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REVISED GENDER ANALYSIS FOR USAID/Colombia

February 2013

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REVISED GENDER ANALYSIS REPORT USAID/Colombia

February 14, 2013

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Acronyms

ACPEM ¹	<i>Alta Consejería Presidencial Para la Equidad de la Mujer</i>
AJP	Programa de Acceso a la Justicia
ASOMUCA	Asociación de Mujeres de El Carmen de Viboral
ASOLIPNAR	Asociación de Lideresas del Pacífico Nariñense
CEDAW	UN Convention on the Elimination of All Forms of Discrimination against Women
CDCS	Country Development Cooperation Strategy
CODHES	Consultoría para los Derechos Humanos y el Desplazamiento
CONPES	Consejo Nacional de Política Económica y Social
CRIRES	Consejo Regional de Indígenas del Risaralda
CSDI	Colombia Strategic Development Initiative
DANE	Departamento Administrativo Nacional de Estadísticas
DO	Development Objective
DOJ	Department of Justice (of USG)
FUNDAC	Fundación de Apoyo Comunitario en Bogotá
FEDEMUC	Federación de Mujeres Campesinas de Cundinamarca
GBV	Gender Based Violence
GDP	Gross Domestic Product
GOC	Government of Colombia
ICBF	Instituto Colombiano de Bienestar Familiar
IDPs	Internal Displaced Persons
ICS	Integrated Country Strategy
ILO	International Labor Organization
IR	Intermediate Result
LGBTI	Lesbian, Gay, Bisexual, Transgender, and Intersex
NGO	Non-governmental Organization
OCHA	Office for the Coordination of Humanitarian Affairs
OIA	Organización de Indígenas de Antioquia
ONIC	Organización Nacional de Indígenas de Colombia
OXFAM	Oxford Committee for Famine Relief

¹ Acronym utilized in the National Gender Policy.

PAHO	Pan American Health Organization
PROJUS	Fondo de Pequeños Proyectos en Justicia
SINBF	Sistema Nacional de Bienestar Familiar
SNARIV	Sistema Nacional de Atención y Reparación Integral a las Víctimas
Sub-IR	Sub-Intermediate Result
TIP	Trafficking in Persons
UN	United Nations
UNFPA	United Nations Population Fund
UNDP	United Nations Development Program
USAID	United States Agency for International Development
USG	United States Government
WEF	World Economic Forum

Executive Summary

In Colombia, the United States Embassy is preparing an Integrated Country Strategy (ICS) for United States Government (USG) in 2013. In addition, the United States Agency for International Development (USAID) Mission is preparing a Country Development Cooperation Strategy (CDCS), which is incorporated into the ICS as the USG's Development Objectives for Colombia. Both strategic documents require the preparation of a Gender Analysis to identify the priority gender issues and sources of gender inequality in the country, and to provide a base for integration of gender equality and female empowerment results in the strategy. The CDCS initiates the USAID Program Cycle. The priorities identified in this five-year strategy guides the subsequent program and project design, activity implementation, and evaluation. The CDCS must include in its narrative attention to issues associated with gender equality by identifying the priority strategic gender issues that will be incorporated into the Mission's Results Framework and thereafter its projects and activities.

As an agency, USAID seeks to “improve the lives of citizens around the world by advancing equality between females and males, and empowering women and girls to participate fully in and benefit from the development of their societies.”² The CDCS Gender Analysis does two things. It sets out what has to be done in terms of gender for USAID to realize its development goal, objectives, and results. It also identifies potential areas where USAID can have a direct effect on gender inequality.

To support the strategic-level gender analysis, USAID's Program Office assigned a contractor to conduct a gender analysis based on the current Development Objectives. These Development Objectives are:

- DO1. Civilian government presence in Colombia Strategic Development Initiative (CSDI) zones consolidated
- DO2. Conditions of Targeted Vulnerable Populations Improved
- DO3. Strengthened Democratic and Economic Governance and Respect for Human Rights
- DO4. Colombian efforts to sustainably manage the country's environmental resources reinforced

USAID projects and implementing mechanisms have identified gender-based constraints and developed interventions to overcome some of these constraints. Overall, based on the contextual analysis of issues and opportunities, the USAID/Colombia Development Objectives, Government of Colombia (GOC) priorities for gender equity, and USAID global priorities for gender equality and empowerment of women and girls, this Gender Analysis Report identifies three priority areas of gender inequality in Colombia that serve as the basis for an integrated gender strategy for USAID programming. These three areas are economic empowerment, gender-based violence, and political participation and decision-making.

Inequality between men and women in economic empowerment and in economic outcomes is linked to the extremes of inequality in the society as a whole. Despite recent economic growth at the national level rural poverty remains disproportionately high. While the urban poverty rate was 33% in 2010, the rural poverty rate stood at 50% in the same year.³ In general, striking disparities in income, wealth, and living standards remain among regions and socioeconomic groups.

² USAID Policy March 2012. *Gender Equality and Female Empowerment*.

³ World Bank, 2011, World Development Indicators (WDI), the World DataBank.

The Colombian culture is characterized by historic patterns of *machismo* and paternalism, in which women have dominated in the care economy with primary responsibility for household management and care of dependent children and the elderly. A national survey found that 84% of women feel Colombia is a *machista* country and 75% feel they are discriminated against.⁴ Accordingly, they have had restricted access to productive resources, especially property and financial services, and low levels of labor force participation.⁵ Likewise, historically, women's roles and networks have been within the private as opposed to the public sphere. The low presence of women in public office today and the challenges to expanding women's political participation and leadership in decision-making in general are a legacy of past trends,⁶ which have been magnified by increased domestic responsibilities and insecurity resulting from the armed conflict.

Within this context of inequality and cultural patterns, the armed conflict has further increased women's vulnerability particularly related to economic empowerment and gender-based violence. The breakdown in security, the extent of violence within the society and the disregard for human rights on all levels that characterized the conflict, affected women disproportionately, with high levels of gender-based violence against women and increased levels of impunity. The tensions of the conflict forced displacement and the breakdown in family and community structures, which further victimized both men and women socially, economically, and psychologically.

Today, the Colombian legal framework strongly supports gender equality, and Colombia is a signatory of key international agreements supporting women's rights. The bottleneck in building greater equality and reforming conditions that constrain women relative to men has come in implementation of these laws.

The recent release (September 2012) of the National Gender Equity Policy for Women and the Integrated Plan to Guarantee Women a Life Free of Violence by the Presidential High Counselor for Women's Equity (ACPEM), and the expected imminent allocation of funds to implement the policy represent a significant step forward in support to gender equality in Colombia and an opportunity for USAID and USG collaboration. Importantly, this policy was developed through a consultative process with women's civil society organizations throughout the country, including groups representing ethnic minorities and regional interests. This process not only strengthens the Plan but also contributes to public support and to the expected approval of funding in the near future.

USAID/Colombia completed a Mission Gender Assessment in 2007, which provided a sector-based analysis of the principal USAID program areas and activities at that time, and a series of project- and activity-level recommendations for integration of gender concerns. For the most part, these recommendations were not implemented although much of the underlying analysis remains valid. At the same time, on-going revisions in the USAID policies and procedures and changes in Colombia during the last five years require that the Mission update the 2007 Assessment and undertake additional gender analysis as part of the ICS and CDCS processes. A Mission Order for Gender was issued in late 2011 to affirm and operationalize Mission policy on gender integration across all programs and offices and to

⁴ <http://colombiareports.com/colombia-news/news/8573-un-urges-colombia-to-improve-womens-rights.html>

⁵ Problems are cited in *Alta Consejería Presidencial Para la Equidad de la Mujer* (ACPEM) 2012. Lineamientos de la Política Pública Nacional de Equidad de Género Para Las Mujeres. Bogotá, Colombia: Presidencia de la República de Colombia. Data (with citations) are presented in Section A.

⁶ UN Women 2012. *Women in Politics: 2012*.

establish a Gender Working Group to develop and oversee a Plan of Action for implementation of the Mission Order.

Accordingly, the principal focus of this Gender Analysis report is the socio-economic and demographic analysis of Colombia grounded in published statistics and a review of policy and program documents from the Government of Colombia, the USG, international non-governmental organizations (NGOs), and other bilateral and multilateral donors as well as informational interviews with representatives of USAID, partner implementing organizations, NGOs, and gender activists. Section A, Overview of Gender Issues in Colombia, is organized to correspond to the existing Mission DOs. Although these objectives may change in the CDCS process, the broad sector focus is expected to continue. Section B, Cross-Cutting Issues, includes description and analysis of gender-relevant opportunities, barriers, and constraints for the cross-cutting issues identified by USAID/Colombia in the Statement of Work for the Gender Analysis.

Section C outlines schematically the relationship between the priority gender issues and the Development Objectives' programs and results, and illustrative questions to be asked about gender in the definition of the Results Framework and the of indicators to ensure that the program acts to advance gender equality and female empowerment.

The final section (D) of the report includes a series of recommendations to carry out the process of integrating the priority strategic gender issues into the Results Framework and subsequent project design. These recommendations include:

- Utilize data from the baseline study to assess differences in perceptions about the quality of service and access to services for men and women.
- Conduct a workshop that answers at the Intermediate Result (IR) and Sub-IR levels the questions of "How-To" Use Gender Analysis in Finalizing the Results Framework for the CDCS.
- Build a Collaboration Strategy with the GOC for Gender and Strengthen Collaboration with Civil Society.
- Continue and strengthen the implementation of the Mission Order for Gender.

Introduction

During 2013, the United States Embassy in Colombia is completing an Integrated Country Strategy (ICS) to define U.S. strategic priorities in the country for the coming years. At the same time, USAID/Colombia is developing its five-year Country Development Cooperation Strategy (CDCS), which also defines the development objectives of the ICS. This Gender Analysis Report provides input for these strategy exercises, and is the first step in the process of integrating gender considerations into project design.

The March 2012 USAID policy for Gender Equality and Female Empowerment requires that a gender analysis be done in support of the CDCS to identify the underlying inequalities in the country and their causes as the context in which USAID programs will operate. USAID investments in gender equality focus on three main outcomes:

- Reduce gender disparities in access to, control over and benefit from resources, wealth, opportunities and services;
- Reduce gender-based violence and mitigate its harmful effects on individuals and communities; and
- Increase capability of women and girls to realize their rights, determine their life outcomes, and influence decision-making in households, communities, and societies.

USAID's Gender Policy reflects the expanded USAID commitment to gender equality and empowerment of women and girls and identifies priorities and procedures to ensure that USAID programs support this goal. The USAID commitment mirrors the growing USG and global attention to women's rights and the recognition of the importance of gender equality for effective and sustainable development.

This analysis, conducted in collaboration with the Program Office and the Technical Offices, is intended as a tool that consolidates the available knowledge on gender for Mission staff to examine how their programs contribute to the outcomes identified in the policy, to identify opportunities to promote gender equality and women's empowerment, and to ensure that programs do not result in adverse impacts that increase inequality or contribute to gender-based exclusion.⁷

Based on the review of USAID, government, and academic documents, and interviews with USAID and other U.S. Government (USG) personnel, government and non-governmental organization (NGO) representatives, and USAID project implementers, this document provides a summary of priority gender issues and constraints in Colombia today, recommends a strategic focus on three underlying and cross-cutting sources of gender inequality, and outlines the process for integrating these issues into the Mission's CDCS, and subsequently into projects and activities.

Colombia is an upper-middle income, primarily urban, country. During the last decade it has experienced impressive economic growth, with a doubling of per capita gross domestic product (GDP) since 2002. It also is a country that is slowly emerging from a 50-year period of armed conflict, coupled with an extensive illicit narcotics economy and trade, which together created widespread violence and insecurity.

⁷ In December 2012, two consultants, Grace I. Deheza and Helena Useche, conducted interviews in Bogotá and prepared the initial analysis of the data. In addition, a team conducted a field visit to Choco.

As the country moves forward with a growing licit economy, peace negotiations and post-conflict reforms to mend the social and economic damage of the past decades, the social and economic context for the gender analysis is defined by constraints of the past in the conflict and the culture, and the opportunities in the new policies and institutions intended to re-build for the future.

In this context, the analysis identifies three principal areas of gender inequality, which are the recommended focus for USAID/Colombia programming to reduce gender gaps and foster gender equality and the empowerment of women and girls. These three areas are economic empowerment, gender-based violence, and political participation and decision-making. Within each area particular attention should be given to differences between urban and rural populations and among ethnic minorities. The selection of these three areas is based the congruence of evidence and priorities in:

- Reporting on statistical analysis of the sources of inequality in indices such as the Gender Gap analysis of the World Economic Forum;
- Government of Colombia (GOC) analysis of the status of women in Colombia and identification of priorities as background for the National Policy of Gender Equity for Women;
- Examination of the priorities in the present USAID/Colombia programs, and identification of gender gaps that are amenable to change through USAID activities;
- Analysis of the literature on cross-cutting issues identified by the Mission and the USG (as cited in the Statement of Work for the Gender Analysis); and
- USAID global priorities for outcomes spelled out in the Gender Equality and Female Empowerment Policy (cited above).

The evidence for these three priorities is presented in the first two sections of the report, the Overview of significant gender issues at the macro level, and the review of the cross-cutting issues identified in the Statement of Work. The analytic process for integrating these issues into the CDCS Results Framework is presented schematically in the third section on the Mission's Strategic Priorities.

Section C outlines schematically the relationship between the priority gender issues and the Development Objectives' programs and results, and illustrative questions to be asked about gender in the definition of the Results Framework and the of indicators to ensure that the program acts to advance gender equality and female empowerment.

The final section (D) of the report includes a series of recommendations to carry out the process of integrating the priority strategic gender issues into the Results Framework and subsequent project design. These recommendations include:

- Utilize data from the baseline study to assess differences in perceptions about the quality of service and access to services for men and women.
- Conduct a workshop that answers at the Sub-IR and IR level the questions of "How-To" Use Gender Analysis in Finalizing the Results Framework for the CDCS.
- Build a Collaboration Strategy with the GOC for Gender and Strengthen Collaboration with Civil Society.
- Continue and strengthen the implementation of the Mission Order for Gender.

A. Overview of Gender Issues in Colombia

The Government of Colombia and civil society in Colombia have built organizations, institutions, and networks to promote gender equality for women with varying degrees of success in implementation. Colombia has ratified the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and is a party of other international conventions and commitments.⁸ In the concluding comments of the last available CEDAW (2007), the enduring conflict and its negative impact on women, particularly the internally displaced, as well as domestic violence, trafficking in women and girls, stereotypes that perpetuate discrimination, and access to services (health and education) for rural women and ethnic minorities were all cited as areas that require further action on the part of the Colombian government.⁹

Since 2007, new laws, decrees and commissions have been enacted that address several of the institutional weaknesses identified by CEDAW.¹⁰ The laws—Women’s Right to Life Free of Discrimination and Violence (Law 1257 of 2008) and Victims and Land Restitution (Law 1448 of 2011)—are central. Likewise, new government commissions or agencies to increase women’s representation in the Judiciary and the Congress have been created. In addition, Decree 164 of 2010 created an inter-sectoral commission defined as the *Mesa Interinstitucional para Erradicar la Violencia Contra la Mujer*.¹¹

These new laws and agencies offer the Santos administration and Colombian society an opportunity to build a sustainable legal framework that, if effectively implemented and resourced, might achieve of the intentions expressed in these documents. The *Alta Consejería Presidencial para la Equidad de la Mujer* (ACPEM) is charged with implementing the national policy for gender equality of the Santos administration.¹² In late 2012, with USAID and other donors support, ACPEM released the National Gender Policy, which is a comprehensive document developed through a consultative process (including civil society and donors) that reviews the gender situation in the country and presents guidelines for implementing the national policy for gender equality for women, and an integrated plan to guarantee women a life free from violence.¹³

Civil society and non-governmental organizations in Colombia are mobilized, if not united, and are working to promote gender equality and address priority gender issues. Many receive support from international donors. They deliver training and services to victims of violence.¹⁴ Despite the conflict and

⁸ Its most recent reports to CEDAW (seventh and eight periodic) were submitted in July 2011 and are pending review during the 56th session to be held October 2013.

⁹ United Nations 2007. Concluding comments of the Committee on the Elimination of Discrimination against Women: Colombia [[http://www.unhchr.ch/tbs/doc.nsf/898586b1dc7b4043c1256a450044f331/42eacd16819430f5c12572a4003f9d9b/\\$FILE/N0724422.pdf](http://www.unhchr.ch/tbs/doc.nsf/898586b1dc7b4043c1256a450044f331/42eacd16819430f5c12572a4003f9d9b/$FILE/N0724422.pdf); accessed 1/5/2013].

¹⁰ Government of Colombia 2011 (July). CEDAW/C/COL/7-8: VII y VIII Informes Combinado del Estado Colombiano sobre el cumplimiento de la Convención para la Eliminación de Todas las Formas de Discriminación Contra la Mujer., http://www2.ohchr.org/english/bodies/cedaw/docs/CEDAW.C.COL.7-8_sp.pdf; accessed 1/5/2012], pp. 12-16.

¹¹ <http://www.equidadmujer.gov.co/Normativa/Paginas/Leyes-Favorables-Mujeres.aspx>; accessed 1/13/2014.

¹² It was formally established by Decree 3445 in 2010 as the successor to the *Consejería Presidencial para la Equidad de la Mujer* (CPEM), 1998-2010. Government of Colombia 2011. CEDAW/C/COL/7-8, p. 16.

¹³ The document cited several times in this report as ACPEM 2012 is entitled: *Alta Consejería Presidencial Para la Equidad de la Mujer* (ACPEM) 2012. Lineamientos de la Política Pública Nacional de Equidad de Género Para Las Mujeres. Bogotá, Colombia: Presidencia de la República de Colombia. www.equidadmujer.gov.co.

¹⁴ Interviews conducted during the research for this report.

the risks, women have led many initiatives that have contributed to peace building.¹⁵ Yet, civil society leaders (male and female) face real barriers to freedom of movement and action in Colombia. Activists and defenders of human rights who work on some of the more contested issues in Colombian society face threats of violence and death. According to Freedom House, “victims’ and land rights campaigners are especially threatened...and were 9 of the 49 social activists killed [sic] in 2011.”¹⁶

The laws and an inherent strong technocratic capability exist in the Government of Colombia (GOC) and civil society. The primary obstacles are constructing the peace and eliminating inequality in all forms, especially for women and ethnic minorities. Furthermore, a country with 40% of its territory declared environmentally protected on which many of the poorest and marginalized live faces barriers to equitable economic development that preserves biodiversity. Colombia is one of the top four countries in the world for biodiversity in plants, amphibians, reptiles, birds, and mammals.¹⁷ The Afro-Colombians living along the coasts are considered some of the most susceptible to the immediate impacts of climate change--flooding.¹⁸

Within this context, USAID’s strategic priorities (pre-CDCS) of consolidating GOC presence in Colombia Strategic Development Initiative (CSDI) zones, improving the conditions of targeted vulnerable populations, strengthening democratic and economic governance and respect for human rights, and reinforcing Colombian efforts to sustainably manage the country’s environmental resources all have significant gender dimensions. The following examines important trends as input to the CDCS and ICS processes.

Socioeconomic development with equity

Despite being an upper-middle income country with strong economic growth in recent years, gender inequalities persist. The World Economic Forum’s (WEF) Gender Gap 2012 Index measures gender equality across four spheres: economic participation and opportunities; education; health and survival; and political participation at the national level. Across these areas, Colombia receives a score of .6901 (with 1.0 representing gender equality), which results in a rank of 61 out of 132 countries in 2012.¹⁹ This is an improvement since 2011, but the country ranks only 15 out of 26 Latin American countries, trailing Bolivia, Venezuela, and Ecuador, among others.

On a comparative basis, Colombia has achieved relatively better equity scores for educational attainment (ranked 51st), health, defined by life expectancy (ranked 34th), and recently for political participation (51st), which is an improvement due a reduction in the gender gap for Santos’ ministerial positions (however other forms remain low). The long-standing historical gender gap in educational attainment and literacy has largely been reversed in Colombia. The average years of education for those between the ages of 15 and 24 living in the *cabeceras* (municipal centers) is 10 years with a small gap (9.7 years for men and 10.3 for women).²⁰ There is nearly no gender gap in illiteracy rates in the *cabeceras* for the same age

¹⁵ Security Council Resolution 1325: Civil Society Monitoring Report 2012: Colombia, p. 5.

¹⁶ Freedom House 2012. Colombia Country Report. [<http://www.freedomhouse.org/report/freedom-world/2012/colombia>]; accessed 1/5/2013].

¹⁷ Cited by the Institute for Research on Biological Resources Alexander von Humboldt, Colombia [<http://www.humboldt.org.co/chmcolombia/biodiversidad.htm>]; accessed 1/5/2013].

¹⁸ Cited in a news story: <http://www.npr.org/templates/story/story.php?storyId=121426071>.

¹⁹ World Economic Forum 2012. The Global Gender Gap Index 2012, p. 8.

²⁰ Women ages 15-24 also have on average slightly greater number of years of education in rural areas but both women and men only have on average 7.5 years of education. DANE 2012. Gender Statistical Database, tab Prom Años de escolaridad.

group; however, illiteracy rates are higher for men ages 15-24 in rural areas (4.7 versus 2.9).²¹ In terms of higher educational attainment, during the period 2002-2009, women represented 55% of graduates.²² The government reports that 96% of the population is covered by the national health system,²³ although rates of accessing the system vary between men and women. Men have higher rates of *formal* coverage (46% versus 32%) but women contribute at a higher level to the system (58% versus 50%).²⁴

Colombia's relative level of political participation by women improved at the national-level due to an increase in ministerial appointments in the cabinet of President Santos²⁵ to 33.3%, but the percentage of elected officials remains relatively low at the national level (12% of Deputies and 16% of Senators) and local level (despite being 35% of candidates in the 2011 elections the final percentage of women represented on municipal councils is 16.08%).²⁶

Notwithstanding achievements that have reduced some gender gaps, the WEF Gender Gap score for economic participation and opportunities (.6207) places Colombia below the median score for 132 countries and 86th overall. This measure is an index of female-male ratio for the following indicators: labor force participation,²⁷ wage equality, earned income, leadership, and professional/technical workforce. According to ACPEM labor force participation is a relevant indicator of women's economic autonomy or empowerment in Colombia because the ability to earn an income reduces vulnerability, which is prevalent in the country due to the conflict.²⁸ Since 2001, the national gap between economic activity for women and men has been on average 25 percentage points.²⁹ The labor force participation gender gap for those living in *cabeceras* is lower (17.5%). In contrast, the gender gap in the rest of the country (rural areas) is nearly 40%.³⁰

In Colombia, gender roles continue to be a limiting factor on a woman's choice to enter the labor market with nearly 28% opting to not work.³¹ According to a recent perception survey, in Colombia, 37% of men and women believe that men have labor market priority.³² Systemic gender-based constraints (that are difficult for donor-funded interventions to change and that affect economic empowerment) include: primary responsibility for unpaid care of family (children and the elderly) being assigned to women; as well as lower level occupations and lower salaries (often associated with occupational segregation³³).

²¹ Ibid.

²² Government of Colombia 2011. CEDAW/C/COL/7-8, p. 14.

²³ Government of Colombia 2011. CEDAW/C/COL/7-8, p. 15.

²⁴ ACPEM 2012, p. 27.

²⁵ World Economic Forum, 2012, pp. 26, 86

²⁶ UN Women 2012. *Women in Politics: 2012*. [http://www.ipu.org/pdf/publications/wmnmap12_en.pdf; accessed 1/4/2013] for general statistics and ACPEM 2012, p. 24 for the % of elected officials compared to candidates for municipal elections.

²⁷ See definition in Annex F.2.

²⁸ ACPEM 2012, p. 17.

²⁹ ACPEM Statistics, [<http://www.equidadmujer.gov.co/OAG/Documents/Empleo-Poblacion-Tasa-Global-Participacion.pdf>; accessed 1/5/2013]. The GOC disaggregates employment data (percentage of the population employed) and economic activity data. On average there is a 2-6 percentage point difference between economic activity and employment data; however, the gender gap is consistent.

³⁰ DANE 2012. Gender Statistics Database (Anexos).

[http://www.dane.gov.co/index.php?option=com_content&view=article&id=2094&Itemid=184; accessed 1/5/2013], tab TGP, TO, TD – Edad.

³¹ ACPEM 2012, p. 16.

³² Latin American Public Opinion Poll (LAPOP) 2012. *The Political Culture of Democracy in the Americas, 2012: Towards Equality of Opportunity* (Preliminary Version, November 2012).

³³ Occupation segregation is a term that has become standard in gender studies across academia and practitioners. Research in the United States has found that men work in male occupations and women work in female occupations.

Low-levels of female economic empowerment in Colombia impede its development in several ways. First, a World Bank study estimates that the loss of labor productivity due to gender segregation in the labor market is between 7% and 10%.³⁴ Women of all age groups work predominately in the retail and service sector and are more likely to do so if they have children. The percentage of women who work in the retail and service sector only drops below 50% when a woman has higher education (36%) and is from the highest economic class (49%).³⁵ The prevalence of occupational segregation reflects incongruent educational investment and application. Second, 32% of Colombian households are headed by women, concentrated in urban areas (85.8% compared to 14.2% for rural areas), and are responsible for the livelihoods of their families.³⁶

Third, when women have access to assets (property and social) they can use those assets to protect themselves from domestic violence by offering them the financial means to leave a harmful situation.³⁷ Statistics on land tenure in Colombia disaggregated by sex are scarce.³⁸ Those available for displaced persons who abandoned or were evicted from their land suggest that joint tenancy in Colombia remains low (ranging from 9% to 21%) and that with the exception of inherited land, men hold land under all forms of tenure (ownership, possession or occupation) at rates more than double those of women.³⁹ There is a clear gap in asset control, but data on household decision-making suggests that women do exercise some control and/or participate in major household decisions. Profamilia's 2010 household survey analysis concludes that women (with partners) exercise control and/or participate with their significant other in decision-making at levels that exceed 80%, although levels are lower for women (with a partner) in rural areas related to large purchases (less than 70%).⁴⁰

Vulnerability

The USG's programs seek to assist many of Colombia's vulnerable populations that include internally displaced populations (who are living predominately in urban areas), victims of the conflict (who are largely the rural poor), and ethnic minorities (indigenous and Afro-Colombians).⁴¹ Gender gaps are more acute for rural women and ethnic minorities and reflect general inequality in the country. For instance, Colombia's Human Development Index falls more than 32.5% when the value is discounted for inequality (for both men and women) compared to a regional average loss of 20.5%.⁴²

³⁴ Cited in Alta Consejería Presidencial Para la Equidad de la Mujer (ACPEM) 2012. Lineamientos de la Política Pública Nacional de Equidad de Género para las Mujeres, p. 19.

³⁵ Profamilia 2010. ENCUESTA NACIONAL DE DEMOGRAFÍA Y SALUD 2010: Capítulo 4, p. 90.

³⁶ ACPEM 2012, p. 15.

³⁷ Carmen Diana Deere and Cheryl R. Doss 2006. "Gender and the Distribution of Wealth in Developing Countries," Helsinki, Finland: UNU World Institute for Development Economics Research, Research Paper No. 2006/115.

³⁸ ACPEM 2012, p. 39.

³⁹ United National Development Program (UNDP) 2011. *Informe Nacional de Desarrollo Humano Colombia*. [http://hdr.undp.org/en/reports/national/latinamericathecaribbean/colombia/NHDR_Colombia_2011_ES_low.pdf; accessed 1/4/2013], p. 139.

⁴⁰ Profamilia 2010, Chapter 4, p. 96.

⁴¹ See US Embassy website: <http://bogota.usembassy.gov/usaid.html>.

⁴² United Nations. *Human Development Report 2011 "Sustainability and Equity: A Better Future for All"* Colombia. [<http://hdrstats.undp.org/images/explanations/COL.pdf>; accessed 1/4/2013].

In Colombia, the income and social disparities and legacy of the ongoing conflict and its related violence present barriers for both women and men to climbing the socioeconomic ladder. However, rural women face additional barriers. Utilizing a population density definition, the rural population of Colombia is 32% and three fourths of municipalities are predominantly rural societies. A **rural woman** faces three sources of discrimination that threaten her livelihood: she lives in rural Colombia, is female, and is more likely to be a victim of violence (see Box 1).⁴³

Box 1. Rural Women: Face Three Barriers

Living in Rural Colombia. Income poverty and extreme income poverty rates are higher in rural Colombia than the national level or in the *cabeceras* and the gender gap greater. According to DANE (2012), the national poverty rate (2011) is 33.5% for males and 34.7% for females and extreme poverty rates are 10.3% and 10.9%, respectively. In contrast, poverty rates (2011) for males and females in rural Colombia are 44.3% and 48.1%, and extreme poverty rates are 20.8% for males versus 23.6% for females.

Being Female. Women in rural areas are more likely to be defined by their gender roles as illustrated by their participation in the labor force when they have care responsibilities (children and elderly). According to 2011 DANE statistics, the largest gender gap in labor force participation of nearly 42% is among rural women with care responsibilities. The total fertility rate for the poorest quintal of the Colombian population is 4.4 versus the country overage of 2.4 (in 2010). In addition, rural contracts and asset-related transactions are in the males name only with men heading most of the households. Women's economic contributions in productivity tend to be unrecognized and/or remunerated with 25% of women working in the agricultural sector doing it as unpaid labor. Furthermore, in rural areas, the gap is greater with 52% of female-headed households are defined as living in poverty and 29% in extreme poverty compared to male-headed households that have rates of 45% and 21%, respectively.

Victim of Conflict. During the armed conflict, the populations living in rural municipalities have suffered the highest levels of violence and forced displacement. Based on database available, 52.7% of women living in rural areas have been victims of some form of gender-based violence and nearly 30% have been threatened.

Sources: See UNDP 2011. *Mujeres Rurales: Gestoras de Esperanza* for the identification of these three barriers. In addition, see DANE Website 2012 Statistics for Gender (poverty rates, head of household). The fertility rate reported is the revised rate (from 2.1 to 2.4), see Population Research Bureau 2010. Data on rural contracts is from ACPEM 2012, p. 38. Data on women's economic contribution in the agricultural sector is from Profamilia 2010, p. 136.

Colombia has the unfortunate distinction of being the country with the greatest number of **internally displaced persons (IDPs)** due to conflict.⁴⁴ Attacks on civilians, direct threats, assassinations of family, neighbors of friends, massacres, forced recruitment for armed conflict has led to 3,875,987 people

⁴³ UNDP 2011. p. 133.

⁴⁴ According to the Internal Displacement Monitoring Center, Colombia continues to have the highest number in 2011 (greater than Sudan. Data for southern Sudan are not available).

abandoning their communities and homes.⁴⁵ Some of the migrations occur in massive waves caused by confrontations between illegal armed groups and the public security forces.⁴⁶

Of the total population of IDPs in Colombia (2010), women represent a greater proportion of the displaced than the general population⁴⁷ and live in urban areas. Most come from economically, depressed rural communities and lack the education that would allow them to take advantage of opportunities in the urban areas. IDP households are more likely to be headed by a woman than the national average with approximate 50% of the households with children under the age of 18.⁴⁸ IDP families are also larger in size and have on average 4.8 members (compared to the national average of 3.6). The gender gap in labor force participation is less for IDPs than the national average (12%⁴⁹ versus 25%) and especially when compared to where they migrated from (rural areas) where the gap is 42%. The reduction in the gap is not due to a significant increase in women joining the labor force but instead a significant reduction in male participation from an average of 75% to 64%. Thus, for this population group, gender roles are changing and men's roles are being challenged. With overall total labor force participation decreased, vulnerability is greater for the IDPs as reflected in poverty statistics. While, IDPs typically migrate to communities with better health services and education than those they have left behind and do not see prospects of returning, they feel that their economic opportunities would be better in their places of origin. Female IDPs who get jobs work as domestics (29%).⁵⁰ Ninety-seven percent of the IDPs live below the poverty-line and 98.5% of the single female-headed households.⁵¹ Consequently, the municipalities receiving the IDPs are among the poorest in the country.

The largest groups of **ethnic minorities** in Colombia are the indigenous (4.2%) and Afro-Colombians (10.1%).⁵² Similar to other Latin American countries, the indigenous population in Colombia faces a legacy of higher rates of poverty (11.5% of lowest quintal) and lower levels of access to government services. Today, they have 34 million hectares of land protected for their use that may be rich in resources but is also heavily contested by the armed groups.⁵³ Afro-Colombians are also disproportionately among the poorest (16%).⁵⁴ According to CODHES, Afro-Colombian women have been disproportionately affected by the impacts of the armed conflict, representing 28% of the female IDPs.⁵⁵

Governance

As noted above, the legal framework to promote human rights and reduce discrimination in Colombia is being strengthened. In addition, recent laws and judicial decisions offer new protections for ethnic minorities and the Victims and Land Restitution Law has special provisions for these vulnerable populations. The Equal Pay and Anti-Discrimination laws are also new laws on the books.

⁴⁵ Acción Social, Departamento para la Prosperidad Social statistic widely reported.

⁴⁶ For information on IDPs, see *III Informe de Verificación Sobre el Cumplimiento de los Derechos de la Población en Situación de Desplazamiento (III-INF)* 2010 [hereafter III-INF].

⁴⁷ III-INF, p. 52.

⁴⁸ III-INF, p. 51.

⁴⁹ Labor force participation among the IDPs is 52% and 64% for women and men respectively. See III-INF.

⁵⁰ III-INF 2010, p. 167.

⁵¹ III-INF 2010, p. 183.

⁵² Profamilia 2010. ENCUESTA NACIONAL DE DEMOGRAFÍA Y SALUD 2010: Capítulo 3, p. 59.

⁵³ Freedom House 2012. Colombia Country Report. [<http://www.freedomhouse.org/report/freedom-world/2012/colombia>; accessed 1/5/2013].

⁵⁴ Profamilia 2010, p. 59.

⁵⁵ III-INF 2010, p. 57.

A key challenge for the next five years is the implementation of the new laws with equity. The government does not have a strong record of gender equity in programs. For example, the GOC's reparations programs are to deliver compensation to victims. By 2011, there had been a total of 28,755 reparations with women receiving less than 18% (5,142) and reparations for sexual violence (disproportionately against women) remains low.⁵⁶ Based on interviews conducted for this report, the prospect that this trend will continue for land restitution claims is likely given the current implementing procedures. For instance, to date, 70% of the claims have been submitted by men. In contrast, according to the monitoring report for 1325, the GOC has achieved a much higher rate of female beneficiaries for some programs, such as the program "Peace and Development Aid" implemented in Macizo Alto Patía, Montes de María, and Oriente Antioqueño with women representing between 51.5% until 63%.⁵⁷

While the legal framework has been strengthened and there are some prospects for successful implementation, gender gaps persist in representation of women in the judiciary and access to justice. Among the different levels of the judiciary in 2011, female representation is on average 19% and participation in the national police force is low at 7%.⁵⁸ Both men and women face obstacles to justice in Colombia. Yet, the legacy of a legal framework that until the 2008 Rights of Victims Law did not adequately protect women from violence remains. Impunity and lack of prosecution persists. For instance, between 2005 and 2011, there were 500,000 cases of sexual gender-based violence reported and less than 10% of the cases have penalized the perpetrators.⁵⁹ The causes of and solutions for gender-based violence are cross-cutting and are examined in greater detail in Section B.

Biodiversity and Climate Change

According to the World Bank, Colombia has the 10th highest economic risk caused by natural hazards in the world (floods and landslides representing 67%) affecting 84% of the population, especially densely populated coastal areas.⁶⁰ Deforestation is among the most significant environmental challenges that Colombia faces.⁶¹ According to the Minister of Agriculture, the country's deforestation rate is 350,000 hectares per year.⁶²

For the environment, it is a challenge to use macro-level indicators for biodiversity and climate change that identify gender gaps. Gender matters most at the micro-level of selecting specific interventions in a specific community:

- Women and men have different roles in the utilization of natural resources that are defined locally, community by community.
- Women and men are also affected distinctly by climate change given differences in access to land and their gender-defined roles.
- Vulnerability factors for climate change such as levels of natural hazards, inequality, and agricultural employment are all impacted by differentiated gender relations.

⁵⁶ Security Council Resolution 1325: Civil Society Monitoring Report 2012: Colombia, p. 12.

⁵⁷ Security Council Resolution 1325: Civil Society Monitoring Report 2012: Colombia, p. 12.

⁵⁸ Security Council Resolution 1325: Civil Society Monitoring Report 2012: Colombia, p. 8.

⁵⁹ Security Council Resolution 1325: Civil Society Monitoring Report 2012: Colombia, p. 5.

⁶⁰ World Bank. Climate Change: Colombia Dashboard.

[http://sdwebx.worldbank.org/climateportalb/home.cfm?page=country_profile&CCode=COL&ThisTab=Dashboard; accessed 1/6/2013].

⁶¹ Key informant interview. January 11, 2013.

⁶² See report from 3 June 2011 [<http://www.vanguardia.com/historico/107172-gobierno-de-colombia-alerta-sobre-acelerada-deforestacion-de-bosques>; accessed 1/12/2013].

- Cross-cutting issues of gender gaps in access to land and the gender-differentiated effects of the conflict are linked to gender as a variable that affects biodiversity and climate change and as an effect of climate change.
- Key solutions that are being developed for conservation and adaptation impact men and women differently. For example, in Colombia environmental credits or “green-lines” are available to increase eco-efficiency for businesses. Yet, there are gender-differentiated conditions of access to credit that may have a direct effect on how much or how little women will benefit from these credits.⁶³

The GOC has prioritized the economic development growth of the mining/energy, housing, transportation infrastructure, and the agricultural/livestock sectors. All of these growth sectors are inextricably linked to efforts to preserve biodiversity and reduce the causes and impacts of climate change. Yet, according to ACPEM, these growth priorities tend to disadvantage women who have either traditionally been excluded from these sectors, negatively impacted as is the case for mining, or in the case of the agricultural sector under-recognized.⁶⁴

A primary concern for the biodiversity and climate change agenda is to ensure adequate gender equality in participation. In Colombia, women’s groups as well as indigenous and Afro-Colombian women have been active in the movement to protect biodiversity and their ancestral lands even in the face of the armed conflict. Testimonials and interviews suggest that women’s ties to natural resources are strong. For example, in the Organization of American States Rapporteur received the following testimony from an Afro-Colombian victim of forced displacement from Quibdó: “We cannot use the river, as a sacred place as we always have ancestrally done because of the occupation of the armed groups.”⁶⁵

B. Cross-Cutting Issues

As discussed in the previous section, the GOC has through successive governments improved the legal framework to promote gender equality and address cross-cutting issues, such as conflict and post-conflict development, gender-based violence, trafficking in persons (TIP), land, indigenous women, disability, LGBTI, and women’s leadership.

These cross-cutting issues align with the GOCs’ and USG’s strategies in different ways. This section is organized to address these issues as follows:

- Gender dimensions of **conflict and post-conflict development** in Colombia are an overarching concern across all of the USG’s support in Colombia.
- **Gender-based violence** in Colombia reflects the inferior status and lesser power of women and negative gender norms of machismo. They perpetuate and regenerate violence in human interactions, preventing a real transition away from conflict.
- The USG has a commitment to combating **trafficking in persons** as a key human rights and law enforcement issue.

⁶³ Key informant interview. January 10, 2013.

⁶⁴ ACPEM 2012, p. 56.

⁶⁵ Rapporteurship on the Rights of Women, Inter-American Commission on Human Rights, Organization of American States, “Violence and Discrimination Against Women in the Armed Conflict in Colombia,” <http://www.cidh.oas.org/women/Colombia06eng/part4co.htm>.

- Gender and **land** is grounded in a key indicator and obstacle to reducing socioeconomic inequality in Colombia.
- **Inclusive development** is a specific USAID operating principle for all its interventions to draw on the contributions of all citizens, including previously marginalized and disempowered groups. In Colombia this means assuring that indigenous and Afro-Colombian women, LGBTI, and persons with disabilities all benefit from assistance and are affirmatively considered in all stages of the program cycle.
- Fostering **women's leadership** is also an operating principle for both inclusive development and as a specific element of USAID's Gender Policy. It cuts across all sectors and is linked to partnerships.

Conflict and Post-Conflict Development

For more than three decades, the armed conflict has been the over-riding contextual factor for all of Colombian society. Historical gender disparities and discrimination in the culture increased the vulnerability of women within this context,⁶⁶ particularly among ethnic minorities. As a result, women are disproportionately represented among the IDPs, the victims of sexual violence, and, among indigenous and Afro-Colombian populations, the homicides.⁶⁷ Acts and threats of gender-based violence against women have been used as instruments of intimidation and torture, and are linked to forced displacement. These massive internal migrations out of rural areas have further victimized women, as families and communities have collapsed and access to social capital and productive resources have diminished. Women's traditional caretaker role has expanded, and mothers and grandmothers have become increasingly responsible for the economic support of themselves and their children. The number and proportion of female-headed households have grown with the move to urban areas.

A period of armed conflict and social disruption often is reflected in a shift in traditional barriers for women's participation and representation in the public sphere. The emergence of women's civil society organizations in support of peace and the end of the victimization has been an important factor as the country moves into post-conflict reconstruction and reparation. To date, this activism has not translated into increased formal political participation and leadership at any level. One observer suggested that the priority of meeting the immediate needs of the victims and ending the victimization process precluded the possibility of moving toward broader participation and empowerment.⁶⁸ Also, women civil society leaders in local communities and in the national arena and female candidates to elected office continue at risk of violence and retribution. To date, women's civil society organizations have not been active participants in peace negotiations and gender related issues have not been addressed.⁶⁹ Gender-based violence and related crimes against women within the context of the conflict generally have been characterized by invisibility and impunity.

GOC Responses and Institutional Framework: The primary response under the Santos administration has been the passage of the 2011 Victims and Land Restitution Law (Law 1448), which does take account of

⁶⁶ ACPEM 2012.

⁶⁷ According to ACPEM 2012 (page 20), based on data from August 2012, in the Registro Unico de Victimas, 76% of the conflict-related homicides in indigenous groups are women, and 66% of the homicides in black and Afro-Colombian populations. For the national population, 47% of the homicides were women.

⁶⁸ Interview with Patricia Buitica, 30 November 2012.

⁶⁹ Security Council Resolution 1325: Civil Society Monitoring Report 2012.

the differences in circumstances of men and women as victims. Institutionally, the creation of the Department of Social Prosperity is intended to provide a base for an integrated approach to victims.

Although the law is still in the initial stages of implementation several issues have emerged such as women's lack of knowledge and understanding of their legal rights particularly relative to property, and continued intimidation and threats for women who come forward as victims of sexual violence. The uncertainty and delays in processing claims for reparations also may be an issue. Women, particularly those with children, are generally risk-adverse, which may discourage them from seeking to return to the area they were forced to leave, or to give up the superior social services (including health and education) available in the city.

More broadly, the recent National Gender Equity Policy and the Plan to Guarantee Women a Life Free of Violence provide a framework for actions to correct the bases of gender inequality and inequity in realizing basic human rights, and to comply with the requirements of international agreements. Institutionally, the strengthened role of the ACPEM is significant, and will be strengthened further if/when the National Policy is funded. Various options might be considered for USAID and other USG agencies to support these GOC initiatives such as support in informational and communication campaigns, collaboration in identification and support of specific activities, leadership training, or assistance in monitoring and documenting change.

Implications for USG Programming: Although the USG has no direct role in the process related to the peace negotiations, it has an important role in the post-conflict reconstruction process. In general this support has not included explicit attention to gender, or to women as victims. A focus on gender is explicitly called for under the US National Action Plan on Women, Peace, and Security (UN Resolution 1325),⁷⁰ and the Embassy Gender Working Group was formed as the first step to identifying potential programs. In addition to the current support for the ACPEM and the National Gender Equity Policy, as well as the USAID institutional support for the implementation of the Victims Law, other potential areas of programming include continued assistance related to gender-based violence both within the context of the conflict (e.g., process of reparations, services for victims) and more broadly, and protection of women victims, advocates, and political candidates. A consistent issue in all areas related to gender is the lack of quantitative information to identify gaps and constraints. Another potential area for programming is explicit support for a system to monitor the implementation of the Victims Law from the point of view of gender (expanding the database and available statistics), to identify differences in processing and outcomes for men and women, and the causes of these gaps so that they can be corrected on an on-going basis. Based on interviews conducted for this report, this process has been initiated—with a stated purpose of assuring that both men and women benefit. The pending action is to define the differential inputs required to achieve the purpose.⁷¹

Gender-based Violence

Gender-based violence is complex with multiple facets. While there are some commonalities (the need for prosecution and justice), strategic considerations are distinct. The three facets summarized in this section highlight at the strategic level the causes and some of the impacts of gender-based violence as they may

⁷⁰ United States Government, Department of State (August) 2012. *Implementation Plan of the National Action Plan on Women Peace, and Security*.

⁷¹ Interview conducted with the implementing partner.

affect USAID programming. GOC responses and institutional framework, and implications for USG programming are discussed at the end of this section.

One facet is the gender norms (male and female) that perpetuate a power dynamic that substantiates intimate partner violence.⁷² The acceptability and incidence of domestic violence or intimate partner violence is inter-generational. The direction of the causal arrow for each case of intimate partner violence may be different. However, findings of a study led by the Pan American Health Organization (PAHO) confirm that children who either experience violence directly or witness violence between their parents are at higher risk of becoming victims and/or perpetrators of intimate partner, child abuse, and sexual violence.⁷³ Research confirms that other risk factors include high neighbourhood crime and lack of economic opportunities for men.⁷⁴

The cross-national statistic often utilized to assess cultural norms related to gender-based violence is to ask whether it is justifiable for a man to beat his wife. In Colombia, this indicator suggests a very low acceptance rate among men and women (90% believe it is never justifiable).⁷⁵ Yet, household survey data reveal that there is incongruence between prevalence and beliefs. According to ENDS 2010, 37% of women (married or in a partnership) have been victims of physical violence.⁷⁶ Reporting of intimate partner violence is highest among women ages 20 to 29 (for the period 2007-2011), an age group with high levels of unemployment among men and women.

A second facet is overall levels of violence in communities (much of it linked to criminal and illicit economic activities) that serves as a catalyst for gender-based violence. The research on violence is clear: community violence begets more violence immediately, in the short- and long-term.⁷⁷ Male gender norms reinforced by a culture of revenge and pride are a potent catalyst for male victims to become perpetrators as revenge or as a negative coping mechanism (against female partners and children). Exposure to violence as a witness has also been found to increase the probability of future violence, either as a victim or a perpetrator.⁷⁸

The third facet and the one that is most significant for Colombia at this point in time is gender-based violence in the context of conflict—whether in communities where there are active armed groups or among the IDPs. Victims' assistance for IDPs is built into existing efforts and frameworks. Data on the use of sexual violence in the conflict varies but all sources reflect the severity of the problem:

- According to the UN 2012 Progress of the World's Women, "a 2010 survey of 407 municipalities [in Colombia], in which there is an active presence of armed actors, found that between 2001 and 2009, 95,000 women had been raped."⁷⁹

⁷² Barker 2006.

⁷³ Notes from Presentation made by Alessandra Guedes of the Violence against women in Latin America and the Caribbean: A comparative analysis of population-based data from 12 countries on 5 December 2011.

⁷⁴ Andrew Morrison, Mary Ellsberg, and Sarah Bott 2007. "Addressing Gender-Based Violence: A Critical Review of Interventions," *World Bank Research Observer*, Vol. 22, No. 1, pp. 25-51.

⁷⁵ World Values Survey Online Database. Query for Colombia (2005).

⁷⁶ Cited in ACPEM 2012, p. 90.

⁷⁷ Huesmann, L. Rowell 2011. The contagion of violence: The extent, the processes, and the outcomes. In *Social and economic costs of violence: The value of prevention: Workshop Summary*, edited by the Institute of Medicine. Washington, DC: National Academies Press.

⁷⁸ Halliday-Boykins C.A., and S. Graham 2001. "At both ends of the gun: Testing the relationship between community violence exposure and youth violent behavior," *Journal of Abnormal Child Psychology* Vol 29(5): p. 383-402.

⁷⁹ UN Women 2012. *Progress of the World's Women: In Pursuit of Justice*, p. 88.

- According to OCHA Colombia, the departments with the most cases of harassment, the greatest degree of armed conflict, and the highest percentage of forced displacement are the same departments with the greatest risk of sexual violence against women: Chocó, Córdoba, Cauca and Nariño. They are also departments with large indigenous and Afro-Colombian populations.

GOC Responses and Institutional Framework: As discussed in the overview, since the 2007 Gender Assessment Colombia has updated its legal framework. Law of 1257 enacted in 2008 established the rights of victims and promotes a life free of violence for women. The law guarantees immediate medical attention after an incident of violence, medical follow-up, contraceptives and prophylactic treatment, and psychological, legal and psychosocial attention.

In addition, laws are in place to prosecute gender-based violence cases, but they are not utilized effectively, and prevention and protection services are weak. According to Representative, Ángela Robledo, “Part of the responsibility is tied to the failures of the administrative system. For example, in 2008 the Constitutional Court ordered the Attorney General to investigate 183 specific cases of sexual violence perpetrated by the AUC. Four years after the trials, there has not been a single sentence. The information provided by state institutions is not reliable because neither the Supreme Judicial Court nor the Attorney General has systematized databases.

Another alarming example can be found in the processes associated with the Justice and Peace law, which demobilized 31,000 paramilitaries who had committed war crimes. In the first six years after the law was implemented, of 57,000 crimes confessed by demobilized combatants, 86% were related to sexual violence. According to Amnesty International, today 98% of cases of sexual violence against women remain in impunity. Similarly, a study by OXFAM about sexual violence against women in the context of armed conflict in 2010 in 407 municipalities where there is the presence of armed actors revealed that between 2001 and 2009, 489,687 women declared that they had been victims of sexual violence. 74,698 of these women accused illegal actors (guerrillas and paramilitaries, while 21,036 accused the public armed forces.

The legal framework requires the government to take actions to prevent violence against women and strengthen protection programs. However, as outlined in the 1325 monitoring report, for gender-based violence related to the conflict, prosecution remains slow.⁸⁰ These laws demonstrate the political will of the Colombian Government; however, they remain ineffective (pending their full administrative implementation) and unfunded.⁸¹ Protection and prevention activities for victims of violence from conflict likewise remain under-developed. The GOC’s National Gender Policy dedicates a chapter to outline an integrated plan to guarantee women freedom from violence. The actions are primarily rights-based and focus on women (including ethnic women) with the gender approach of masculinities included in sex education and in the work to prevent workplace sexual harassment. Also, as noted in USG documentation, in Colombia prevention and protection services are primarily implemented through non-governmental organizations.

⁸⁰ Security Council Resolution 1325: Civil Society Monitoring Report 2012: Colombia, p. 10.

⁸¹ Representative Angela Robledo presented a legal project to Congress aimed at guaranteeing access to Justice for Female Victims during the International Day for Women. Thursday, 8 March 2012. Interviews with USAID Implementing Partner for policy makes this clarification about the difference between laws being passed and implemented.

Implications for USG programming: The problem is recognized and the challenge is clear. The USG already has in place programs and activities to improve the capacity of prosecutors, the police, and first responders with gender-sensitive capabilities to respond to gender-based violence and support to victims. At the strategic-level, the development of an integrated framework that cuts across programs, similar to ACPPEM's strategy, presents the best opportunity for inclusive development. This includes economic empowerment; supporting vulnerable populations (victims of conflict); and improving access to justice (removing stigma and the re-victimization that occurs in a non-sensitive system).

USAID is already addressing two of these areas by focusing on assistance to victims and strengthening prosecution. For example, the new access to justice program that begins in 2013 will place an emphasis on supporting the development of gender-based violence assistance program for the Colombian judicial system and to improve the courts' performance in addressing gender considerations. The program will also deliver training, support to build awareness raising activities, and support legislation on gender-related topics for public officials charged with reviewing and adjudicating the cases. Finally, the program will strengthen civil society organizations so they can improve their awareness-raising activities, as well as the legal framework and mechanisms to monitor complaints that have gender dimensions.

To strengthen the integration of activities to address gender-based violence across the Development Objectives, areas to be considered under potential Intermediate and Sub-Intermediate Results that support the national policy include:

- At the municipal level, include shelters and legal support services as one of the basic services as defined in the IR or Sub-IR that are strengthened as part of the consolidation program (DO1).
- At the community level, assure that women's economic empowerment activities (under DO1) are supported with activities to transform gender norms so that women's economic empowerment is not perceived as a force for men's disempowerment (see Box 2).
- In programming to improve protection of human rights, continue to include gender-based violence as a specific category of human rights abuse and ensure that gender-sensitive-psychosocial-services are included for men, women, boys, and girls (by including an indicator).
- Include gender-based violence prevention and gender norms in any programs working with youth (DO1 and DO2). The high prevalence of intimate partner violence among youth is an area of concern given how violence perpetuates.
- In access to justice programming, improve the quality of data tracking and analysis related to gender-based violence.
- In programs working with civil society to put in place programs that provide assistance and reparations, include victims of gender-based violence as a category and assure equity in assistance (DO2).

Box 2: Program H

A coalition of NGOs in Brazil and Mexico have developed a curriculum designed to promote changes in attitudes towards gender—a manual series called 'Program H.' An impact evaluation of this work found that the group educational activities and community media activities changed attitudes about fatherhood, care-giving, and gender. Since the original evaluation, Promundo has developed a tool for measuring progress.

Manual:

<http://www.promundo.org.br/en/sem-categoria/program-h-materials/>.

Source: Barker, Gary and Fabio Verani 2008. "Men's Participation as Fathers in the Latin American and Caribbean Region: A Critical Literature Review with Policy Considerations." Brazil: Promundo., p. 45.

- Also, support organizations (see *Fundación Sí Mujer in the Annex*) that are providing protection and conducting prevention activities in institutional strengthening and monitoring (DO2 and 3).

Trafficking in Persons (TIP)

Colombia is both a source and destination country for TIP and experiences significant levels of internal trafficking, much (but not all of it) associated with the armed conflict. There are gender dimensions that contribute to the problem and gender-differentiated effects.

- *Gender-Based Causes:* Vulnerability factors are similar for both internal and transnational trafficking: being internally displaced, among the rural poor, illiterate, indigenous or Afro-Colombian, or a relative of members of criminal organizations.⁸² The gender dimensions, however, vary according to purpose for the trafficking (economic or related to the conflict). Male norms related to providing for their families contribute to their vulnerability to forced labor. According to a GOC report, the trafficking of women is linked to the gender norms that identify a women's body as a commodity associated with the sex trade.⁸³ Domestic servitude is linked to gender norms that define a women's role in the household and as a caregiver.
- *Gender-Differentiated Effects:* Consistent and reliable data on trafficking and forced labor is a challenge. Nevertheless, the various data sources identify some basic gender trends: females represent approximately 68% of the trafficking victims (primarily to neighboring countries);⁸⁴ females are 80-99% of victims of trafficking for sex; and males represent approximately 60% of victims of forced labor (~60%).⁸⁵ Children and adolescents are included in those figures, although victims recruited to be trafficked as child soldiers are not included, as the GOC has normally identified most recruits (more than 80%) as voluntary.⁸⁶ A recent (and controversial) study finds that 40% of the illegally armed combatants are minors, and among the recruits who are minors, 43% are girls who face double duty of fighting during the day and being abused sexually at night.⁸⁷

GOC Responses and Institutional Framework: In the Department of State's 2012 Trafficking in Persons Report, Colombia was designated as a Tier 1 country meaning that it fully complies with the minimum standards to eliminate trafficking in persons and continues to progress to address the problem.⁸⁸ However, the same report cited that the GOC's work on internal trafficking (especially related to the conflict) in terms of prosecution of TIP cases has not been as effective as efforts addressing transnational trafficking.

⁸² U.S. Department of State 2012 (June). Colombia, p. 121.

⁸³ Interinstitutional Committee to Combat Trafficking in Persons. Government of Colombia 2008, Estrategía Nacional Integral de Lucha Contra La Trata de Personas: 2007-2012, p. 6

⁸⁴ Elvia Vargas Trujillo *et al* 2011 (November). *Trata de personas en Colombia: una aproximación a la magnitud y comprensión del problema*.

http://www.programacontraviolenciasdegenero.org/documentos/docum_publicac/prod4/10_TRATA_DE_PERSONAS.pdf; accessed 1/7/2013], p. 6.

⁸⁵ Interinstitutional Committee to Combat Trafficking in Persons. Government of Colombia 2008, Estrategía Nacional Integral de Lucha Contract La Trata de Personas: 2007-2012, p. 6 and Elvia Vargas Trujillo *et al* 2011 (November). *Trata de personas en Colombia: una aproximación a la magnitud y comprensión del problema*.

http://www.programacontraviolenciasdegenero.org/documentos/docum_publicac/prod4/10_TRATA_DE_PERSONAS.pdf; accessed 1/7/2013], p. 58.

⁸⁶ Colombian Family Welfare Institute cited by Mercy Corps [<http://www.mercycorps.org/mariafernandacruz/blog/27139>]; accessed 1/7/2013].

⁸⁷ The report by Natalia Springer 2012: "Como corderos entre lobos" was widely reported in the media. See story at http://infosurhoy.com/cocoon/saii/xhtml/en_GB/features/saii/features/main/2012/08/28/feature-02 [accessed 1/7/2013].

⁸⁸ U.S. Department of State 2012 (June). *Trafficking in Persons Report*. [<http://www.state.gov/documents/organization/192587.pdf>]; accessed 1/7/2013], p. 38.

The GOC is working more and more with non-governmental organizations, which are the primary entities providing victim services.

Implications for USG programming: USAID will be releasing shortly its field guide for combating trafficking in persons that will include gender. In the interim, some gender considerations for protection, prosecution, and prevention are presented. While protection (victim) services for trafficked persons should be specialized, integrating gender and strengthening internal capacities in prosecution, protection, and prevention services can support the process. Incorporating into the institutional strengthening programs, plans for learning about gender differences among these vulnerable populations and including gender as a variable in evaluations can support the overall USG contribution to combating TIP. Likewise, as support is provided to Instituto Colombiano de Bienestar Familiar (ICBF) on demobilized child soldiers (under USAID DO2), applying a gender approach to the services provided to both boys and girls that reflects the different roles they played in the armed conflict and their future roles in society is critical to the success of those programs. Both girls and boys involved in the conflict have lost the benefit of positive role models for being a mother or a father. Thus, each requires psychosocial services but different kinds. Programs that work with rural women who are victims of sexual violence can be examined to identify potential good practices to address a vulnerability factor for TIP (see section C for a further discussion under DO2).

If the USG decides to engage in activities to address TIP it is important to improve prosecution and strengthen its associated institutions. This requires increasing resources dedicated to tracking and understanding internal trafficking for both men and women involved in forced labor and domestic servitude. In terms of prevention, it is important to understand the differences in factors associated with men being placed into force labor and women who are primarily victims of domestic servitude. The vulnerabilities might be the same (economic necessity) but solutions focused on prevention should be different and apply a gender approach (e.g., understanding male norms for providing for the family financially).

Land

Land is the most fundamental productive resource and source of livelihood in rural Colombia. For the millions of rural victims of the conflict who have been forcibly displaced from their land, land restitution is not only the economic base for rebuilding their lives and their communities but also an empowering recognition of identity and a right. The Victims and Land Restitution Law is historic and symbolic as the basis for the return of the displaced population to the rural areas, and the recognition, documentation and legalization of the actual and often informal tenure patterns of the past. It will not redistribute property or reform the long-standing inequality in access to land.

Under Colombian law, women and men have equal rights in property tenure. In practice, rural women have been much less likely to have documented and registered titles to property either as individuals or as marital property. The Victims Law anticipates mechanisms for women as well as men to receive titles under the restitution process but the steps involved are daunting, particularly for women who are making claims as heads of household. The most recent documentation shows that of the more than 28,000 applications received for land restitution under the 2011 Victims Law, 40% have come from women.⁸⁹

⁸⁹ Reported from Embassy files in personal interview with official from the Political Office.

The restoration of access to land and property titles, and other forms of restitution are economically and socially empowering. The process itself is complex and both women and men require accompaniment and guidance in meeting the requirements to document their claims. Women face additional barriers grounded in the gender roles and norms that define property and tenure as the domain of rural men rather than women, and in the lack of information about and understanding of their rights. The process also is dangerous, with continuing threats and murders of leaders, including women who represent victims of the conflict. Reportedly rape also has been used as a way to make women abandon their claims as victims.⁹⁰ Finally, rural women who were displaced from the countryside and have now settled in the city as single parents supporting their families may not be in a position to assume the risk of relocating to an area, devastated by the conflict and beginning to rebuild, with marginal services and few options for income generation.

Implications for USG Programming. The USG is supporting the implementation of the Victims Law through continuing work in the area of policy and institution building as well as the operationalization of the regional victims' centers. A USAID project is working closely with ACPEM with various areas of strategic planning and regulations. There are other areas of potential collaboration, such as application of a gender approach to information dissemination and assistance to victims in registering and documenting their claims and potentially in collaboration with local women's civil society organizations to assure their continued support.

Inclusive Development: Indigenous, Afro-Colombians, LGBTI and Disabled Communities

USAID has established specific policy objective "to pursue an inclusive approach to foster equality" that assures that USAID supports and interventions include rather than exclude "all men, women, boys, and girls regardless of age, sexual orientation, gender identity, disability status, religion, ethnicity..."⁹¹ The problems and challenges for these communities are hidden and underlying.

As discussed in the previous section, the indigenous and Afro-Colombians remain a marginalized population in Colombia. As minorities, many live in the areas most affected by the conflict. Disproportionately, indigenous women represent 76% of the indigenous persons who have been killed, according to the Victims Registry.⁹² Afro-Colombian women have suffered similarly representing 65.6% of those killed.

Relative to other countries in the region, Colombia might be considered to be progressive. According to the 2012 LAPOP survey, approximately 50% of Colombians tend to approve of homosexuals being able to run for public office and approximately 74% support the physically disabled, placing the country above the mid-point.⁹³

Indigenous and Afro-Colombians

The relative status of men and women in the indigenous and Afro-Colombian communities and the gender-assigned roles are critical components to programmatic design. The obstacles are not unlike those that women face in other countries, such as unequal access to land, food security, social exclusion, and

⁹⁰ Security Council Resolution 1325: Civil Society Monitoring Report 2012.

⁹¹ USAID 2012 (March). Gender Equality and Female Empowerment Policy, p. 12.

⁹² ACPEM 2012, p. 20.

⁹³ LAPOP 2012, p. 109

undervalued domestic and productive work.⁹⁴ Yet, the indigenous and Afro-Colombia communities differ in terms of gender-relations based on their cultural norms. For instance, USAID projects working in the environmental sector find that approaches that seek to differentiate the roles of each family member have better results. So, for example, among the Wiwas, Kankuamos, Kogui, and Arhuacos women tend to the family plots and prepare fish feed and men are the decisions-makers and those who do the fishing.⁹⁵ Thus for a single value-chain with a direct effect on conservation, it is necessary to have differentiated interventions that recognize the gender-defined roles. Consequently, although national household surveys do not distinguish household decision-making processes, a micro-analysis that includes gender improves results.

Implications for USG programming. The legal framework is in place to support the elimination of the gender-based barriers that impede the expansion of equal opportunity, but the policies have not been effectively implemented. A recent UNDP report advocates that the solution is found in allocating the resources and mainstreaming of gender across the government and not reserving attention to rural women in the Ministry of Agriculture.⁹⁶ The report also notes the need to shift from paternalistic treatment of indigenous and other ethnic minority women as victims to empowerment as the key pivot. An example used in the report is that land registration should default to joint titling (allowed in the law) and increased participation of women in local government.⁹⁷ These efforts empower women. ACPÉM's gender policy includes various action items to expand leadership of the ethnic minorities in their communities for their communities (and not just for advocating for national policies). As will be discussed under women's leadership (below), both Indigenous and Afro-Colombian women have built advocacy organizations that have precipitated changes in the legal framework and in the peace agenda.⁹⁸

LGBTI Communities

Gender norms of masculinity and cultural norms place the LGBTI population at risk of being a victim of hate crimes and discrimination, especially in the context of a culture of violence. Legal rights are being recognized following landmark court decisions announced in 2008 and 2009.⁹⁹ Yet, as is the case in many other areas in Colombia there is a significant gap between the *de jure* and *de facto* protection of human rights. According to a 2007 survey, knowledge of legal rights among the LGBTI community varies with a majority of the transgender population (in Bogotá) not knowing about the court decisions.¹⁰⁰ The availability of statistics and analysis is limited on Colombia. However, there are organizations in Colombia that are collecting data and conducting research. Among those *Colombia Diversa* publishes a regular report that analyzes the legislative framework and incidents of gender-based violence against LGBTI persons. Their work confirms that in practice there remains a tendency to discriminate or deny

⁹⁴ UNDP 2011. *Mujeres Rurales: Gestoras de Esperanza*, p. 89.

⁹⁵ Interviews conducted for this report.

⁹⁶ UNDP 2011, p. 94.

⁹⁷ UNDP 2011, p. 95.

⁹⁸ See history of the movement in UNDP 2011. *Mujeres Rurales: Gestoras de Esperanza*.

⁹⁹ Colombia Diversa 2011. Todos los deberes, pocos los derechos: Situación de derechos humanos de lesbianas, gay, bisexuales y transgeneristas en Colombia 2008-2009. p.9

¹⁰⁰ Profamilia 2007. Encuesta LGBT: sexualidad y derechos: participantes de la marcha de la ciudadanía LGBT de Bogotá, 2007 [http://www.profamilia.org.co/images/stories/afiches/encuestas-investigaciones/encuesta-lgbt-2009.pdf; accessed 1/9/2013], p. 70.

rights and that similar to international trends LGBT persons are victims of crime in neighborhoods and areas in which they are able to openly express their sexuality.¹⁰¹

Implications for USG Programming. At the strategic level, there are three possible areas of intervention that can better ensure a more inclusive approach for LGBTI in USG programming: access to justice, sensitivity training, and incorporating hate crimes in monitoring systems (for relevant indicators and as legally allowable). Impunity and low rates of prosecution for hate crimes persists. A potential entry point might be to incorporate hate crimes as part of the rule of law or access to justice programming. Either as a separate training or as part of a gender sensitivity training, LGBTI issues (e.g., hate crimes and sexual abuse or crimes) can be incorporated in work with prosecutors, judges, and lawyers. In addition, programs can include specific indicators that disaggregate cases for hate-related crimes against LGBTI. Furthermore, support for youth programming can include LGBTI as an issue area for diversity and equal opportunity information sharing. *Profamilia* research suggests that when information and training on sexual attitudes include LGBTI that more than half of the recipients of information adopt attitudes that recognize the rights of same sex couples.¹⁰²

Disabled Status

According to available statistics, approximately 7% of the population has some form of a disability with the highest incidence rates in Antioquia and Medellín.¹⁰³ The rate of disability among the IDP population in the aggregate is not greater than in the general population; however, 25% of the IDPs attribute the disability to the armed conflict and according to the GOC, a more alarming concern is that 9% percentage of IDPs who are heads of household have a disability.¹⁰⁴ Neither the indigenous nor the Afro-Colombian populations appear to have a disproportionate incidence of disability, based on the data available for those who are registered.¹⁰⁵

Having a disability is treated by the GOC as an additional form or type of vulnerability. The Ministry of Social Protection¹⁰⁶ administers a national registry. Only 14% of IDPs with a disability register.¹⁰⁷ According to a 2010 DANE report based on available data (national and by Department), there are several relevant findings that suggest variation by department in potentially important gender considerations.¹⁰⁸ For example, nationally, more women than men are registered, except for rural women.¹⁰⁹ However, in the Department of Antioquia, the rate of registration is higher for men than women for all age groups, and women who live in a *cabecera* appear to register at a higher rate than the general population.¹¹⁰ This

¹⁰¹ See last available report: Colombia Diversa 2011. Todos los deberes, pocos los derechos: Situación de derechos humanos de lesbianas, gay, bisexuales y transgeneristas en Colombia 2008-2009.

¹⁰² Profamilia 201X. Bitácora de la Sexualidad, p. 13. The issue of inter-sex is not expressly included in this analysis.

¹⁰³ Profamilia 2010., p. 72.

¹⁰⁴ Comisión de Seguimiento a la Política Pública Sobre Desplazamiento Forzado 2010. Tercer (III) Informe de Verificación sobre el cumplimiento de derechos de la población en situación de desplazamiento. <http://mesadesplazamientoydiscapacidad.files.wordpress.com/2011/01/iii-informe-de-verificacic3b3n-cs-2010.pdf>; accessed 1/9/2013], p. 56.

¹⁰⁵ ACPEM includes as an Annex to the gender policy on socio-demographic statistics on disability status in Colombia. The percentage for indigenous is 2.3% and Afro-Colombian 4.4%.

¹⁰⁶ This function was transferred from DANE in November 2010.

¹⁰⁷ Comisión de Seguimiento a la Política Pública Sobre Desplazamiento Forzado 2010., p. 57.

¹⁰⁸ Data for 2010 are available on DANE's website. The data are not accessible on the Ministry of Health and Social Pro

¹⁰⁹ DANE website [http://www.dane.gov.co/index.php?option=com_content&view=article&id=74&Itemid=120; accessed 1/9/2013].

¹¹⁰ DANE website [http://www.dane.gov.co/index.php?option=com_content&view=article&id=807Itemid%3D120&Itemid=120; accessed 1/9/2013].

suggests that there might be some gender-based constraints (access or gender roles) reflected in this difference. Unfortunately, without having credible sex-disaggregated data on incidence rates, this remains an area of further analysis as the relationship between registration and disability status is not included in the available reports.

Implications for USG programs. At a strategic level, addressing persons with disabilities in USG programming with a gender approach can be accomplished through cross-cutting activities that focus on inclusivity. For example, work under USAID DO1 (see above) is primarily at the community-level and focused income generation activities. An affirmative action that assures that training programs and events are open to persons with disabilities (both men and women) can be included in programming guidelines within the parameters of the budget and following USG policies (including a specific requirement in an implementing mechanism with an indicator will provide a contractor with an incentive; other options include grants to civil organizations under a grants mechanism). In addition, USG's work with victims and vulnerable populations offers a direct means to breakdown knowledge barriers and attitudes towards persons with disabilities (both USAID and Department of Justice, DOJ, programming). The USG might consider including in any information dissemination work awareness-raising about available services as there appears to be a gender gap. Finally, a stated goal of USAID's disability policy is to assure that a diverse set of organizations become partners. There is a civil society community in Colombia that is working on disability issues that can be included in the Mission's outreach.

Women's Leadership

The USG has established a central role for women in diplomacy and development.¹¹¹ In Colombia, the freedom of women to exercise this role is limited by the conflict, generalized environment of violence and inequality, and gender norms. The gender gap in education has largely been eliminated except for some ethnic minorities. Professional women among the wealthiest income bracket are gaining autonomy and in some cases political power (as officials in the Santos government). Yet, for the majority of women in Colombia barriers remain many of them attributed to gender-defined roles and gender-based constraints.

As summarized in the overview, women's political leadership among elected officials, particularly at the local levels, is very low. The quota law has not succeeded in transforming candidacy into becoming an elected official. A similar trend exists in the private sector. Women represent less than 20% of the leadership in business despite being 40% of professionals, and are less than 10% of union leaders.¹¹² According to the civil society monitoring report for 1325, "no gender related issues have been officially addressed in peace agreements and a number of women's groups have expressed concerns that women's exclusion is also evidence in the ongoing exploratory talks."¹¹³

Political Leadership. 'Political will' can effect change as illustrated by Santos' cabinet. However, increasing women's participation broadly requires an examination of the path to leadership at the local level. In Colombia, higher education and technical skills remain a viable path to achieve leadership roles in the national government. However, at the local level the profiles of the elected-mayors suggest some potential gender-based constraints to increasing women's leadership roles. For example, according to an academic survey of mayors elected for the period 2008-2011, the majority of mayors in Colombia are

¹¹¹ This role is referenced in the Quadrennial Diplomacy and Development Review.

¹¹² ACPEM 2012, p. 25.

¹¹³ Security Council Resolution 1325: Civil Society Monitoring Report 2012: Colombia, p. 7.

between the ages of 35 and 54 and independently employed. These are the years in a women's life associated with caring for their children, making it more difficult for them to attend *Juntas de Acción Comunal* (49% of elected mayors had participated) and/or hold a position as Municipal Director for a political party (30% of elected mayors followed this path).¹¹⁴ Women are more likely than men to participate in parental associations at the school,¹¹⁵ but in the case of Colombia this opportunity does not appear to provide the same opportunity to demonstrate leadership that leads to candidacy for elected office.

Women have played an important role in civil society organizations in Colombia as leaders and inside of the organizations,¹¹⁶ especially related to efforts to mobilize for peace (*Alianza Iniciativa de Mujeres Colombianas por la Paz*) and for indigenous (Conpes 2109 in 1984 that established the first national policy on indigenous women) and Afro-Colombia women's rights. The problem or challenge is that these roles have often carried significant risk evidenced by the negative impact of the conflict on indigenous women leaders.

Women's Leadership in the Private Sector. There are two dimensions to women's leadership in the private sector: women as leaders in the formal private sector as employees and women as entrepreneurs. Compared to other countries in Latin America, Colombia has been a leader in terms of percentage of women directors, managers, and professionals,¹¹⁷ which can be attributed to the relative situation of the education, upper income class of women. Barriers to increasing the number of female leadership in the formal private sector (across industries) as employees include occupational segregation and the tendency of women to enter and re-enter the labor force and/or work part-time thus limiting opportunity for promotions.

The relative success of women in the labor market from upper socioeconomic classes or major cities may not be replicable for women of lower socioeconomic classes in rural areas. Lessons from other countries suggest that entrepreneurship is a means for rural women and other marginalized groups to create economic autonomy and flexibility. The GOC and ACEM do not regularly collect data on women's entrepreneurship and economic leadership. Based on interviews and a review of the gender policy, entrepreneurship is not a priority area. Instead, the focus of ACEM's gender strategy and guidelines is on increasing women's employment. The main opportunity or area of intervention with the government on entrepreneurship may exist in the youth focused programs and the activities targeting IDPs for which there are specific indicators.¹¹⁸

Implications for USG programming. ACEM has established a specific objective to identify the feasibilities and opportunities for women to become engaged in decision-making processes in the public sphere while recognizing that responsibilities in the home limit their time.

¹¹⁴ Data are based on a survey conducted by a group of academics and presented in a working paper: Patricia Muñoz Yi 2008 *Perfil de los Alcaldes elegidos en Colombia para el período, 2008-2011* [<http://congresocienciapolitica.uniandes.edu.co/>; accessed 1/10/2012].

¹¹⁵ See data analyzed in DevTech Systems, Inc. 2011. Office of Regional Sustainable Development/Latin America and the Caribbean Gender Assessment, p. 11.

¹¹⁶ ACEM 2012, p. 59.

¹¹⁷ The statistics vary by year, but two sources identify Colombia as the leader. See www.globewomen.org and www.gmiratings.com.

¹¹⁸ <http://www.equidadmujer.gov.co/OAG/Paginas/Estadisticas.aspx>

USAID has provided support to increase the participation of women and minorities in the political processes. This has included the provision of training to female Afro-Colombian candidates for municipal and departmental selections in October 2011, as well as technical assistance to political parties. Unfortunately the monitoring of the activities of the participants after the training has not been completed so it is not possible determine the success of this training program.

In addition to a skills-based approach to strengthening women's leadership at the local-level, it is recommended potential gender-based constraints within the context of Colombia's electoral system helps highlight potential points of intervention. In Colombia, there is a body of research that would offer project designers the parameters to identify the paths/trajectories and to ascertain a viable strategy for improving women's access to these trajectories. For example, the University of Los Andes and the Colombian Political Science Association has research available that identifies profiles and paths to elected political leadership, as well as the institutional constraints that tend to preclude women from becoming a candidate for mayor or winning legislative office (size of districts, proportional versus majority, etc.).¹¹⁹

Support to women and women's organization working to resolve conflict should include a specific protection strategy such as current efforts to support the National Protection Unit in addition to the provision of training and technical assistance.¹²⁰ ACPEM will be seeking to accompany these women as they seek leadership positions. In the targeted areas where USG activities will be implemented, there may exist opportunities to collaborate with this process.

The USG can assure an affirmative action program for organizations that receive funding and training participants through its implementing mechanisms. So these investments can yield outcomes and not just product outputs (number of female participants), attendance should not be a token requirement. Specific attention in recruitment and follow-on support is critical. In addition, where possible as the Department of Justice is doing, gender issues should be incorporated into training for men.¹²¹

C. Mission's Strategic Priorities and Associated Gender Analysis

The gender analysis for the CDCS focuses on gender relations and issues in the broad sectors in which USAID is operating rather than in the specific projects and activities within the sectors. Gender analysis is directed to understanding the constraints and barriers to equality and to identifying potential activities and results throughout the CDCS Results Framework that will foster increased gender equality and empowerment of women and girls, and avoid adverse impacts and/or risks of gender-based exclusion that could result from planned activities. The task at the strategy level is to "identify root causes of existing gender inequalities or obstacles to female empowerment in that context so that USAID can proactively address them in project design..."¹²² The Mission task in the project and activity design that follows from the CDCS Results Framework is to implement activities to effect change in these underlying issues.

The Gender Equality and Female Empowerment Policy defines seven indicators that correspond to the three overarching outcomes of USAID investments in gender equality and female empowerment. These

¹¹⁹ See: <http://congresocienciapolitica.uniandes.edu.co/>

¹²⁰ USAID has some experience doing this in Sudan referenced in a speech by Donald Steinberg, 1/9/2013 at the Woodrow Wilson Center.

¹²¹ Summary of DOJ activities.

¹²² USAID Gender Equality and Female Empowerment Policy, page 12.

indicators are included in the State-USAID Standard Indicators to track progress toward results across programs. At this point, these indicators are recommended to measure and track USAID/Colombia results at the DO and perhaps the IR levels of the CDCS Results Framework. As the strategy and design process progresses the indicators may be refined to correspond more directly to the Colombian context. The design teams also will specify the baseline values and the targets for each indicator.

Current USAID/Colombia projects are subsumed under four Development Objectives (DOs). While it is likely that these objective statements will change during the drafting of the CDCS Results Framework, the broad program sectors will not. Gender considerations are to be included throughout all levels of the Results Framework. At the DO-level, the use of phrases like “inclusive,” “equitable,” or “participatory,” as appropriate, signals that the Intermediate and Sub-Intermediate Results should address the distribution of outcomes and benefits in terms of gender and other social characteristics, and define gender indicators to measure, monitor and evaluate change.

This Gender Analysis Report identifies three principal areas of gender inequality in Colombia, which are the recommended focus for USAID/Colombia programming to foster gender equality and the empowerment of women and girls. These broad underlying sources of inequality - economic empowerment, gender-based violence, and political participation and decision-making - cut across all of the USAID/Colombia Development Objectives and program areas and affect program results. The Results Framework for each DO should identify how these underlying inequalities are related to the expected results, specify the priority gender gaps to be targeted in the DO, and define the expected results (at various points in the framework) and the indicators to track change. These indicators as they apply to each DO and key priority areas identified in this report are:

	Economic Empowerment	Gender-Based Violence	Political Participation & Decision Making
Number of laws, policies, or procedures drafted, proposed, or adopted to promote gender equality at the regional, national or local level.	Focus on procedures & implementation		
Proportion of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income, or employment.)	DO1 and DO2		
Proportion of females who report increased self-efficacy at the conclusion of USG-supported training/programming.	Across all DOs and priority areas		
Proportion of target population reporting increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities.	Across all DOs and priority areas		
Number of laws, policies or procedures drafted, proposed, or adopted with USG assistance designed to improve prevention of or response to gender-based violence at the regional, national, or local level.		DO2 and 3	
Number of people reached by USG-funded intervention providing GBV services (e.g., health, legal, psycho-social, counseling, shelters, hotlines, other.)	DO1 (municipal-level and consolidation)	DO2 and 3	
Percentage of target population that views gender-based violence as less acceptable after participating in or being exposed to USG programming.	DO1 (municipal-level and consolidation)	DO 2 and 3	

For all DOs except DO4, a table is presented that illustrates the application of the underlying gender inequalities to the development objectives. The first column lists the principal result areas to achieve the objective. The second identifies the relevant underlying gender gaps discussed in Sections A and B, and the third column poses questions or analysis that may lead to definition of specific activities (and indicators) to counter the gender gaps in this context.

DO1. Civilian government presence in CSDI zones consolidated.

The DO1 activities in support of the GOC National Consolidation Plan are tailored to targeted municipalities in four distinct regions of the country to support the transition from conflict to an integrated state and from illicit to illicit economic activities. The objective is to be achieved through an integrated program that includes activities related to institutional strengthening to re-establish links between the municipality and the departmental and national government, implementation of national policies and programs, particularly the Victims and Land Restitution Law, income generation, community cohesion and civic values, and improved local governance.

Area of Activity	Gender Gaps	Questions to lead to activities and Indicator Definition
Institutional strengthening -Legal framework in place, but requirements for training, access to information, budget and priority-setting remain ¹²³	Economic empowerment: -Access to and control of productive resources -Access to information -Time constraints of care economy (household and job responsibilities)	What are gender-based barriers or constraints in access to the institution in terms of information and knowledge, and physical access to facilities and the services (costs, time limitations, and transportation)? In land restitution, what are the differential constraints and barriers faced by women and men in seeking restitution and to what extent are the institutions and processes designed to respond? (restitution vs. reform)
	Gender-based violence -Institutions with a mandate to address gender-based violence are not often located in the areas with the greatest incidence. -Inconsistent commitment among the institutions with mandates	What are the necessary and sufficient steps that will overcome the threats and intimidation used against women seeking restitution? What has been the effect of the early warning system?
	Participation and decision-making	What is the relative presence of men and women in the institution as decision-makers and in interaction with the clients at the local level? Links to state and departmental institutions To what extent do the services and institutions respond to the distinct needs of men and women? (See Section D for recommendation on how to respond to this question).
Policy implementation	Economic empowerment -access and control of resources -access to information and knowledge of rights and obligations	Equity in dissemination of information about rights and obligations; equity in policy application in concrete cases, in overcoming gender-based constraints and barriers.
	Gender-based violence	To what extent are intimidation and threats used to exclude women or other population sub-groups from enjoying the rights and benefits guaranteed by a law?

¹²³ Key informant interviews.

Area of Activity	Gender Gaps	Questions to lead to activities and Indicator Definition
	Participation and decision-making	What are circumstances explaining relative responsiveness and/or biases, barriers for women or men (and other population sub-groups) in benefitting from a law or policy?
Short- and long-term income generation	Economic empowerment -access to productive resources -access to employment and earnings -increase in number and proportion of female-headed households -poverty -household responsibilities	Analysis to identify activities aligned with what men and women do to generate income, focus on ensuring opportunities for both to generate and control income. What are the opportunities for women, especially in rural areas in entrepreneurship and enterprise development?
		To what extent does access to productive resources (land, credit, property, training or extension services, and marketing connections) affect the participation/benefits of men and women differently?
		Gender analysis of value chains particularly in agriculture to identify opportunity points for women or, conversely, the possible adverse expansion of unpaid family labor for women and children.
		Political participation and decision-making
	Political participation and decision-making	Do women and men participate equally as members and leaders in producer and marketing associations?
Social capital and community cohesion	Economic empowerment -poverty and access to resources	Identification, strengthening, and involvement of social networks of women and men, both adult and youth.
		Are there differential barriers or constraints on inclusion of women and men (and population sub-groups) in community building activities/ organizations, and in definition of needs to be addressed by these activities?
	Political participation and decision-making -obstacles to inclusion and social participation	Are there differential security issues as barriers to participation for men, women, and population sub-groups?
		Issues associated with the integration of displaced families, which are disproportionately female-headed, often from minority populations, and poor, into the community.
Local government and governance	Political participation and decision-making -gap in formal political participation, -women less likely to be local officials -influence of civil society organizations	What are the barriers for women and men in seeking and achieving elected office?
		Are there differential barriers for men and women in receiving and demanding public services? What about female-headed households?
		Corruption, transparency, and accountability as factors and barriers to women's participation.

DO or IR level standard indicators:

- Proportion of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income, or employment).
- Number of laws, policies, or procedures drafted, proposed, or adopted to promote gender equality at the regional, national or local level – modified to measure equitable implementation rather than adoption. It also could be directed to implementation of particular laws or policies such as the Victims Law.

DO2. Conditions of Targeted Vulnerable Populations Improved

The current activities under this objective are directed to various sub-populations (ex-combatants, child soldiers, ethnic minorities, and victims of land conflict) to improve their living conditions and opportunities and reduce their vulnerability in the context of the post-conflict society. The gender analysis is specific to each sub-population. In addition to an examination of gender relations within the sub-population, an important issue may be gender-related factors in the interface of the sub-population with the broader society. Indicators of increasing equality or reduction of gender gaps also should be specific to the sub-population.

Area of Activity	Gender Gaps	Questions that lead to activities and indicators
Reintegration of ex-combatants	Economic empowerment -poor educational preparation and skills for post-soldier role	What are the differences between male and female ex-combatants in background and pre-combat experience, roles during combat, skills and/or work experience?
		Are there differences in the reception of the receiving community and family of male and female ex-combatants, and barriers to employment, income generation, and social integration?
		What are the available types of training, other resources needed based on gender expectations and roles?
	Gender-based violence -relatively high incidence rates.	What are the differences in the type of exposure by and effect on male and female combatants to gender-based abuse and violence?
		Are the needs for medical and/or psychological services available at the local-community level?
		What are the underlying factors and results of the reported link of ex-combatants to GBV?
Child soldiers	Economic empowerment -poor educational preparation and skills for post-soldier role	Analysis of the experience, psychological and social impact relative to physical and biological differences as well as gender roles and expectations?
		Are there differences in the reception of the family and community to male and female child soldiers (and <i>vice versa</i>)?
		What are the gender differences in the needs for education and/or training?
	Gender-based violence -relatively high incidence rates.	What are the differences in the effect on male and female child soldiers subjected to gender-based sexual violence and abuse?
		To what extent has the experience as a child soldier shaped (or distorted) the child's perception of gender roles and relationships in civilian life?
		Are the differential needs for medical and psychological services met at the local community-level?
Afro-Colombians and Indigenous Populations	Economic empowerment	Analysis of the income-generating roles of men and women, access to productive resources, household/care responsibilities (varies by community).
		Gender differences in factors related to mobility or other constraints in employment and income generation (varies by community).
	Gender-based violence -relatively high incidence rates.	What has been the effect of disproportionate victimization of Afro-Colombian and Indigenous women during the armed conflict in terms of factors like employment, interaction and integration with the dominant society? Have new barriers been created by the conflict? How has this affected Afro-Colombian and Indigenous men in their interaction and integration with the dominant society?
		Political participation and decision-making

Area of Activity	Gender Gaps	Questions that lead to activities and indicators
		What has been the role and achievements of Afro-Colombian and Indigenous women's civil society organizations (CSO) in representing their interests? What is the relationship of these CSOs to the male-dominated traditional structures?
Land Conflict Resolution	Economic empowerment	What is the relative access of men and women in the communities to use and control of land?
	Political participation and decision-making	To what extent are women as well as men involved in the dispute resolution processes?

To assure that gender is integrated at the strategic-level, this DO could be reformulated to incorporate gender equality and female empowerment by better defining "conditions" to include factors related to gender equity such as discrimination.

DO and IR standard indicators: To the extent that programs for sub-populations include increased income generating opportunities the following indicators could be adapted for that population:

- Proportion of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income, or employment).
- Proportion of females who report increased self-efficacy at the conclusion of USG-supported training/programming.
- Proportion of target population reporting increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities.

The gender-based violence indicators will likely be appropriate for some of the sub-populations.

DO3. Strengthened Democratic and Economic Governance and Respect for Human Rights

Current activities under this Development Objective include increasing access to justice, support to GOC policy development processes, increasing respect for human rights, and fostering greater political participation and more transparent elections. As in DO1, each of these areas involves a distinct set of issues to be addressed by the gender analysis, many of which were examined in the previous USAID/Colombia gender analysis, and activities have been developed to address gender issues within four Result areas.

Area of Activity	Gender Gaps	Questions that lead to activities and indicators
Access to justice	Economic empowerment -poverty -time demands	Are there specific barriers to access for women based in gender roles and norms, e.g., care responsibilities, transport and security, lack of receptivity by the institution?
	Gender-based violence -dimensions of power, control, and male dominance -dimensions of criminality	Are there constraints on the capacity and responsiveness of alternative justice mechanisms to cases of gender-based violence and other gender-related issues? What factors contribute to the documented Impunity and lack of due process in cases of gender-based violence? Are there differences between cases of gender-based violence associated with the armed conflict and others?
	Political participation and decision-making	What is the relative position of men and women in the decision-making processes of the justice system? Does this structure contribute to gender gaps in access to the system?

Area of Activity	Gender Gaps	Questions that lead to activities and indicators
Policy development	Political participation and decision-making	Are the differential interests and needs of men and women represented in the policy design process (e.g., consultative process, diversity in design team)
		To what extent do information and education campaigns to raise awareness respond to the differential circumstances of men and women, in urban and rural settings?
Respect for human rights	Economic empowerment -inequality in compensation -access to productive resources (credit, property, employment)	To what extent is gender discrimination a factor in women's lack of economic empowerment, especially in rural areas?
		Gender-based violence
		Gender- based violence prevention and services, and awareness
Greater political participation and transparent elections	Political participation and decision-making	What are the barriers for women and men in seeking and achieving elected office? To what extent to the barriers tied to gender interact with others such as social class or ethnicity?
		Are there differences in the channels or tracts for men and women to enter the political arena, and what are the implications of these differences?
		Is there a gender dimension to increased transparency in elections, i.e., does it increase the opportunities for women and other excluded groups?

To integrate gender at the DO level and reinforce the incorporation of gender results at the IR and sub-IR levels, consideration could be given to changing to DO statement to: “Strengthened Democratic and Economic Governance with Equity and Respect for Human Rights for men, women, boys, and girls.”

DO or IR standard indicators:

- Number of people reached by USG-funded intervention providing GBV services (e.g., health, legal, psycho-social, counseling, shelters, hotlines, other).
- Proportion of females who report increased self-efficacy at the conclusion of USG-supported training/programming
- Percentage of target population that views gender-based violence as less acceptable after participating in or being exposed to USG programming.
- Number of laws, policies or procedures drafted, proposed, or adopted with USG assistance designed to improve prevention of or response to gender-based violence at the regional, national, or local level. Adjust this indicator to measure implementation rather than adoption of laws, policies or procedures.

DO4. Colombian efforts to sustainably manage the country's environmental resources reinforced

The USAID/Colombia environment objective responds to global USG objectives for conservation of biodiversity and mitigation of and adaptation to the impacts of global climate change. It also supports the implementation of the Mission strategy to the extent that protected areas and other environmentally

sensitive geographic areas are particularly vulnerable to illicit activities. Also, vulnerable communities in and around the protected areas, particularly indigenous groups and other ethnic minorities rely on natural resource based livelihoods. The activities to effectively conserve and manage these resources and to forestall and adapt to the potentially destructive impacts of global climate change will protect and strengthen these livelihoods.

DO4 activities are implemented at the national and regional level to support the GOC in policy development and implementation, and institutional strengthening and at the community level. Effective activity implementation on the ground requires an understanding of gender-differentiated activities, and of gender relations as a factor in household and community decisions about natural resource-based activities. Gender considerations and analysis to be applied in the policy development and institutional strengthening are like those included under DO1 and DO3. Analysis of the gender constraints, barriers, and opportunities for activities at the household and community level needs to be situation-specific, taking account of the gender norms and roles within the particular population group as well as existing resource base and gender-differentiated patterns of resource utilization, and the threats presented within that location. USAID implementing partners in these activities recognized the importance of understanding the gender-based division of labor in current livelihood activities and the importance of ensuring that income-generating alternatives for more effective long-term management of these resources are equitable in the benefits accruing to men and women. These partners are utilizing a participatory approach to gender analysis. Systems for monitoring gender equality within these activities need to be specific to the local situation.

To integrate gender at the DO-level, the DO could be adjusted to state: “Inclusive and Participatory Colombian efforts to sustainably manage the country’s environmental resources reinforced.” This recommendation would transform slightly the level of engagement to institutional strengthening; however, based on the analysis, it appears that at the community-level USAID activities are applying a gender approach to participation.

DO or IR standard indicators:

- Proportion of females who report increased self-efficacy at the conclusion of USG-supported training/programming.
- Proportion of target population reporting increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities.

D. Actionable Recommendations for Incorporating Gender in Strategic Planning (ICS and CDCS)

The previous section outlined specific recommendations related to each DO. This section identifies strategies that are cross-cutting and may apply to the ICS and/or CDCS processes.

Action Items #1: To be inclusive in the provision of services under a consolidation strategy (or related economic growth strategy), utilize data from the baseline study to assess differences in perceptions about the quality of service and access to services for men and women.

Based on interviews conducted for this report, a common theme is that although there is a general recognition that gender is an important consideration an understanding of evidence-based data on how to incorporate these considerations into project design is incomplete—or not available for the populations most affected (such as in the rural areas).

It is recommended that as part of its process to finalize the IRs and Sub-IRs and implement/design projects, the Mission utilize the database from the external baseline survey underway for all implementing partners under DO1. Utilizing the sex of the respondent it is possible to conduct quantitative gender analysis for three objectives:

- a) To refine strategies/requirements for community-level consolidation program related to perceptions about services and access to services. USAID’s strategy will support inclusive development and a change in attitudes/perceptions about the role of the government. To be cost-effective, it is critical to understand the extent to which gender will influence a particular outcome. For example, it is generally recognized that men and women utilize municipal-level services differently and that they participate in different types of community-based organizations. However, beyond assuring equal participation in training events, meetings, and/or as recipients of services, there is not clear evidence to define strategies to identify outreach and awareness-raising activities. It is necessary to complete a gender gap analysis at the implementing partner level. This is possible utilizing the following variables included in the baseline survey:

Perception of Quality of Services Related to:	Access to:	Participation in:
Security (question 1206)	Electricity (question 212a)	Community-groups (question 901)
Justice (question 1403)	Water/Sewage (questions 212d and e)	
Municipal Services (question 213)	Trash (question 213)	
Public Services (1102)		
Trust in local/municipal authorities (1104)		

- b) *Trust and Experience with the Justice Sector (DO3)*. In addition to GOC databases, USAID/Colombia has two data sources for further analysis of trust and experience with the justice sector for rural areas. Through LAC/RSD, the Mission can access the services of LAPOP to conduct research (under the INSIGHTs series) to answer data requirements for specific indicators and sub-IR definitions. In addition, the baseline data for the rural areas where USAID is working includes specific questions related to the justice sector: Trust in justice services (questions 1602a, and 1405) and Human rights abuses-experience (question 1501).
- c) *Victims of the Conflict (DO2)*. USAID’s DO2 includes activities related to land-restitution and property rights in general. There are specific data available for both of these areas in the baseline that can be sex-disaggregated (question 201-205 and 111, 210, and 211) that can supplement the GOC data discussed in the overview section.

Action Item 2: “How-To” Use Gender Analysis in Finalizing the Results Framework for the CDCS

The interviews for this report were conducted prior to the submission of the concept paper and the final development of the results framework. Prior gender assessments have been very focused on the project and/or activity level.

It is recommended that USAID/Colombia conduct a three-day workshop that builds an internal learning approach for gender in the Mission. The workshop will utilize the inputs of this report, the previous gender assessment, and the knowledge of the DO teams. The output of the workshop will be the effective integration of gender into the Results Framework Paper for the four DOs. The learning objectives for the

workshop should be focused on (i) leveling the foundational skills in gender for all participants and (ii) supporting the finalization of narrative, development hypotheses, and results statements for DOs.

The three days are divided into two segments:

- Day 1 sets the context for applying gender analysis to the Results Framework by explaining definitions, reviewing the gender analysis framework of domains and the concepts that embody the gender continuum as well as outlining new policies and procedures. In addition, it helps the Mission staff understand the USAID policy environment and requirements. For example, in “Setting the Context” (Part I) each DO Team maps its DO to the three main outcomes in the Gender Equality and Female Empowerment Policy (Gender Policy).
- Days 2 and 3 focus on strengthening the gender analysis capabilities of the DO Teams. DO Teams will work as small groups to apply critical thinking and analysis to the ‘live’ cases related to the CDCS. These tasks are necessary for DO Teams to conduct their own analysis for the CDCS as well as the Project Appraisal Document (PAD), and Concept Papers (Learning Objectives 5 and 6). Informational resources for the sessions include: this report, sector-specific Gender Technical Notes and/or a list of illustrative gender analysis questions for each sector.

Action Item 3: Build a Collaboration Strategy with the GOC for Gender and Strengthen Collaboration with Civil Society

As outlined in this document, ACPEM’s 2012 National Policy document was built on a consultative process and has the acceptance of key stakeholders. Thus, it provides the parameters for support.

Aligning the USG’s interventions with the implementation of the GOC gender policy

The recent actions of the GOC in developing a comprehensive national policy for gender equity for women and passage of the Victims’ Law provide clear opportunities for collaboration and support with clear overlap between government objectives and programs for women and USG priorities. (See Tables 11 and 2 in Annex F1 for illustrative examples.)

ACPEM’s Gender Strategy outlines a framework for action and identifies the GOC entities with specific responsibilities. As the USG defines and finalizes its strategy, it will build its collaboration plan with the appropriate GOC entities. It is recommended that gender be incorporated explicitly and specifically in the associated implementation agreement with the GOC by referencing the action items included in the GOC Gender Strategy to identify areas of mutual collaboration. Including ACPEM as a coordinating entity and working directly with ACPEM is valuable. Most stakeholders agree that it is necessary to move beyond advocating for new laws to implementation of the laws and regulations already in place. Donor support should be in tandem with the overarching framework.

Table 1 in Annex F1 may be used as a tool for the priority areas that align most closely to the USG’s strategic framework. Table 2 identifies gender-related programs by Ministry. It is a preliminary list to assist USG consultations.

Supporting Civil Society

USAID/Colombia is already working extensively in partnership with civil society organizations (CSOs), with many CSOs working on projects and activities that are gender-focused and/or integrate gender. According to the interviews conducted for this report, the proliferation of the number of organizations working on gender or women’s legal rights does not mean that there has been a strengthening of civil

society because once a law is enacted there has been a lack of a common implementation strategy. This is why the *observatorios* and the broad-consultative process completed as part of the National Gender Policy Document is so important at this point in time (and highlighted in this report). At least for now, there is general support for the Policy and the Implementing Guidelines. USAID can continue to monitor this support among its partners and as a member of the donors table.

Action Item 4: Continue and strengthen implementation of the Mission Order for Gender

USAID Colombia has issued a Mission Order on gender. It is not the proper role for a contractor to ascertain whether the Mission is in compliance with the new Agency Gender Policy. Based on the experience of conducting the interviews for this report, there are two recommendations that support the existing Mission Order:

- Disseminate to all implementing partners the gender guidelines, best practices, and build the community of practice so that is a clear directive and recognized priority.
- Provide the cross-office Gender Working Group defined and authorized in the Mission Order with the resources (staff time) adequate to meet the goals of the Mission Order. For example, this working group should be able to work closely with and participate in interviews with any outside experts and have the time to hold the workshop mentioned in Action Item #2. The Gender Working Group should have the time and resources to lead a research agenda on gender and to work closely with the Program Office in the utilization of MONITOR data and the baseline data for ongoing gender analysis.

E. Conclusion

The renewed and expanded commitment in USAID to strive toward gender equality and empowerment of women and girls is supported by Agency-wide requirements for gender analysis to generate the evidence base for the definition of strategic and programmatic objectives and results to address gender gaps. Gender analysis is required at all stages of the Program Cycle. The analysis for the CDCS establishes a broad contextual evidence base and identifies priority strategic gender issues linked to USAID programs. This Gender Analysis Report has identified three priority sources of gender inequality (economic empowerment, gender-based violence, and political participation and decision-making) based on their potential impact on achievement of USAID strategic objectives and results and on the potential for USAID activities to have a measurable effect on closing the gender gap.

The report has documented significant gaps and issues in gender equality and the realization of the human rights of women that compromise the conditions of women's live and their potential contribution to effective and sustainable development in Colombia. The report also identifies new opportunities to engage with the GOC and civil society organizations in overcoming these gaps.

The next step will be for the Mission itself to use this evidence to specify how gender relations and attention to gender gaps fit into their specific programs and the CDCS Results Framework, and to define gender equality results and their associated indicators throughout the framework. Resources available for this task include the tools and guidelines for gender integration included as Action Items in this report, the operational structure spelled out in the Mission Order, and the technical support available from USAID/Washington. In the next stage of the Program Cycle the results statements will be translated into Project designs and, in turn, concrete gender-related activities that may actually impact women's lives. The last and essential step in the cycle is the monitoring and evaluation of the process of change to document and share the lessons for increasing equality and sustainable development.

ANNEX F1. Tools to Integrate Gender into the CDCS

Table 1: Building a Collaboration Strategy: Aligning the USG's interventions with the implementation of the GOC gender policy

GOC Gender Strategy Objective/Action Item	GOC Entities assigned with responsibility (in coordination with ACPEM) ¹²⁴	Alignment to USG work
Item (3) Prevention, protection, attention, and reparation for the differentiated impacts and the armed conflict and forced displacement on the lives of women.	--Dirección del Programa Presidencial de Derechos Humanos --Ministerio de Interior --Unidad para la Atención y Reparación Integral a las Víctimas --Unidad Nacional de Protección --Sistema Nacional de Atención Integral y Reparación Integral a Víctimas	USAID's work with IDPs and interventions in the targeted areas to improve basic services.
Item (4) Strengthening of initiatives to construct peace and <i>convivencia ciudadana</i>	--Ministerio del Interior --Programa presidencial de derechos humanos --Unidad para la Atención y Reparación Integral a las Víctimas --Central de Memoria Histórica --Alta Consejería para la Seguridad --Programa Presidencial de Derechos Humanos	USG is not involved in the peace process USAID's work with IDPs and democratic governance may have some interface.
Item (5) Strengthen women's capabilities to participation in the political sphere as leaders and in decision-making	--Ministerio del Interior --Ministerio de Agricultura y Desarrollo Rural --Ministerio de Justicia y del Derecho --Presidential programs for Afro-Colombians and the Indigenous --Departamento Administrativo de la Función Pública --Sistema Nacional de Derechos Humanos y DIH --Registraduría del Estado Civil	Aligns to all USG activities (cross-cutting issue of women's leadership)
Item (11) Strengthen the access to and use of property and productive resources by women	--Ministerio de Agricultura y Desarrollo Rural --Finagro --Ministerio de Cultura --Ministerio del Interior --Ministerio de Vivienda --Ministerio de Ambiente y Desarrollo Sostenible --Banco Agrario --Incoder --DPS (of Acción Social)	USAID DO1 work and cross-cutting issue of Land associated with IDPs and vulnerable populations
Item (12) Assistance to and protection of women related to climate change and the environment	--Ministerio de Agricultura y Desarrollo Rural --Incoder --Ministerio del Interior --Ministerio de Minas y Energía --Ministerio de Vivienda --Ministerio de Ambiente y Desarrollo Sostenible --DPS (of Acción Social)	USAID DO4 and the biodiversity and climate change work.

¹²⁴ Presented in the order of the strategy.

GOC Gender Strategy Objective/Action Item	GOC Entities assigned with responsibility (in coordination with ACPEM) ¹²⁴	Alignment to USG work
Item (15) Institutional strengthening (sub-units and agencies for gender)	--All Ministries --DNP --Sistema Nacional de Derechos Humanos y DIH	The USG may consider a specific strategy document that works with each Ministry on these matters. Perhaps the USAID public policy program may address.
GBV Items 1: Conduct research and strategy development that provides information about the right to live a life free of violence 2: Raising awareness among the public preventing violence	--Ministerio de Justicia y del Derecho --Ministerio del Interior --Ministerio de Defensa --Ministerio de Tecnologías de la Información y Comunicaciones --Ministerio de Trabajo --Ministerio de Cultura --ICBF --Defensoría del Pueblo --Procuraduría General de la Nación --Fiscalía General de la Nación [others not associated with USG assistance related to health]	USG cross-cutting issue that incorporates rights-based messaging for victims of violence. Review other conflict environments and programs to reduce (move beyond victims services to prevention)
3: Training and awareness-raising among public officials about the prevention and detection of GBV	All of the Ministries --Policía --FGN, CSJ, DPS and UNP	USG/DOJ program training
Integrated Strategy, GBV Item 3: Guarantee access to justice for female victims of violence. 5. Guarantee access to protection for female victims of violence.	--Ministerio de Justicia y del Derecho --Ministerio del Interior --Ministerio de Defensa --Ministerio de Trabajo --Defensoría del Pueblo --ICBF [others not associated with USG assistance related to health]	USAID Vulnerable populations and Democracy and Human Rights activities

Table 2: Gender-Related Programming by GOC Entity

This highlights gender-related programming by GOC entity. It is indicative.

GOC Entity (in Spanish) in Alphabetical Order	Area of Work/Actions (Program Names in Spanish)
Acción Social/Departamento para la Prosperidad Social	Mujeres Ahorradoras en Acción
	Familias en Acción (program directed to IDPs and indigenous families)
Alta Consejería Presidencial para la Equidad de la Mujer	Programa especial para la formulación de políticas y estrategias para la población Afro-Colombiana, Negra, Palenquera y Raizal
	Knowledge sharing to promote gender equality for women
	Conduct interventions to promote leadership among young women.
	Monitoring of the implementation of the national policy for gender equality for women
Altas Cortes	Comisión Legal para la equidad de la Mujer
	Provides technical assistance at the regional and local level to create and strengthen <i>Consejos Comunitarios de Mujeres</i> to increase women's political participation and assure a gender-differentiated focus at the community level.
Coordinación con Asistencia a Víctimas y la Alta Consejería Presidencial para la equidad de la mujer	Promote the prevention of violence against women.
Pro familia	Programa de Género y Salud Sexual
Min. Agricultura y Desarrollo Rural	Programa Mujer Rural
Ministerio de Culturas	Programa de Sensibilización, Mujer tienes Derechos
Ministerio de Defensa	Política de derechos sexuales y equidad de género para la Fuerza Pública
Ministerio de Justicia	Casas de Justicia
	Fortalecimiento institucional para la Atención a Víctimas
Ministerio de Trabajo	Created a special group (Equidad Laboral), tasked with mainstreaming gender.
Ministerio de Vivienda, Ciudad y Territorio/ Fondo Nacional de Vivienda	Subsidios Familiares para Vivienda (15,270 female beneficiaries, 94% from urban areas)
Sistema Nacional de Reparación de Atención Integral a las Víctimas (SNARIV)/Departamento de Prosperidad Social	Mujeres Ahorradoras Mujeres Productivas

ANNEX F2: BASIC CONCEPTS AND TOOLS FOR THE CDCS PROCESS (INTERNAL TO USAID)

Basic Concepts

The following concepts consolidate USAID guidance and best practices. These definitions were developed under the Short-Term Technical Assistance and Training Task Order, issued by the predecessor to the Gender Equality and Women's Empowerment Office

Sex and Gender

The terms "sex" and "gender" are often used interchangeably; however, in fact, they have different but related meanings.

Sex is a biological construct that defines males and females according to physical characteristics and reproductive capabilities. USAID policy calls for the collection and analysis of sex-disaggregated data (male vs. female) for individual-level indicators and targets. Gender and sex are not synonyms.

Gender is a social construct that refers to relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time. Because of the variations in gender across cultures and over time, gender roles should not be assumed but investigated. Note that "gender" is not interchangeable with "women" or "sex."

The definition for "sex" is, therefore, universal, while "gender" is a socially defined category that can change. This distinction is important since it means that gender differences and dynamics between men and women (and boys and girls) must be identified and analyzed since the way in which "masculinity" and "femininity" are expressed and understood differ among settings.

Gender Equality and Gender Equity

Gender equality and gender equity have different meanings but are related terms. Gender equality is a development goal; gender equity interventions are the means to achieve that goal.

From the March 2012 Gender Policy (p. 3): "Gender equality concerns women and men, and it involves working with men and boys, women and girls to bring about change in attitudes, behaviors, roles and responsibilities at home, in the workplace, and in the community. Genuine equality means more than parity in numbers or laws on the books; it means expanding freedoms and improving overall quality of life so that equality is achieved without sacrificing gains for males or females."

Gender equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on an equitable basis, or a "level playing field." Equity leads to equality.

Gender Analysis

From the March 2012 Gender Policy (p. 12): "Gender analysis is a tool for examining the differences between the roles that women and men play in communities and societies, the different levels of power they hold, their differing needs, constraints and opportunities, and the impact of these differences on their lives."

Gender Integration

From the March 2012 Gender Policy (p. 3): Gender integration involves identifying, and then addressing gender differences and inequalities during strategy and project design, implementation, and monitoring, and evaluation. Since the roles and relations of power between men and women affect how an activity is implemented, it is essential that project managers address these issues on an ongoing basis.

USAID uses the term gender integration in planning and programming. Conducting a gender analysis and/or gender assessment is the first step for ensuring successful gender integration into programs and policies.

Other Definitions (in Alphabetical Order)

Care Economy/Unpaid Work

Unpaid work is an indicator used by DANE to measure the differences in the use of time between men and women. Utilizing this indicator it is possible to measure the total contribution of women to the economy including unpaid work such as labor within the house, caretaking, and home construction. The indicator also helps to analyze the relationship between time spent between paid and unpaid work.

Female Labor Force Participation

Total **female labor force participation** (% of women economically active of those who are of working age) does not have a linear relationship with economic development. It varies according to the country's average income levels and the household's income levels. As a country develops (and decreases the percentage of the population engaged in subsistence agriculture), women tend leave the paid labor force re-entering once their family income increases above a certain level normally defined by the household. Thus, generally total labor force participation is not in itself a sufficient indicator for equality.

Gender Assessment

A gender assessment involves carrying out a review, from a gender perspective, of an organization's programs and its ability to monitor and respond to gender issues in both technical programming and institutional policies and practices. USAID Missions often carry out a gender assessment of their portfolio to determine whether gender issues are being effectively addressed in Mission-supported programs and projects. A gender assessment is a very flexible tool, based on the needs of the Mission, and may also include a gender analysis at the country level. If a gender analysis is included in a gender assessment, this meets the ADS requirements. If a gender assessment reviews the internal policies and practices of the operating unit (e.g., USAID Mission), this is very similar to a gender audit.

Gender Audit

A gender audit addresses not only gender in programming issues but also in the practices and policies of the Mission as a whole, such as human resource issues, budgeting, and management, to provide a comprehensive picture of gender relations at several levels within the organization. Findings from a gender assessment have been used, for example, to inform a country strategic plan or a Development Objective and/or develop a Mission Gender Plan of Action or a Mission Order on gender.

Gender-Based Constraints

Gender-based constraints are factors that inhibit either men's or women's access to resources or opportunities of any type. They can be formal laws, attitudes, perceptions, values, or practices (cultural, institutional, political, or economic). Some examples include:

- Customary laws dictating that only men can own land is a constraint on agricultural production since it can prevent women from producing or marketing or obtaining credit.
- A law that prevents pregnant teenagers from attending school is a gender-based constraint since it disadvantages girls relative to boys in obtaining an education.
- An HIV/AIDS program that is located in an ante-natal clinic is a gender-based constraint if men are reluctant to get tested in this setting.

Gender Bias

Gender bias refers to unequal and/or unfair treatment based on attitudes and expectations of what is appropriate for a man or a women; this includes prejudice in actions (such as, sex discrimination in employment, promotions, pay, benefits, technical assistance, and trainings) and the allocation of resources (such as income, food, nutrition, health care, land ownership, and education).

Gender Gaps

A gender gap represents the disproportionate difference between the sexes in attitudes and practices. A gender gap can exist in access to a particular productive resource (for example land), in the use of a resource (for example credit), or levels of participation (such as in government).

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ANNEX F4: STATEMENT OF WORK

The following is the Statement of Work received from the COR on October 11, 2012. Work Plan Attachment is deleted.

Statement of Work: Gender Analysis for Strategic Planning

Supporting the Preparation of an

Integrated Country Strategy and Country Development Cooperation Strategy

BACKGROUND

In FY 2013, U.S. Embassy Bogota will be developing an Integrated Country Strategy (ICS) and USAID/Colombia will be developing a Country Development Cooperation Strategy (CDCS). The ICS will contain the following components: 1) Joint Mission Goals, 2) Diplomatic Strategy, 3) Security and Justice Strategy, and 4) Development Strategy (consisting of the USAID CDCS, State, and other agency programs, as necessary). The ICS will require a coordinated and collaborative whole-of- government planning effort, with involvement by mission personnel from State, USAID, and other U.S. Government (USG) agencies. The ICS will serve as the foundation and framework for mission resource planning and for the analysis and review of the annual mission resource request. The USAID CDCS will serve as the foundation of the Development Strategy of the ICS and the development objectives and associated resources that it outlines will feed directly into annual budget requests. The CDCS is a five-year strategy (2013-2018) that focuses on USAID-implemented resources while incorporating input from the State Department, host country government, and other partners.

In keeping with Agency policy, USAID/Colombia is undertaking a gender analysis to generate the necessary information and establish guidelines that can be applied to the Mission's planning process to ensure the completion of a well-integrated ISC and CDCS for USAID/Colombia. Gender analysis is the technical analysis that the Mission is required to conduct during this strategic planning process. Recognizing that the dynamics of gender relations is both a social and cultural variable, Agency policy states:

"Gender analysis is a tool for examining the differences between the roles that women and men play in communities and societies, the different levels of power they hold, their differing needs, constraints and opportunities, and the impact of these differences on their lives. At the strategy and project level, the gender analysis should identify root causes of existing gender inequalities or obstacles to female empowerment in that context so that USAID can proactively address them in the project design and seek out opportunities to promote women's leadership and participation. The gender analysis should also identify potential adverse impacts and/ or risks of gender-based exclusion that could result from planned activities, including:

(a) Displacing women from access to resources or assets;

(b) Increasing the unpaid work or caregiver burden of females relative to males;

(c) Conditions that restrict the participation of women or men in project activities and benefits based on pregnancy, maternity/ paternity leave, or marital status;

(d) Increasing the risk of gender-based violence, including sexual exploitation or human trafficking, sexually transmitted diseases, and HIV/AIDS, and

(e) Marginalizing or excluding women in political and governance processes. Because males and females are not homogenous groups, gender analysis should also to the extent possible disaggregate by income, region, caste, race, ethnicity, disability, and other relevant social characteristics and explicitly recognize the specific needs of young girls and boys, adolescent girls and boys, adult women and men, and older women and men.”¹²⁵

The Mission currently has four DOs, as summarized below. It is expected that during the CDCS process, these DOs will be modified. However, for the purposes of this gender analysis, they provide a general framework describing existing and future USAID/Colombia programs.

DO 1: Licit Livelihoods in Targeted Geographic Regions Expanded

The Colombia Strategic Development Initiative (CSDI) is a USG interagency effort to assist the GOC to transition definitively out of conflict and put an end to illicit activities particularly cultivation, processing and trafficking of illegal narcotics. Achievement of these two objectives requires that the GOC gain effective control over the entirety of its territory and particularly over large sections of the country where the constitutional government has been unable or unwilling to establish a permanent state presence and exert full authority including extension of the rule of the law. USAID programs under this DO constitute a major contribution to the broader USG interagency CSDI effort, the overall objective of which is to assist Colombia to implement its National Consolidation Plan. USAID programs support expansion of GOC state presence and authority in priority geographic areas, and assist national and sub-national government entities to effectively implement key national policies and programs to address root causes of conflict. This assistance includes short- and long-term income-generating activities, efforts to increase community cohesion and civic values, and support to local governments to build their capacities to effectively respond to the needs of their constituents by delivering basic services and guaranteeing formal land tenure and effective return of property rights to those affected by conflict. Consolidation’s goal is to put in place the capacity for small producers and municipal governments to be able to replicate the approach without USAID assistance.

DO 2: Impact of Conflict Mitigated for Target Vulnerable Populations

DO 2 aims to increase the capacity of target vulnerable populations to achieve sustainable livelihoods and withstand the impact of conflict. This goal is advanced through increasing conflict prevention efforts, improving the socio-economic conditions of conflict-affected communities, and enhancing the capacity of the government to move vulnerable populations out of poverty towards improved livelihoods. This DO focuses attention on preventing further victimization, displacement, recruitment, and discrimination. Through a variety of programs, USAID invests in provision of service packages to ensure that basic needs are met, including health, education, durable housing solutions, food security, psycho-social attention, sustainable income, and community and institutional strengthening. USAID further devotes significant attention to assist the GOC to develop, implement, and monitor the impact of the Victims’ Law and Land Restitution and other key policies, regulations, and systems specific to the needs of vulnerable populations. In particular, USAID supports the Victims Unit which is responsible for establishing local Victims Centers and getting them up and running, as well as strengthening and managing the Centers. These initiatives include support for Afro-Colombians, indigenous and ethnic minorities; prevention of

¹²⁵ Source: ADS

displacement, recruitment, re-victimization; protection; victim reparation; land tenure; and the development of criteria for measuring re-integration.

DO 3: Strengthened Democratic and Economic Governance and Respect for Human Rights

DO 3 is focused on strengthening democratic and economic governance, increasing access to justice, fostering greater political participation and more transparent elections, implementing effective public policies, strengthening labor unions, and promoting human rights. While notable advances have been achieved in these areas in the past several years, this DO seeks to further consolidate progress and align many efforts in support of Colombia Strategic Development Initiative (CSDI) which, in turn, supports the GOC's National Consolidation Plan. This requires work at both the national level and in the regions. This DO directly contributes to the Mission's overall goal of improving economic and social conditions of vulnerable Colombians with effective rights-based institutional presence.

DO 4: Threats to Biodiversity Reduced and Impacts from Climate Change Decreased

More than 40% of Colombia's territory has been declared an environmentally-protected area, including national parks, indigenous reservations, and Afro-Colombian collective lands. Natural resource-based livelihoods are a way of life for many vulnerable communities that live in and around Colombia's sensitive or protected ecosystems. These livelihoods and ecosystem conservation are both threatened by agents of environmental change, including deforestation, habitat conversion, overexploitation, invasive species, climate change, narco-trafficking, violence, and armed conflict. DO 4 works to eliminate or reduce the negative impacts on Colombia's biodiversity and ecosystem by using a "threats-based" approach to support the GOC. Under this approach, USAID works with the GOC, regional and local environmental institutions, and communities to do the following: strengthen environmental governance for the conservation of protected areas and ethnic territories; preserve, restore, or improve ecosystem services; ensure the environmental sustainability of natural resource-based livelihoods; mitigate or adapt to long-term impacts of climate change; and promote the use of renewable and clean energy.

OBJECTIVES

The gender analysis will address the following objectives:

- Identify the gender-based constraints to equitable participation and access of men and women to services in the USAID/Colombia sectors without focusing solely on specific programs/projects.
- Identify strategies and approaches USAID/Colombia can use to enhance the accessibility and equitability of its programs to both men and women.
- Analyze the potential impacts of the Mission's proposed strategic approaches on the status of men and women in Colombia, taking into consideration key variables.
- Assess key Government of Colombia (GOC) gender-related policies and programs, and identify opportunities for collaboration and mutual strengthening of gendered approaches between USAID and the GOC.
- Identify those gender issues that have the greatest potential impact on Colombia's economic development.

Keeping these objectives in mind, the gender analysis will produce a forward-looking document that

combines socio-economic and demographic analysis of the country from a gender perspective with the scope and aims of the anticipated Development Objectives (DOs) that the Mission plans to include in its strategy, which will guide its work during the next five years.

The Gender Analysis Report will include the following sections:

A. Overview

This section should provide a broad overview of the significant gender issues for Colombia at the macro level. It should provide a brief picture of the gendered social and political economy in the country, including reference to any international indices such as the WEF Global Gender Gap or UNDP Gender Inequality Index. It should also include a brief description of the policy environment and capacity to address gender gaps at the national and sub-national levels, including the GOC's gender action plan and commitments to international agreements (CEDAW, MDGs, etc.) as well as a snapshot of civil society's efforts to promote gender equality. It will also identify other donors who are active in Colombia on gender issues.

B. Cross-Cutting Issues

This section should cover over-arching and cross-cutting issues that warrant attention, such as armed conflict and post-conflict development, gender-based violence, trafficking in persons, land, indigenous women, disability, LGBT, and women's leadership (including efforts to strengthen government capacity to address gender equality/women's empowerment and meet international commitments).

C. Mission's Strategic Priorities and Associated Gender Analysis

This section will focus more specifically on the sectors and DOs in which USAID/Colombia is working.

For each DO described above in the Background section:

1. Provide detail on the gender constraints/disparities as they relate to the specific sector based on the existing programs and development objectives
2. What is the profile of women's participation/leadership in the main institutions and actors in this sector?

Based on the evidence in 1 and 2, provide examples of illustrative results and intermediate results for the Mission to consider in the ICS and CDCS, along with associated indicators for measuring and tracking results.

D. Incorporating the Findings into the ICS and CDCS

This section should propose illustrative steps for the Mission to implement the results of the country gender analysis in the ICS and CDCS, including steps to build the Mission's capacity to

address gender equality and women's empowerment. The section should cover the resources that may be required to strengthen the gender equality dimensions of the country program, including human resources, training needs, and additional planning/design tools, in light of other resources that exist in the country and mindful of a potential division of labor across donors. It also should identify potential constraints and how to cope with them, and be directly linked to the requirements of the Mission Order on Gender.

E. Conclusions

This section will provide a summary linking the findings from the analysis with the recommendations and proposed next steps for implementation.

F. Annexes

1. Bibliography
2. Basic concepts
3. Statement of Work
4. List of key informants
5. Gender experts and organizations in Colombia

APPROACHES USED FOR THE ANALYSIS

The various approaches that will be utilized in the gender analysis are detailed below.

1. Desk review for a Background Report: Comprehensive literature review of pertinent documents including: previous gender assessment, studies and assessments conducted by donors, non-governmental organizations (NGOs), host country government, and the local and international academic community; and b) USAID documents, including but not limited to, the Mission's current strategy, annual reports, strategic implementation plans, situation analyses, sector assessments, and evaluations;
2. Meetings with USAID staff, including the Program Office and technical staff from each DO team, the gender working group, and the gender focal points and/or champions in the Mission during the ICS and CDCS process to integrate the results of the background paper through discussions about the Mission's work in each program area, the questions they have for incorporating gender goals into possible development objectives, and expectations for and specific questions they would like answered in the gender analysis.
3. Discussions and interviews with key donors, NGOs active in gender-related areas, and GOC officials. The consultants will be expected to develop a list of key contacts and provide the list to USAID/Colombia;
4. Site visits on a selective basis to activities, when appropriate.
5. Meetings with the interagency such as Political, Narcotics Affairs and others on gender related programs and reporting.

DELIVERABLES

1. **Work plan/schedule:** A work plan/schedule is created in close-collaboration with the point of contact (a draft schedule is provided in Attachment 1 of the SOW).

2. Draft Gender Analysis:

- a) Presentation/Debriefing with key stakeholders in the Mission to highlight the over-arching gender issues and gaps as an update to the previous gender analysis (to be delivered before leaving country)
- b) USAID comments within 1 week on the content of the debrief.
- c) Draft Gender Analysis report that will follow the above outline to be delivered 3 weeks after USAID's comments.

3. **Final Gender Analysis Report:** The final gender analysis report will incorporate written comments from USAID and include a comprehensive annotated bibliography. The report should be no more than 30 pages, Times New Roman, 11 point font.

LEVEL OF EFFORT AND TIMING

The gender analysis will be completed in close collaboration with USAID and will begin with a telephone call to discuss and plan. The team will then conduct the literature review, identify key areas to update from the previous gender assessment, and prepare a work plan for USAID approval.

Once the international gender expert arrives in-country, the team (two people) will conduct an in-briefing with USAID and conduct interviews and field visits. The estimated time for these visits is two- to three weeks. Before the international gender expert departs Colombia, a debriefing will occur. USAID will have five working days to send any written comments from the debriefing.

In the interim, the gender team will work virtually to develop the draft gender analysis. The draft gender analysis will be delivered three weeks following the receipt of USAID/Colombia's comments.

Following the submission of the draft report, the local gender experts will conduct optional debriefings with the sector teams to discuss the findings and results. At the same time, the point of contact will consolidate the Mission comments. Given the requirements of the Gender Analysis to support the ICS and CDCS as an annex, the Mission may elect to extend this period of comment to ensure that any changes in priorities are thus conveyed to the team.

EXPERTISE REQUIRED

The gender analysis will require a team of four experts, including:

- 1. A social scientist/team leader with an advanced research degree in sociology, anthropology, political science, economics, or rural development. This expert must have a minimum of five years postgraduate

experience analyzing gender issues, preferably in Latin America. Prior experience in Colombia is highly desirable. Excellent English-language writing skills are required. This expert must possess computer skills in word processing and spreadsheets and must be knowledgeable about USAID programming policy and gender analysis requirements. The scientist/team leader will prepare the background paper, and assist in finalizing the Gender Analysis Report that will be included in the ICS and CDCS.

2. A social scientist with an advanced research degree in sociology, anthropology, political science, economics, or rural development. This expert must have a minimum of five years postgraduate experience analyzing gender issues, preferably in Latin America. Prior experience in Colombia is highly desirable. This expert must be knowledgeable about USAID programming policy and gender analysis requirements. The scientist will provide TA and make the presentations in the Mission.

3 & 4. Two Colombian social scientists with advanced degrees in a social science or the development field. These social scientists must have a minimum of three years of post-degree experience in gender analysis in Colombia. They must have knowledge of Colombian NGOs that address gender issues. Knowledge of GOC and state-level gender policies is required. One should be a specialist in GBV.

ADDITIONAL DOCUMENTS AND INFORMATION

USAID Gender Equality and Female Empowerment Policy

http://transition.usaid.gov/our_work/policy_planning_and_learning/documents/GenderEqualityPolicy.pdf

ANNEX F4: LIST OF KEY INFORMANTS

Organization	Organization, Program and/or Topic	POC	Date/Time
USG/USAID	Program Office	Cristina Drost Delma Bernal	11/27/2012, 10am
USG/USAID	Office of Democracy & Human Rights	Michele Guttman Lucy Malo Rodríguez	11/27/2012, 11am
USG/USAID	CELI Norte-Sur Montes de María Central	David Huertas, Edgar Prieto Marcela Chavez Corina Warfield	11/29/2012, 8am
USG/USAID	Afro Colombian and Indigenous Program (ACIP)	Danielle Spinard	11/29/2012, 9am
USG/USAID	Human Rights Program III	Don Chisholm	11/29/2012, 10am
USG/USAID	Resolution of Land and Natural Resources Conflicts in Colombia	Cristina Barrera	11/29/2012, 9am
USG/USAID	Royalties Management Program	Francisco Gonzalez	11/29/2012, 11am
USG/USAID	Access to Justice Program	Orlando Muñoz	11/29/2012, 11am
USG/USAID	Technical Officer	Ana María del Castillo	11/30/2012, 2pm
USG/USAID	Technical Officer	Thea Villate	11/30/2012, 2:30pm
USG/USAID	Conservation Landscapes	Ximena Garcia	11/29/2012, 11:30am
USG/Embassy	Political	Joseph Giblin	1/9/2013, 2pm
USG/Embassy	Econ	Andrea Aguilla	1/10/2013
USG/Embassy	Narcotics	Alex Tenny	1/10/2013
USG/Embassy	Public Affairs	Elia Tello	1/10/2013
USG/DOJ	Department of Justice programs	Gabriella Victoria	1/11/2013, 9am
GOC	Hon. Cámara de Representantes/Congreso de la República de Colombia Copresidenta de la Comisión de Paz del Congreso/Women's Caucus	Angela Maria Robledo Gomez	12/6/2012, 9am
GOC	Alta Consejería Para la Equidad de la Mujer	Luz Janeth Forero	12/12/2012, 8am
GOC	Acción Social- Departamento para la Prosperidad Social	Juliana Chavez Juan Cortes	12/7/2012, 2:30pm
GOC	Subcomité de enfoque diferencial de la Unidad de Víctimas	Diana Ahumada	12/13/2012, 2pm
GOC	Education Secretary of Bogotá	Patricia Buriticá	11/16/2012, 3:30pm
GOC	Comisión de Género y Justicia. Rama de Justicia	Lucia Arbeláez. Ex magistrada Consejo Superior	12/5/2012, 9am
GOC	Ministry of Justice	Juliana Bazzani	12/11/2012, 2pm

Organization	Organization, Program and/or Topic	POC	Date/Time
GOC	Departamento de Planeación Nacional – Dirección de Justicia y Seguridad	Nathaly Méndez	12/11/2012, 9am
GOC	Ministerio de Agricultura y Desarrollo Rural	Gabriela Muñoz Gómez	12/11/2012, 9am
GOC	ICBF	Rocio Wilches	12/13/2012, 2:30pm
GOC	Programa Unidad de Restitución de Tierras	Sandra Zorio	12/11/2012, 2pm
GOC	INCODER	Angela Ospina	12/14/2012, 8:30am
GOC	INCODER	Emilia Casas	11/29/2012, 2:30pm
GOC	Policía Nacional	Teniente Coronel Marcel Casas Esmeralda Loayza William López	12/11/2012, 12:00noon
GOC	Fiscalía	Deicy Jaramillo Rivera	12/4/2012
GOC	Alcaldía Municipal Quibdó	Mirla Valencia	12/10/2012, 2pm
International Donor/Organization GIZ	Programs	Jaime Andrés Gómez	12/6/2012, 2pm
International Donor/Organization OIM	IDPs	Beatriz Helena Gutierrez	12/7/2012, 9am
International Donor/Organization OIM	TIP	Carolina Lopez la Verde	12/7/2012, 10:30am
AECOM	Public Policy Program	Patricia Henao	12/12/2012, 8:30am
ACDI/VOCA	Afro Colombian and Indigenous Program	Sonia Rodríguez	12/4/2012, 11am
ACDI/VOCA	Quibdó, ACIP	Waldistrudis Hurtado	12/7/2012, 9:30am
ACDI/VOCA	Quibdó, ACIP	Armando Cuesta	12/10/2012, 11am
Casa de la Mujer	Civil Society programs	Nicolás López	11/28/2012, 6pm
Central Unitaria de Trabajadores	Unions	Ligia Inés Alzate	12/3/2012, 6pm
Chemonics International	Human Rights Program III	Tatiana Olarte	12/5/2012, 2pm
Chemonics International	Bioredd+	Helena Andrade	12/5/2012, 3pm
Chemonics International	Bioredd+/Climate Change	Juan Andrés Silva	1/11/2013
Consejo Comunicatrio Mayor de la Asociación Campesina Integral del Atrato (COCOMACIA)	Field Visit to discuss conflict and gender	Willinton Murillo Rosmira Salas Osvaldo Palacio Vanessa Rivas Luz Adones Mena Julia Justina Mena Justa Mena	12/10/2012
ENDA América Latina	Environment	Myriam Gutiérrez	12/10/2012, 2pm
Federación de Mujeres Campesinas de Cundinamarca	Civil Society programs	Alexandra Rodríguez	11/20/2012, 5pm
Fondo Patrimonio Natural	Conservation Landscapes	In'es Cavelier	1/9/2012

Organization	Organization, Program and/or Topic	POC	Date/Time
Fondo para el medio ambiente y la niñez	Environmental informant	Juana Camacho	12/3/2012, 8am
Fundac. Fundación de Apoyo Comunitario	Civil Society programs	Ayde Rodriguez	11/29/2012, 2pm
Fundación de las Mujeres del Mundo ANNA PERNNA	Civil Society programs	Jenny de la Torre, Carmiña Cruz	12/4/2012, 9am
Fundación Tropenbos	Civil Society programs	Carlos Rodríguez Clara Hernandez	11/30/2012, 12:00noon
Mercy Corps	Land and natural resources	M&E Program	10/1/2012
Si Mujer	Civil Society programs	Valeria Everle	12/3/2012, 7pm
TetraTech	Clean Energy	Catalina Álvarez	1/10/2013

ANNEX F5: GENDER EXPERTS AND ORGANIZATIONS IN COLOMBIA

This annex includes a selection of civil society organizations in Colombia recognized by the *Alta Consejería Presidencial*¹²⁶ as experts and other organizations that were interviewed are noted with an asterisk. Organizations focused on gender-based violence with an existing partnership with USAID or relevant programs include an additional description.

Organization	City
AFRODES (Afrodescendientes)	BOGOTÁ
AMUAFROC ASOCIACIÓN DE MUJERES AFROCOLOMBIANAS	BOGOTÁ
ANMUCIC ASOCIACIÓN NACIONAL DE MUJERES CAMPESINAS E INDÍGENAS DE COLOMBIA	BOGOTÁ
APOYAR FUNDACIÓN APOYAR	BOGOTÁ
ASESORÍAS PARA LA PREVENCIÓN DE LA VIOLENCIA INTRAFAMILIAR Y SEXUAL	MEDELLIN
ASOCIACION AMAR	BOGOTÁ
ASOCIACIÓN DEPARTAMENTAL DE MUJERES CAMPESINAS, NEGRAS E INDÍGENAS DE CALDAS COLOMBIA	MANIZALES
ASOCIACION NACIONAL DE AYUDA SOLIDARIA	BOGOTÁ
ASOCIACION ORGANIZACION POPULAR DE VIVIENDA Y BIENESTAR SOCIAL	BARRANQUILLA
ASOCIACIÓN TEJITENJO	Tenjo
ASODEMUC ASOCIACIÓN DE MUJERES POR LA PAZ Y LA DEFENSA DE LOS DERECHOS DE LA MUJER COLOMBIANA	BOGOTÁ
*CASA DE LA MUJER <i>La Casa de la Mujer</i> (The House for Women) –has a project, “Constructing paths of dignity and peace originating with women,” which develops strategies to create access for women who are victims of violence to the rights of truth, justice, reparations, and no repetition of violence. This project is being implemented in Antioquia, Bolívar, Chocó, Valle del Cauca, Nariño, Cauca, Putumayo, Bogotá, Meta, Caldas, and Santander. La Casa implements activities related to training, information, psycho-social and judicial counseling, litigation, and political impacts.	BOGOTÁ
CASA DE LA MUJER TRABAJADORA - CUT	BOGOTÁ
CASA DE LA MUJER SUBA	BOGOTÁ
CASA DE LA MUJER TRABAJADORA CUT	BOGOTÁ
CODHES (Consultoría para los Derechos Humanos y el Desplazamiento)	BOGOTÁ
*COMISIÓN DE GÉNERO Y JUSTICIA	BOGOTÁ
COMISIÓN COLOMBIANA DE JURISTAS	BOGOTÁ
COMITÉ INTERNACIONAL CRUZ ROJA	
COMITÉ PERMANENTE POR DD.HH	BOGOTÁ
CONSENSO DE MUJERES BARCO DE LA PAZ	BOGOTÁ
COORDINADORA GESTIÓN INTERNACIONAL CASA DE LA MUJER	
ASOCIACION CORMUJER	BOGOTÁ

¹²⁶ <http://www.equidadmujer.gov.co/Consejeria/Paginas/Asociaciones-Mujeres.aspx>

Organization	City
<p>*LA CORPORACIÓN HUMANAS</p> <p>La Corporación Humanas has developed a series of training modules related to the application of Law 1257 and related regulatory decrees. In addition the organization participates in the development of public policies directed at protecting the rights of women and victims of violence.</p>	BOGOTÁ
CORPORACIÓN MUJERES & ECONOMÍA	BOGOTÁ
CORPORACIÓN METROPOLITANA DE COMUNIDADES NEGRAS – AFROMETROPOLITANAS	MEDELLIN
CUT (CASA DE LA MUJER TRABAJADORA)	
MUJERES AUTORAS DE PAZ - MAAP	BOGOTÁ
ECOMUJER	BOGOTÁ
FEDERACION NACIONAL DE CAFETEROS DE COLOMBIA	BOGOTÁ
<p>*FEDERACIÓN DE MUJERES CAMPESINAS DE CUNDINAMARCA</p> <p><i>FEDEMUC</i> (The Federation of Rural Women of Cundinamarca) –works to promote the political empowerment of women in the Department of Cundinamarca and the municipalities. FEDEMUC’s main goal is to promote the 1257 Law and its articles by working with legislative bodies (municipal councils) to promote institutional actions that seek to prevent, mitigate, and protect women who are victims of violence, especially in rural areas.</p>	CUNDINAMARCA
FONDO PARA LA IGUALDAD DE GÉNERO ACDI	BOGOTÁ
(FUNDACIÓN DE LAS MUJERES DEL MUNDO	BOGOTÁ
FUNDACIÓN DIÁLOGO MUJER	
FUNDACIÓN EQUIDAD PARA LA MUJER	
FUNDACIÓN HOY POR TI – MUJERES EMPRENDEDORAS Y EMPRESARIAS COLOMBIANAS	BOGOTÁ
FUNDACIÓN MUJER & PAZ TEJEDORAS PARA LA PAZ	BOGOTÁ
FUNDACION MUJER SIGLO XXI	CALI
FUNDACION MUJERES CAMINANDO JUNTAS	CALI
FUNDACIÓN MUJERES DE ÉXITO	BOGOTÁ
FUNDACIÓN MUJERES POR LA DEMOCRACIA	
FUNDACION PARA EL DESARROLLO DE BOYACA	TUNJA
<p>*LA FUNDACIÓN DE APOYO COMUNITARIO EN BOGOTÁ</p> <p><i>FUNDAC</i> (The Foundation for Community Services in Bogotá) – an organization of community educators that has been working for nine years with a model of prevention and attention to victims of violence. The organization has found that when women look for help it is usually when the situation is recurrent and unbearable. There is a great distance between women and the institutions that provide services to victims of violence, thus there is a need for more channels to connect the institutions to the daily lives of women. FUNDAC is implementing a strategy called “Women Listen” that trains kindergarten teachers to be community educators who can provide support to women who are mistreated to access institutions where they can receive attention and to follow-up with these cases.</p>	BOGOTÁ
<p>*FUNDACION SI MUJER</p> <p><i>La Fundación Sí Mujer</i> has developed a great deal of experience in providing integrated attention to victims of sexual violence. This attention includes doctors, psychologists, and legal counselors. The organization provides services to men and women of all ages; however, the majority of the cases are young women, boys and girls.</p>	Cali

Organization	City
(FUNDACIÓN TROPENBOS	BOGOTÁ
MADRE CABEZA DE HOGAR	Quibdó
MESA DE TRABAJO MUJER Y ECONOMIA	BOGOTÁ
MESA DEARTAMENTAL MUJER Y GÉNERO	Tocancipá
MESA MUJER Y GÉNERO	BOGOTÁ
MOVIMIENTO POPULAR MUJERES	BOGOTÁ
MUJER Y HABITAT	
MUJERES CREADORAS DE PAZ	BOGOTÁ
MUJERES PAZIFICAS DE CALI	CALI
MUJERES POR UNA VIDA DIGNA	Quibdó
OBSERVATORIO DE MUJERES Y PARTICIPACIÓN POLÍTICA	BOGOTÁ
OBSERVATORIO DE MUJERES Y PARTICIPACIÓN POLÍTICA- HUMANA	BOGOTÁ
ONG PARA LA DEFENSA DE LA MUJER Y LA FAMILIA	SANTA MARÍA (BOYACÁ)
ONG ASOCIACION DE MUJERES URBANAS Y CAMPESINAS DE VILLA DEL ROSARIO	VILLA DEL ROSARIO
ONIC (Organizacion Nacional Indigena de Colombia)	
ORGANIZACIÓN AFROCOLOMBIANA	BOGOTÁ
ORGANIZACIÓN DE MUJERES AFROCOLOMBIANAS	BOGOTÁ
RED DE MUJERES AFROCOLOMBIANAS	BOGOTÁ
RED DE MUJERES JOVENES DE LA REGIÓN CARIBE	CARTAGENA
RED DE MUJERES REGION CARIBE	SAN ANDRÉS
RED DECIDE MUJER	
RED MUJER Y HÁBITAT	BOGOTÁ
RED NACIONAL DE MUJERES	
RED NACIONAL DE MUJERES GRUPO DE APOYO PEDAGÓGICO	BOGOTÁ
RED NACIONAL DE MUJERES AFRO COLOMBIANAS	
RED NACIONAL DE MUJERES CRISTIANAS DE LA COMISIÓN DE RESTAURACIÓN VIDA Y PAZ DE CEDECOL	BOGOTÁ
RED NACIONAL DE MUJERES CRISTIANAS DE LA COMISIÓN DE RESTAURACIÓN VIDA Y PAZ DE CEDECOL	BOGOTÁ
RED NACIONAL MUJERES AFRO COLOMBIANAS	
RUTA PACÍFICA DE MUJERES	BOGOTÁ
*SISMA MUJER	BOGOTÁ
SOYMUJER	Popayán

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For more information, contact:

Monitoring & Evaluation Program
Carrera 18 No. 86 A 14, Piso 3
Bogotá, Colombia
57(1) 638-6215

DevTech Systems, Inc.
1700 North Moore St.
Suite 1720
Arlington, Virginia 22209
703-312-6038
www.devtechsys.com