making progress in strengthening the Early Warning System and also the Comprehensive Program of Guarantees for Women Leaders and Human Rights Defenders.⁵¹ These are part of a package of measures in Points 2 and 3 of the Peace Accord that together provide a comprehensive vision of individual and collective protection to ensure the participation and leadership of communities in peacebuilding in their territories.⁵² The strengthening of the Early Warning



System (SAT) includes the implementation of the tool “Filter for the incorporation of the gender approach in the SAT,” and a gender perspective in the analysis and monitoring of the threats and risks for the civilian population.⁵³ In February 2020, National Action Plan 2019-2022 was launched for the comprehensive program of guarantees for women leaders and human rights defenders, and it outlines responsibilities for 27 national entities in the areas of prevention, protection, and guarantees of non-recurrence.⁵⁴ An example of enacting this at the local level is the Departmental Government of Putumayo’s adoption of a resolution on the implementation of the Comprehensive Program for Guarantees for Women leaders and Human Rights Defenders.⁵⁵

A comprehensive vision of human security proposed by women’s organizations is even more important at the moment due to the increased vulnerabilities and inequalities exacerbated by the COVID-19 pandemic for women and ethnic peoples.⁵⁶ The UN Verification Mission in Colombia cautioned that, in various departments, illegal armed groups are exploiting the pandemic to consolidate their territorial presence.⁵⁷ Furthermore, the report evidenced the killing of children, elderly people, and pregnant women by illegal armed groups in Cauca, and also the forced displacement in the Pacific region of 7,500 people. Eighty percent of those displaced were women and children and 50% belonged to ethnic communities.⁵⁸ The Special Forum, through interviews and focus groups with women ex-combatants, victims, and Afrodescendent and indigenous women in over 16 Departments, highlighted the increased security risks, not only from domestic violence, but also from illegal armed groups who have signaled those infected by COVID-19 as targets and who are restricting movement and silencing the reporting of these crimes within their territories.⁵⁹


The monitoring bodies for the security guarantees at the territorial level have yet to be fully implemented, and this has impacted the evaluation and monitoring of the prevention and protection measures with a gender perspective.⁶⁰ The Office of the Ombudsperson cautioned that, in many of the Intersectoral Commission for Rapid Response to Early Warnings (CIPRAT) meetings, decisions are not taken to mitigate the security risks which have been presented. This is due to several reasons. For many entities the CIPRAT is redundant in relation to other decision-making spaces, such as the Security Council or the Prevention Subcommittees. There is also a lack of awareness within the entities in terms of the possible prevention programs, and additionally resources are not flexible enough to accommodate various scenarios that generate risk.⁶¹ During the first semester of 2020, the technical committees for the comprehensive security and protection program for communities and organizations in the territories (Decree 660 of 2018) were reactivated; this is an important step in the protection of organizations at a local level and there are plans to implement 11 initiatives. Limited resources for the comprehensive protection program means that there will be delays in the full implementation of the Decree with its four components of protection measures, protocols, promoters, and capacity for reporting risks.⁶²

CASE STUDY

PREVENTION, PROTECTION AND GUARANTEES OF NON-RECURRENCE IN MONTES DE MARÍA

The Montes de María region is one of the areas most affected by the conflict, and during 2019 and 2020, violence has continued against communities and leaders. The Montes de María working group has demonstrated how the incorporation of the gender perspective, particularly through specific measures in the departmental development plans and cooperation between local civil society groups and government institutions, has strengthened the protection and security system for the communities. In June 2018, the National Government signed a resolution to create the Comprehensive Guarantee Program for Women Leaders and Human Rights Defenders. In Montes de María, local women defenders saw this as an opportunity to strengthen the individual and collective protection programs at a local level by applying a gender perspective.⁶³

In 2020, the Government presented the four-year Action Plan for the Comprehensive Guarantee Program for Women Leaders and Human Rights. The Montes de María Working Group reviewed the plan and assigned responsibilities to local authorities, such as the mayors' offices, for the local implementation of different commitments in order to apply the national strategy throughout the territory. This work with local authorities aligned closely with the Group's aims to provide visibility and support for the defenders' work, using media and social networks for external and internal communications about potential threats to the members. The Working Group focused its advocacy on the four-year territorial development plans, which were formulated during the first semester of 2020 by incoming local administrators, so that support for women leaders was included in local budgets. For example, the departmental governments of Sucre and Bolívar incorporated the protection of women human rights defenders in their departmental plans. The women keep track of the local actions and budgets and carry out a review with the mayors and governors of the region to evaluate progress in the implementation plan. The leaders remain in their territories, and the Working Group provides them hope to continue their work.



Finally, without addressing the root causes of the risks faced by women human rights defenders and leaders, the measures thus far implemented remain disjointed. The National Commission on Security Guarantees is an important space for civil society and government to work together as allies. While it has advanced in its internal regulations, including meetings of the gender subcommittee to contribute to the regulations, it has yet to make progress in the design, approval and implementation of the public and criminal policies for “dismantling of criminal organizations and criminal acts that are responsible for or that bring about homicides and massacres that attack human rights advocates, social movements or political movements or that threaten or attack persons taking part in the implementation of the accords and peacebuilding, including criminal organizations that have been labeled as successors of paramilitarism and their support networks.”⁶⁴ Investigative powers must be further strengthened in order to end the repetition of systematic violence against women human rights defenders.⁶⁵ Without this policy, the progress of the comprehensive security and protection program for communities and organizations in the territories (Decree 660 of 2018) and the comprehensive program of guarantees for female leaders and human rights defenders will have a limited impact on the protection of and prevention of violence against women leaders and their communities.⁶⁶

Women and their organizations are key allies in improving decision making nationally and cooperating locally with authorities responsible for the protection measures for leaders and communities.

2.4 Reincorporation within the framework of women’s rights

The third point of the Colombian Final Accord includes an agreement on ceasefire, the laying down of arms, demobilization, and the reincorporation of former combatants into social, political, and economic life. It includes specific measures with a gender approach in the cantonment process, the participation of affirmative measures for female combatants during social and economic reincorporation, and a gender approach in the reincorporation of minors.

There are only three explicit commitments in the Accord regarding implementation of the reincorporation process with a gender approach,⁶⁷ however the National Policy for Social and Economic Reincorporation CONPES 3931, which stems from the Accord, gives a more detailed view of 18 reincorporation actions with a gender perspective that should be implemented. The challenge in 2020 has been to build on the success of achieving the 18 actions with a gender perspective in the CONPES 3931. The actions are in the process of implementation in order to guarantee the rights of female ex-combatants.⁶⁸ The barriers to make further progress have been budgetary limitations and the centralization of the

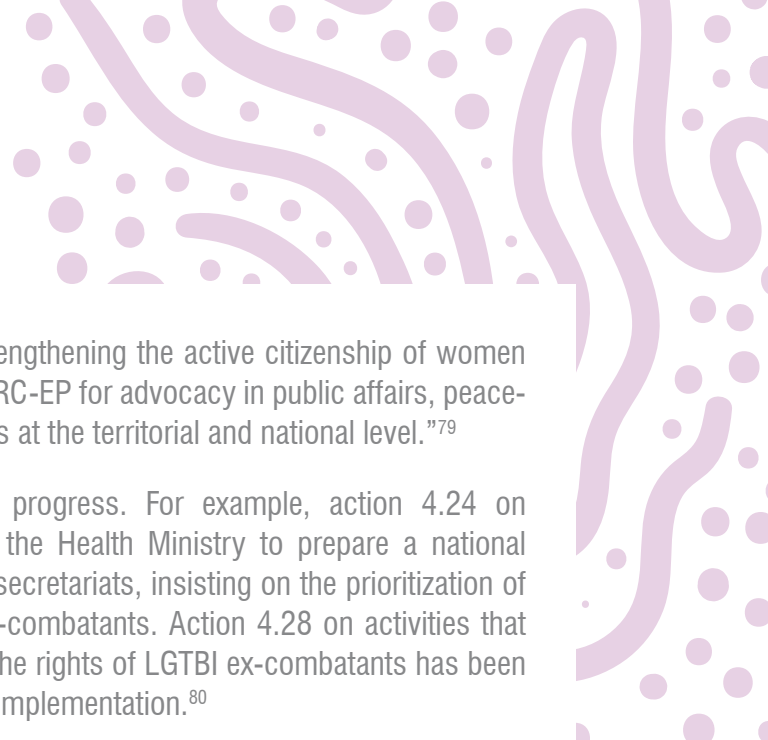
responsibilities with the Normalization and Reincorporation Agency (ARN) rather than institutions with competency in the specific areas, such as education and health.⁶⁹

The COVID-19 pandemic has accentuated social and economic inequalities.⁷⁰ The dynamics affecting women during the COVID-19 lockdown in Colombia have been reflected in the ex-combatant population. An increase in domestic violence has been reported in the former Territorial Spaces for Training and Reincorporation (ETCR), as has an increase in family care and greater challenges for women's access to sexual and reproductive health care.⁷¹ For this reason, the FARC National Commission for Women, Gender and Diversity has promoted local campaigns to combat gender-based violence for ex-combatants and has worked internally to change traditional concepts of gender and recognize women as agents of change.⁷²

Security continues to be a concern for the ex-combatants during 2020.⁷³ The United Nations Verification Mission in Colombia reported that female ex-combatants had difficulties accessing protection measures and, for this reason, the Sub-Directorate distributed an internal memo in April asking its staff to ensure the equitable use of collective protection schemes by men and women.⁷⁴ In July 2020, a total of 93 ex-combatants and their families were transferred from Ituango to Mutatá, with the support of the government agencies to ensure protection on arrival in Mutatá due to concerns for their safety.⁷⁵

During the period of analysis, the Gender Working Group has continued working together with the Office of the Presidential Council for Stabilization and Consolidation, the ARN, and the FARC component in the CNR. It is important to highlight this space as an example of good practice in renegotiation and in trust building which has worked hard to develop solutions to challenges arising from reincorporation measures. It is also one of the most robust spaces in the CNR, which is evidenced in the number of agreements and in the success of the 18 gender actions in the CONPES 3931.⁷⁶ During 2020, the ARN, FARC-CNR component, and the Office of the Presidential Council for Stabilization, created a gender working group within the national Security and Protection Working Group, to comply with the CONPES action 4.26 regarding the security of ex-combatants. This working group provides guidelines and adopts decisions with a gender perspective for the security and protection of former combatants and the adoption of differentiated protection measures for women.⁷⁷

The actions in the CONPES 3931, including the 18 with a gender perspective, have evidenced commitment from individual functionaries⁷⁸ and progress on individual actions. For example, during April 2020, the National Registry of Civil Status, in their School for New Leadership in Democratic Culture, actively guaranteed the participation of young women who are in the reincorporation process. The objective was to strengthen the leadership of these women and promote their participation in the upcoming Youth Council elections. This initiative falls within



action 2.4 of CONPES 3931, “strategies for strengthening the active citizenship of women from the community and former members of FARC-EP for advocacy in public affairs, peace-building, and the promotion of women’s agendas at the territorial and national level.”⁷⁹

Budgetary limitations have prevented further progress. For example, action 4.24 on reproductive rights includes coordination with the Health Ministry to prepare a national directive in October 2020 aimed at local health secretariats, insisting on the prioritization of the actions and budget for sexual health for ex-combatants. Action 4.28 on activities that protect, guarantee, and prevent the violation of the rights of LGBTBI ex-combatants has been designed but, due to limited budget, is awaiting implementation.⁸⁰

Part of the budget constraints is because the ARN is the entity officially responsible for reporting on the implementation of the 18 actions, but the actions require other entities to guarantee the rights of the female ex-combatants.⁸¹ The Office of the Presidential Councilor for Stabilization and Consolidation supported a process of educating entities about the measures in the CONPES 3931. This has led to a degree of success, for example with the Colombian Family Welfare Institute (ICBF) in terms of childcare, and in terms of security guarantees with the Office of the Attorney General (FGN), National Protection Unit (UNP), and the National Police.⁸² A solution is being looked into by the Office of the Presidential Councilor for Stabilization and Consolidation to guarantee fundamental rights in relation to education, health, and other affirmative measures which are not contemplated in the technical planning and budget of entities other than the ARN.⁸³ One of the options proposed is the inclusion of the 18 actions into the reincorporation system which is being created to implement the reincorporation roadmap that was approved in December 2019.⁸⁴ Another proposal is to allocate a specific budget within the ARN for 2021. At the moment, while national entities/ministries do not report the actions to the National Planning Department, they do not have budgets allocated for the 18 actions. As national entities do not have these budgets, it makes it difficult to ensure local entities include these actions at a departmental level.⁸⁵

CASE STUDY

REINCORPORATION IN THE DEPARTEMENT OF ANTIOQUIA⁸⁶

The process of disarmament, demobilization, and reincorporation of ex-combatants in Colombia has generally been considered a successful one in comparison to other similar peace processes around the world. Two primary challenges for the sustainability of the process include the territorial implementation of the CONPES 3931 and guaranteeing the necessary budgetary allocations. The Departmental Government in Antioquia is demonstrating how departmental governments can play a leading role in implementing the Peace Accord and include the gender approach into local political and institutional structures.

During 2020, the government of Antioquia approved a peace and post-conflict chapter in its public policy for gender equality, which requires peacebuilding to be included in the Secretariat for Women's four-year plan.⁸⁷ As a result, peace and post-conflict policies have become an integral program within the Secretariat for Women as of 2020, and consequently the program has set more ambitious goals with a larger budget than in previous years.

The peace and post-conflict chapter was consulted on and endorsed by the Departmental Council for Reincorporation and the Gender Group of the CNR. It also includes concrete measures for social and economic reincorporation in line with the actions in CONPES 3931. For example, it includes gender training delivered by the Secretariat for the departmental bodies that are in charge of implementing the Final Accord. Additionally, the Departmental Gender Committee established in the Departmental Council for Reincorporation has continued to be an effective and valuable space in 2019 and 2020 for dialogue with key actors, such as the UN Verification Mission, FARC, and the Secretariat for Women.

The Departmental Development Plan includes a reincorporation component with actions for women. To develop the actions, representatives of the ex-combatants prioritized various areas, with the majority of prioritizations in the area of economic autonomy and productive projects. Specifically, four reincorporation projects were prioritized in the former ETCR Carrizal, Anorí, San José de León, and for the women from Ituango who moved to Mutatá. The Secretary of Women will provide a budget to purchase supplies, machines, and materials, and the development of a financial training process with a gender perspective. The departmental government considers that this collaborative work and these actions have strengthened trust between the actors.

The achievement of the inclusion of specific gender measures in CONPES 3931 and the continuation of the Gender Working Group in the CNR as a space for dialogue and decision making are important foundations to continue building upon. The challenge now remains in securing the budgetary support for the 18 actions with an approach to implementation that guarantees the rights of female ex-combatants.

2.5 Victims' rights

The National Government and the FARC-EP agreed to place victims at the core of the Peace Accord. In compliance with this commitment, the agreement regarding the victims of the conflict is enshrined in Point 5, which creates a set of judicial and extrajudicial mechanisms for the realization of victims' rights through the Comprehensive System for Truth, Justice, Reparations and Non-Recurrence (SIVJRNR). Along with the SIVJRNR, implementation of the gender approach in Point 5 includes collective reparation measures with guarantees for women's meaningful participation, concrete actions for attending to the psychosocial needs of the victims of sexual violence, and programs for collective returns of internally displaced people.⁸⁸

Figure
6

Victims' Rights (July 2020)

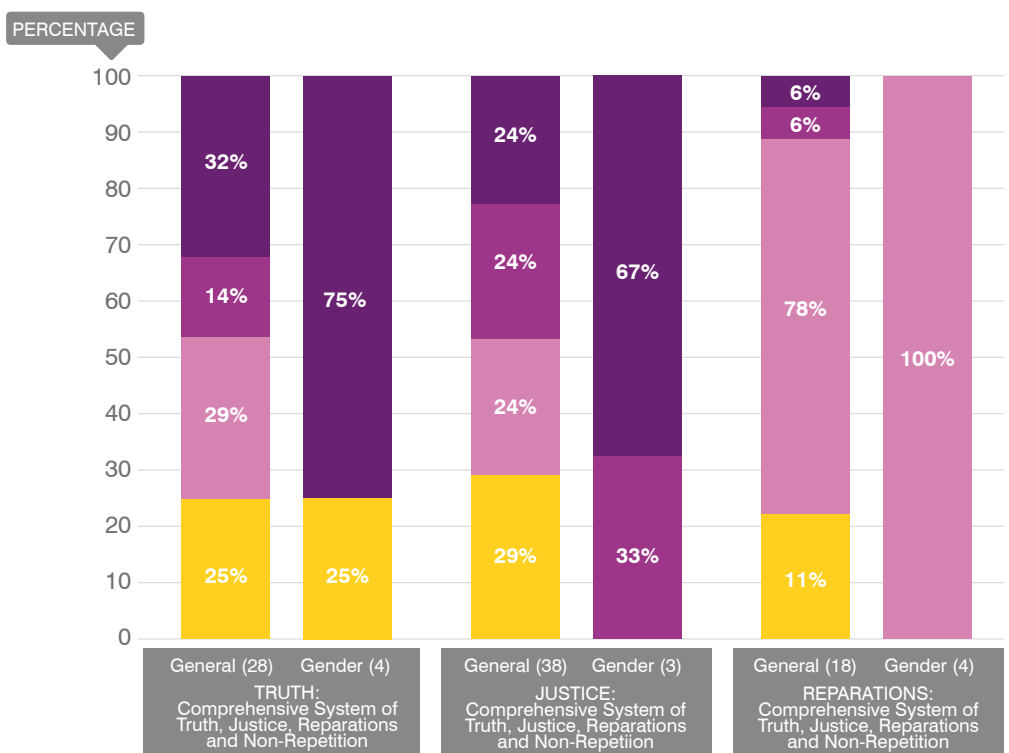



Figure 6 shows that, proportionally, the gender approach has achieved higher levels of implementation in Victims' Rights provisions than the Accord in general in both the Truth, Coexistence and Non-Recurrence Commission (CEV) and the Special Jurisdiction for Peace (JEP), however progress is still required for ensuring reparations for victims.

The entities comprising the SIVJRNR along with women, ethnic communities, the LGBTI individuals and their organizations, have made considerable efforts to establish communication channels and participatory mechanisms. This example of good practice in promoting participation and civil society investment in the peace process has created expectations relating to the final investigations, reports, and prosecutions in regards to acknowledging and investigating the disproportionate impact of the conflict on women, especially related to sexual violence. The Comprehensive System now has the opportunity to show results that reflect the trust and participation invested by victims.

Through participatory mechanisms, civil society groups that include women, LGBTI individuals, and their organizations, have participated in the different entities of the SIVJRNR. In the case of the JEP, women's organizations, including black and indigenous women's groups, have worked hard to prepare reports, and the JEP has opened participatory spaces to receive these reports and to listen to the victims and their testimonies.⁸⁹ The JEP's Information Analysis Group (GRAI) systematized the information from 235 reports received between March 2018 and January 30, 2020. In 42% of the reports received, the primary crime reported is sexual violence.⁹⁰

Through testimonies, reports, interviews, and participatory events, the CEV has built up communication channels with victims.⁹¹ The regional CEV teams have processed approximately 800 interviews with victims of sexual violence in the conflict.⁹² Additionally, the Gender Working Group has received nine reports presented by women's and LGBTI organizations detailing cases of sexual violence.⁹³ The CEV has paid tribute to victims, dignifying their contributions and supporting initiatives like the virtual tool which is dedicated to LGBTI victims called "Celeste."⁹⁴ Additionally, the Gender Working Group created a Technical Assistance Working Group to include the participation and voices of women's organizations, LGBTI organizations, and ex-combatants, amongst others.⁹⁵

During 2020, the Unit for the Search for Persons Deemed as Missing in the Context of and due to the Armed Conflict (UBPD) has been applying a gender approach to their work, developing effective participation mechanisms aimed at women, girls and people with diverse sexual orientation and identities searching for loved ones as well as mechanisms to search for reported missing persons from these vulnerable populations.⁹⁶ As of August 2020, the UBPD is in the participatory process of developing guidelines to address gender-based violence as



one of the patterns involved in the disappearance of women, girls and the LGBTI community. Additionally, victims and social organizations stated in the regional meetings that women who initiated a search for missing persons have been victims of gender-based violence in order to hinder the process.⁹⁷

CASE STUDY

EARLY REPARATIONS BY THE INVESTIGATION AND PROSECUTION UNIT

The Colombian Peace Accord places particular attention on the issue of sexual and gender-based violence, which was used as a weapon of war. An innovative and transformative measure in this regard are the Early Reparations Measures of the Investigation and Prosecution Unit (UIA) of the JEP.⁹⁸ This strategy uses an integral approach for attending to the most immediate needs of the victims in order to regain psychosocial stability and facilitate their empowerment.⁹⁹ The program contemplates the identification, implementation, and monitoring of early reparation actions which may be adopted prior to the judicial process.¹⁰⁰ These types of measures are not judicial or administrative and are not a substitute for reparations of this nature. Instead, these early reparation mechanisms reflect the restorative nature of the transitional justice system.¹⁰¹ An example of these early reparations comes from a project with 84 Embera indigenous women in Chigorodó, Antioquia. During this process, the group of victims of sexual violence participated in the first literacy program with the International Organization for Migration's (IOM) support.¹⁰² In addition to being restorative, the purpose of this action was to recognize these women as victims and build bonds of trust between them and the transitional justice process.¹⁰³ At the same time, the process of enabling the victims to participate directly in the construction of these measures gives them greater ownership of the restorative actions. This innovative initiative constitutes a valuable opportunity to advance the reparation process for the victims of this crime and to extend the guarantee of their rights.

The JEP, including the UIA, and the CEV, have put in place processes to ensure that the disproportionate impact of the armed conflict on women, specifically through the investigation and clarification of sexual violence, is recognized. UIA has designed dialogue mechanisms, such as the Communication Protocol for victims of sexual violence, which was created through contributions from civil society.¹⁰⁴ The UIA also recognizes the importance of sexual violence and gender-based violence as separate categories and applies international standards and international exchanges regarding the investigation of sexual violence in conflict.¹⁰⁵ In the JEP, sexual violence is being investigated within four of the macro cases. These include macro cases 02, 04, and 05 which prioritize the conflict in the three territorial areas of the municipalities of Ricaurte, Tumaco and Barbacoas (Nariño); the Urabá region; and the northern region of Cauca and south Valle del Cauca. The fourth is macro case 07,¹⁰⁶ which is about the recruitment and use of children in the Colombian armed conflict in which 43 victims of sexual violence have been accredited.¹⁰⁷ The Gender Commission reports the creation of the technical working group on sexual violence.¹⁰⁸ The UIA has been processing information using the Layna database and organized the first act of early reparation with victims of sexual violence.¹⁰⁹ The CEV has been taking a wide-ranging approach to sexual violence, understanding its multiple forms.¹¹⁰

The investment and trust placed in the SIVJNR by the victims means that questions arise around how the SIVJNR will ensure there is a comprehensive investigation, clarification of the crimes, and also reparations for victims. In 2020 various women's organizations requested that the JEP open a national case on sexual violence, reproductive violence, and other crimes motivated by the victim's sexuality.¹¹¹ For its part, the JEP's Appeals Section presented a judicial motion before the Judicial Panel for Acknowledgement of Truth, Responsibility and Determination of Facts and Conduct for the "opening of a case that covers the phenomenon of sexual violence in the Colombian armed conflict."¹¹² There have been similar questions from organizations and communities about how the work of the CEV ensures a gender perspective¹¹³ and questions around whether the gender perspective will be incorporated in the final report through a distinct chapter.¹¹⁴ With regard to the Commission's final report of conclusions and recommendations, anticipated for November 2021, assurances have been given that gender-based violence will be transversal in all the chapters and research.¹¹⁵

The SIVJNR has worked alongside a range of actors including women, ethnic communities, the LGBTI population, and their organizations to support the search for truth, justice, non-recurrence and reparations. There are examples of the mainstreaming of the gender approach and specific measures for victims of sexual violence, as well as initial work in early reparations. The SIVJNR now has the opportunity to reflect the trust and participation invested by ensuring the differential impact of the conflict is fully investigated and justice is delivered through reparations and guarantees for non-recurrence.



PART 3.

Opportunities to support the implementation of the gender perspective

This final section concludes the report by identifying opportunities for stakeholders, including the signatories, international cooperation, and civil society, to support and accelerate transformative implementation in each of the sections analyzed.

This report demonstrates that while the gap between implementation of the commitments with a gender perspective and the general stipulations has been reduced, it still persists for in the fourth year since the Final Accord was signed. During this reporting period, plans and programs from Point 1, along with improved gender-differentiated data, led to the initiation of some important gender approach stipulations. These changes are at a central level and their impact has yet to be felt on the ground. In the area of political participation, progress was made on specific gender commitments related to the participation of women. As far as victims' rights and Point 5 of the Accord, both in the CEV and the JEP, gender commitments show higher levels of proportional implementation than general Accord commitments. This includes significant progress in the participatory mechanisms and the inclusion of a gender approach in the work of the SIVJRNR, as well as the inclusion of specific measures to end impunity for sexual violence during the conflict. There is evidence of commitment from individual actors and institutions to the implementation of a gender perspective, as well as following best practices. The report also finds evidence of institutional and legislative adjustments at the local and territorial level.

However, the gap between general and gender implementation continues, due to delays in key programs and plans, as well as fragmented implementation of the gender stipulations.

This causes cascading effects in territorial-level implementation and negatively affects public confidence and support for the peace process.¹¹⁶

Based on interviews and analysis of the information collected during 2020, the five priority areas identified were: (i) women's rights in comprehensive rural reform and territorial transformation, (ii) women's meaningful participation in Peace Accord commitments, (iii) security and protection guarantees with a gender approach, (iv) reincorporation within the framework of women's rights, and (v) victims' rights.

Women's rights in comprehensive rural reform and territorial transformation

The first point of the Final Accord, if effectively implemented, offers a historic opportunity to overcome deep development gaps between rural and urban populations, as well as between women and men. All of the 16 National Plans for Comprehensive Rural Reform ought to include both a transversal gender approach as well as concrete measures to guarantee effective implementation of women's rights. Including resources for affirmative actions for rural women in the National Plans will ensure that they address the needs of women, and will improve the likelihood that specific actions to overcome the barriers to equality in the countryside are taken. So far six of 16 National Plans have been approved, and many of the affirmative measures are yet to begin implementation in the territories. These plans address much needed socio-economic reforms and their comprehensive implementation has the potential for ensuring long-term impact on the human rights of rural women.

Women's meaningful participation in the implementation of the Peace Accord

The mechanisms included in the Final Accord for strengthening the meaningful participation of women and members of the LGBTI community are actions with long term and structural impacts necessary for democratic expansion and political pluralism. There are several legislative and political reforms within the Accord that still require attention, such as the reform of the Law 152 on the Development Plans, that spells out the participatory process for preparation, approval, execution, monitoring, evaluation, and citizen oversight of development plans. The Special Transitory Peace Voting Districts is an example of a measure to make Colombia's democratic system more inclusive and recognize communities most affected by the conflict. In the short term, implementation could be improved by ensuring the effective and equal participation of women in decision making bodies in the agreement, such as the local PNIS committees, as well as encouraging gender-sensitive budgeting at the local planning level. The Final Accord also presents an opportunity to tackle obstacles such as domestic duties and individual care that have made participatory spaces like planning councils and democratic processes historically uneven for women.



Security and protection guarantees with a gender approach

Guaranteeing the effective participation of women at all levels of decision making in the bodies created for protection, prevention, and non-recurrence of violence against leaders and human rights defenders is crucial. The meaningful participation of women and civil society in the National Commission on Security Guarantees is a key measure to advance in the development of the public policy and penal measures for the dismantling of any organization or any conduct that threatens the peacebuilding process. Only through the meaningful participation of local organizations, as shown in the example of Montes de María, can there be progress in individual and collective security and protection measures responsive to the local necessities in the territories.

Reincorporation within the framework of women's rights

Effective reincorporation in terms of transformative peacebuilding requires social and economic reintegration measures that take into account the needs of both male and female ex-combatants. The National Policy for Social and Economic Reincorporation (CONPES 3931) includes 18 specific actions for including a gender perspective. This opens up a historic opportunity for Colombia to lead in state-of-the-art reincorporation practices within the framework of women's rights. It will be important to secure the necessary resources for the full implementation of the 18 actions in the CONPES 3931 at national and local levels and include these measures in the annual planning of the government entities involved, as well as for the ARN. The lack of designated budget within the government entities whose area of responsibility the actions fall under has prevented further progress. With sufficient resources, the deployment of the programs locally will support the process of community reincorporation for female ex-combatants and their families.

Victims' rights

The SIVJRNR has developed and implemented participatory process and communication channels, such as specific working groups and a commission for the development of gender sensitive methodologies and priority criteria. The participation of women has had a positive impact on the visibility and recognition of victims of sexual and gender-based violence, including victims from the LGBTI community. This creates an historic opportunity to take a stand against impunity for conflict-related sexual violence and set an international precedent. The SIVJRNR's participatory process has generated legitimacy and hope, and it is important now to show early stage results so that this trust will continue to support transformative peacebuilding and reconciliation.

Towards a more transformative implementation process

The Colombian Final Accord presents an unprecedented opportunity for the country, not only to end the armed conflict, but also to overcome the historic debt to women in terms of equality and equity of economic, political, social, and cultural rights. Although progress has been made, there is a persistent gap between the implementation of the commitments with a gender perspective and general stipulations. These delays in the short term could have a cascading impact on the overall implementation of the Peace Accord. For example, in order to overcome poverty and close the gap between the rural and the urban areas in terms of access to basic goods and services, it is necessary to simultaneously address the historic gap between men and women in these areas.

Women and their organizations are key allies in moving implementation forward. Spaces committed to dialogue that encourage women's leadership at all levels of decision making have the potential to build on existing good practice and accelerate where there are current delays by bringing in new perspectives, priorities, and experiences. The inclusion of gender-sensitive budgets and support to the care economy are two examples of positive transformations to support women's participation. In order to generate a more transformative process, it is also necessary to take advantage of the political and legal reforms contemplated both in the Final Accord and the Framework Implementation Plan (PMI). To overcome the hurdles, it is crucial to build on best practices to improve the implementation of these commitments and work at a local level with municipal and departmental governments to ensure the necessary budget allocations.

Although the international COVID-19 pandemic has brought additional challenges to implementation, the Accord itself includes several measures that could be addressed with the Government-led response to the pandemic. The socio-economic reforms in the Accord relate to many of the impacts of the pandemic, for example on rural health. The pandemic has highlighted concerns about security in areas controlled by armed groups as well as gender-based violence.

2020 has shown that the Women, Peace, and Security (WPS) agenda is more relevant for Colombia than ever. Commitments included in the Final Accord, and particularly measures with a gender approach, need to be prioritized. Peace and gender equality are both political priorities and basic human rights. If implemented comprehensively, the Accord offers an opportunity for transformation and a path for sustainable peace and gender equality in the long term.

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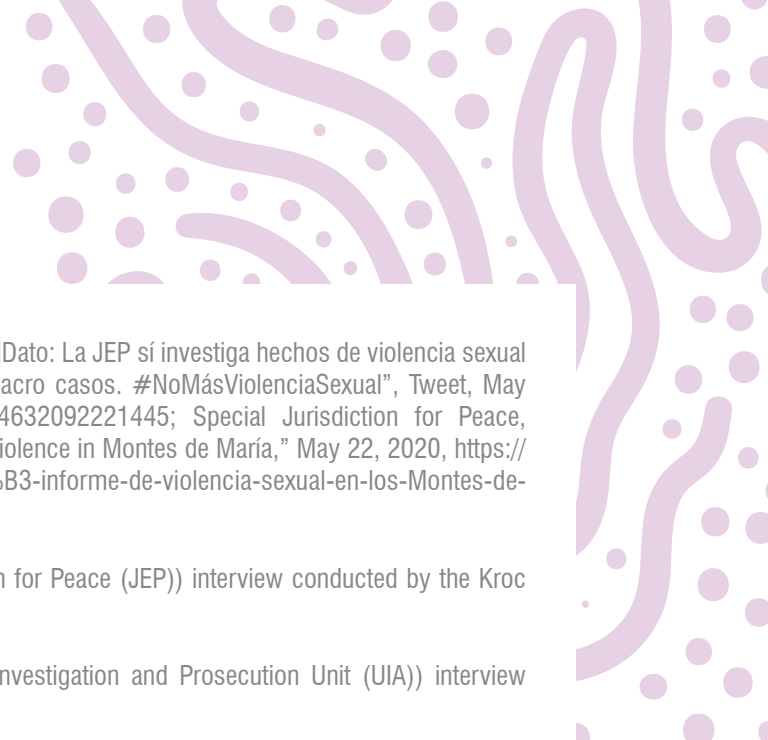
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¹¹¹ “The Five Keys Alliance (Alianza Cinco Claves) asks to open a case of sexual and reproductive violence and other crimes motivated by the victim’s sexuality,” *Women’s Link Worldwide*, February 24, 2020, https://www.womenslinkworldwide.org/informate/sala-de-prensa/la-alianza-cinco-claves-pide-abrir-un-caso-de-violencia-sexual-reproductiva-y-otros-delitos-motivados-en-la-sexualidad-de-la-victima?fbclid=IwAR1-VeMTUBzmQQ5licLO-5kw3TyWHkd7_-cZeoVrIAOiQw-y0pmHtP6RgM; Official (Women’s Link Worldwide), interview conducted by the Kroc Institute team, July 16, 2020.

¹¹² Special Jurisdiction for Peace, Appeals Section, “Auto TP-SA 502 2020”, March 4, 2020; Members of the Gender Comisión (Special Jurisdiction for Peace) interview conducted by the Kroc Institute team, July 27, 2020.

¹¹³ “Women and LGBTI people dialogue with the Commission on progress in the context of COVID-19,” *Truth, Coexistence and Non-Recurrence Commission*, June 10, 2020, <https://comisiondelaverdad.co/actualidad/noticias/mujeres-y-personas-lgbti-dialogan-con-la-comision-sobre-los-avances-en-contexto-de-covid-19>.

¹¹⁴ Official (Women’s Link Worldwide), interview conducted by the Kroc Institute team, July 16, 2020.

¹¹⁵ “Investigación, procesamiento y contraste de la información sobre violencias sexuales,” *Truth, Coexistence and Non-Recurrence Commission*, May 29, 2020, <https://comisiondelaverdad.co/actualidad/noticias/investigacion-procesamiento-contraste-informacion-violencias-sexuales>.

¹¹⁶ Official (Departmental Government of Antioquia) interview conducted by the Kroc Institute team, July 17, 2020.

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