

## **Second Special Report of the Kroc Institute and the International Accompaniment Component—UN Women, Women’s International Democratic Federation, and Sweden—on the Monitoring of the Gender Perspective in the Implementation of the Colombian Final Peace Accord**

### **Executive Summary**

*“Women are not going to dance to the beat of the war drum; we need peace.”<sup>1</sup>*

Three years after the signing of the Colombian Peace Accord, the implementation process is at a critical inflection point. For there to be sustainable, quality peace, implementation of the accord must go beyond the creation of a new institutional infrastructure and the adoption of laws and move to the acceleration of implementation in the territories. This report examines a fundamental contribution to 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 stipulations.

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.

In this second joint report, the Kroc Institute for International Peace Studies and the International Accompaniment Component, which includes Sweden, the Women’s International Democratic Federation (FDIM), and UN Women, analyze the implementation of the commitments focused on gender in the Final Accord. The report presents qualitative and quantitative analyses of the implementation of these gender-based commitments for the period between September 2018 and August 2019. The quantitative analysis on the levels of implementation includes information from the beginning of the implementation of the Accord through August 2019.

The purpose of these analyses is to contribute to the decision-making processes of all relevant actors in order to promote sustainable peace and encourage the continued implementation of the gender-based approach at this critical moment. The report demonstrates how women can be a catalyst for peacebuilding and development processes at the local and national levels and illustrates that women should be actively involved in the implementation of the Peace Accord. In particular, it argues that the gender-based approach offers a promising opportunity for the empowerment of women to help rebuild the social fabric harmed by the armed conflict.

<sup>1</sup> Women’s International Democratic Federation (FDIM), “FDIM Report August 2019” (Bogotá, 2019), 6.

The **quantitative analysis** carried out by the Kroc Institute, which compares the general levels of implementation of the Accord to the levels of implementation of those provisions related to the gender approach, shows that there is still a gap between the two, with a lag in the initiation and implementation of measures for gender equality.

First, there is a higher percentage of commitments with a gender-based perspective that have not been initiated. As of August 2019, 42% of these gender-based commitments had not been initiated, compared to 27% of the general commitments—a difference of 15%. Additionally, among those that have been initiated, there are a smaller number of commitments focused on gender that have been fully implemented compared to general commitments in the accord (25% of general commitments have been completed compared to 8% of the commitments with a gender focus; the gap is 17% throughout the Accord).

The quantitative analysis by each Accord theme shows that the greatest progress in recent months has been achieved on Point 5 (Victims' Rights), while there has been little progress on other points of the Accord (points 1, 2, and 4).

The Kroc Institute compared the **Framework Plan for Implementation (PMI)**—a national government policy document that provides indicators for the implementation of the Final Accord—to the 130 commitments focused on gender identified by the Institute. Among the gender commitments that have not been initiated, according to the PMI, only two should be initiated after 2019. This illustrates that the largest implementation gap between all the commitments and those with a gender focus lies in their initiation, since the implementation of many of the commitments to advance women's rights has not begun. Additionally, this analysis shows that more than half of the gender commitments include long-term actions that must be completed between 2019 and 2026. However, 28 of the commitments that, according to the PMI, must be completed in 2019 have not yet been initiated.

The report also presents a 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<sup>2</sup>. The first of these is **territorial transformation**, which includes the **Comprehensive Rural Reform (RRI)** and the **substitution of crops used for illicit purposes** as fundamental components to address some of the root causes of the armed conflict. If the initiatives to provide access to land, 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, with women actively

<sup>2</sup> The technical working groups are spaces facilitated by the International Accompaniment Component for the implementation of commitments focused on gender in the Final Accord, with the purpose of collecting concerns and perspectives of the various women's and Lesbian, Gay, Bisexual, Transgender (LGBT) organizations working in peacebuilding.

participating in decision-making, the transformation of the territories in the Colombian countryside proposed by the Peace Accord will not be possible.

The report recognizes important progress on affirmative gender actions in programs such as *Formalizar para Sustituir* (Formalize to Substitute) and *El Campo Emprende* (Entrepreneurs in the Countryside), among others, led by the Ministry of Agriculture, the National Land Agency (ANT), and the Office of the Presidential Councilor for Stabilization and Consolidation. However, it is necessary to continue strengthening the gender-based approach and to coordinate all territorial transformation actions.

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 for the emergence of new risk factors for female social leaders and human-rights defenders, especially for women in ethnic and rural communities. It is important to acknowledge that women leaders face gender-specific risks, such as sexual violence and torture.

Important advances have been highlighted during the period analyzed: the inclusion of two women's organizations, the Women's Summit and the Gender in Peace Working Group (GPAZ), as permanent guests of the National Commission on Security Guarantees (CNGS), the launch of the gender working group and differential approaches of said commission, and the reactivation of the Intersectoral Commission for Women's Guarantees. Despite these advances, the Comprehensive Program of Guarantees for Women Leaders and Human Rights Defenders does not yet have a multi-annual action plan 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 of the territory, the population, and both the legal and illegal extractive economies. This 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 defenders: 36 women, six individuals who belonged to the Lesbian, Gay, Bisexual, Transgender (LGBT) community, and the rest men<sup>3</sup>. According to the Ombudsman's Office, between February 2018 and May 2019, 447 threats against social leaders were registered, those against women usually involved sexist content and sexual

<sup>3</sup> Alberto Brunori, "Amenazas, ataques y asesinatos contra personas defensoras de los derechos humanos en Colombia", Office of the United Nations High Commissioner for Human Rights, September 26, 2019, <https://www.hchr.org.co/index.php/informacion-publica/pronunciamientos/intervenciones-de-la-direccion/442-ano-2019/9104-amenazas-ataques-y-asesinatos-contra-personas-defensoras-de-los-derechos-humanos-en-colombia>

advances<sup>45</sup>. As noted by the Secretary-General of the United Nations in his most recent report on “Women and Peace and Security,”<sup>6</sup> specific legal, social, and physical protection measures are required for and with civil society women who suffer threats, harassment, violence, and hate speech, as well as the strengthening of women's organizational and leadership initiatives<sup>7</sup>.

Progress has been made in the inclusion of measures with a focus on gender in the **reincorporation of ex-members of the FARC-EP**, including initiatives carried out by the Agency for Reincorporation and Normalization (ARN), as well as the approval of the policy document CONPES 3931 of 2018 that incorporates a gender-based approach in 18 specific 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 because of issues associated with access to land and the participation of women in processes of social, economic, and political reincorporation. In terms of participation, there are barriers to access related to health services and professionalization of knowledge, as well as additional burdens associated with domestic work and non-remunerated care tasks. Additionally, as ex-combatants leave assigned cantonment zones and set up settlements elsewhere, new institutional challenges arise including the provision of basic social services and the integral guarantee of rights for ex-combatants and their surrounding communities.

During the period analyzed by this report, the highest level of implementation of gender stipulations was registered in Point 5 of the accord. The report highlights that the institutions that make up the **Comprehensive System of Truth, Justice, Reparations, and Non-Recurrence (SIVJRNR)** recognize parity as a guiding principle of their institutional structure. Women have been assigned to decision-making positions and specific work teams for gender mainstreaming have been formed. The entities have created methodologies and instruments for the inclusion of gender and ethnic approaches in the conformation of their teams, in their information systems and in their collection and analysis processes. Likewise, mechanisms have been designed and implemented to promote the participation of women, LGBT individuals, and ethnic communities. This evidences the institutional appropriation of the gender approach in

<sup>4</sup> Ombudsman's Office, “Informe Defensorial: violencias basadas en género y discriminación” (Bogotá, 2019), <http://www.defensoria.gov.co/public/pdf/Informe%20Defensorial-Violencias-Basadas-Genero-Discriminacion.pdf>.

<sup>5</sup> “Vamos a seguir trabajando con todas las mujeres por el compromiso que tienen con la vida: Defensor del Pueblo en Mesa por la Vida en Cali”, *Office of the Ombudsman*, July 3, 2019, <https://bit.ly/2ncswUH>

<sup>6</sup> 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>

<sup>7</sup> OXFAM, “Defensoras de la Tierra, el Territorio y el Ambiente: Guardianas de la vida” (Bogotá, April 2019), 26.

the entities of the SIVJRNR, especially in the Truth, Coexistence and Non-Recurrence Commission (CEV) and the Special Jurisdiction for Peace (JEP).

It is necessary to continue advancing implementation to guarantee the right to truth, justice, and reparations for women and LGBT individuals and to make greater efforts to ensure the integrality and sustainability of the SIVJRNR. This includes advancing the reparation processes that are part of the Victim's Assistance, Aid, and Comprehensive Reparation Policy and the non-recurrence commitments contained in the Accord.

With women at the center of the implementation, peace will be more sustainable and higher 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 commitments focused on gender, there are also gaps compared to the levels of general implementation.

To fill these gaps, the report prioritizes the most important recommendations that can be implemented under the current government. The recommendations focus on consolidating advances during 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 all parties working on implementation of the accord, while drawing on the active participation of women and the support of the international community.

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