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GENDER ASSESSMENT

USAID/COLOMBIA

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GENDER ASSESSMENT USAID/COLOMBIA

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LIST OF ACRONYMS AND ABBREVIATIONS

AD	alternative development
ADAM	<i>Áreas de Desarrollo Alternativo Municipal</i>
ADR	alternative dispute resolution
ADS	Automated Directives System (USAID)
AUC	<i>Autodefensas Unidas de Colombia</i>
CIAT	<i>Comité Inter-Institucional de Alertas Tempranas</i>
CRO	<i>Centros de Referencia y Oportunidad Juvenil</i>
DR	demobilization and reintegration
EWS	Early Warning System (<i>also SAT</i>)
FSN	Foreign Service National
FTE	Full-time Equivalent
GOC	government of Colombia
IDP	internally displaced persons/populations
INCODER	<i>Instituto Colombiano de Desarrollo Rural</i>
IOM	International Organization for Migration
LAPOP	Latin American Public Opinion Project
MIDAS	<i>Más Inversión para el Desarrollo Alternativo Sostenible</i>
Mission	USAID/Colombia Mission
NGO	non-governmental organization
OAS	Organization of American States
PMP	Performance Monitoring Plan (USAID)
RFA	Request for Application (USAID)
RFP	Request for Proposal (USAID)
SAME	<i>Sistema de Acompañamiento, Monitoreo y Evaluación</i>
SAT	<i>Sistema de Alertas Tempranas (also EWS)</i>
SENA	<i>Servicio Nacional de Aprendizaje</i>
SO	Strategic Objective
SOW	Scope of Work
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development

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In addition, we had the pleasure of meeting and talking with numerous partner and implementing organizations, governmental officials, and other individuals concerned with gender issues confronting Colombia, and open to discussions and providing opinions and suggestions for the team. Nancy Hardy, Supervisory Program Officer, graciously opened her home in a reception for the team and many individuals and organizational representatives, at which valuable contacts were made and ideas shared. All of this openness, collaboration, and assistance greatly facilitated and contributed to the completion of this study, and for that the team extends its gratitude. We hope that the Mission finds the team's observations, suggestions, and this final report useful in achieving a greater degree of gender integration into the Mission's programs, both present and future.

EXECUTIVE SUMMARY

The Gender Assessment for USAID/Colombia was prepared in anticipation of the 2007 Operational Plan. The Mission asked that the assessment focus on gender in relation to the armed conflict and its effects, in five programming areas: justice, human rights (with emphasis on domestic violence), alternative development, internally displaced populations, and demobilization and reintegration of ex-combatants. The assessment provides an analysis of gender relations and potential constraints in each program area, and recommendations on how the Mission might address issues of gender and conflict within these programs.

Social relationships in Colombia, including those defined by gender, are circumscribed by the ongoing conflict. The conflict is reflected in basic demographic characteristics, an increasing proportion of female-headed households, and persistent poverty, especially in rural areas. At the same time, it has resulted in an increase in women's public roles and the emergence of civil society organizations and networks to advocate for peace, reconciliation, reparation, and human rights.

The conflict also has contributed to a substantial increase in violence against women and children, along with shifts in traditional gender roles. Gender roles and relationships in Afro-Colombian and indigenous communities are not necessarily the same as those in the dominant culture. Minority men and women face discrimination and victimization in various arenas – ethnic, geographic, economic and gender.

Gender Considerations and Recommendations in Justice Programs

In the multi-faceted justice program, opportunities for addressing gender concerns are most prominent in activities promoting access to justice and civil society involvement. To a great extent, the legal framework in Colombia requires gender equality and protection of vulnerable groups. Judicial training and policies have begun to reflect attention to gender concerns, and a significant working group of magistrates has formed recently to focus on gender issues.

Problems that disproportionately affect women permeate the operation of justice systems, implementation of laws, and access to justice generally. Justice systems function most poorly in areas of vulnerable populations and conflict. In rural areas, the biggest problem is lack of coverage and incapacity; in urban areas, duplication of services and lack of coordination are major challenges. Insensitivity to gender issues is prevalent, particularly among initial intake personnel, a point at which women are especially vulnerable to intimidation and easily discouraged from pursuing their claims.

Substantial gender-based challenges confront the alternative dispute resolution (ADR) component of the USAID/Colombia program, most visible in the *Casas de Justicia*. Although Colombian statutes require conciliation in most domestic violence cases, such processes are rarely appropriate, effective, or enforceable, and often subject the victim to further risk. Family and domestic disputes present inherent situations of gender-related power imbalance, and “conciliated” agreements may not reflect free will or true consent. Follow-up and enforcement to ensure compliance with such agreements is essentially non-existent. The vast majority of “conciliated” domestic violence and child support cases are followed by repetition of the offense. A woman may seek services another time or two, and then give up. This pattern marginalizes women in the justice system, while providing misleading statistics indicating that services were rendered and cases resolved.

A final major issue concerns the promotion of indigenous tribunals and practices, and potential conflicts with gender considerations and justice. Indigenous dispute resolution mechanisms may be

antithetical to gender concerns and the rights of women, and may not adequately sanction domestic violence, sexual abuse or other abusive practices.

The following recommendations are presented:

- Provide training and technical assistance to justice sector personnel, especially at the community level.
- Pursue modifications to the Criminal Code and Criminal Procedures Code to re-establish the legal significance and judicial status of domestic violence as a crime and remove it from mandatory conciliation requirements.
- Study the impact of the *Casas de Justicia* on clients, focusing on gender issues.
- Pursue options for sanctions, enforcement, and support for victims of domestic violence in the event of noncompliance with informal conciliated agreements.
- Identify major international actors and local NGOs to coordinate efforts, especially on justice and human rights issues in rural areas.
- Support battered women's shelters and domestic violence service centers.
- Before promoting indigenous dispute resolution systems, conduct a study to examine the intersection between gender and ethnic concerns.
- Consider USAID support for collection of disaggregated judicial statistics through the Judicial Council, and assistance to the magistrates' gender group.

Gender Considerations and Recommendations in Human Rights Programs

The human rights program focuses on "fundamental rights" affected by the armed conflict in terms of prevention, protection, and response to human rights violations or threats. Gender appears most prominently as a concern in the area of "protection."

USAID/Colombia supports an Early Warning System (EWS) to monitor conflict areas and avoid large-scale community human rights abuses. UNIFEM has sponsored field tests of indicators for the EWS to prevent gender-based violence evolving from the conflict. Regular collection and analysis of EWS gender indicators would be valuable, but the capacity of the system is limited. It is equally important to make local authorities and NGOs aware of abuse targeted at women and how to handle sexual and domestic violence allegations.

Another component of the program promotes victims' rights to truth, justice and reparations through implementation of the 2005 Justice and Peace Law, whereby victims may denounce their victimizers and make claims for reparations. To date, over 90% of the claimants have been women. Most women filing claims are highly traumatized and have few resources. While they are encouraged to publicly assert their claims, only minimal assistance has been made available to victims. Women making public allegations undergo additional trauma and risk of retaliation, without the prospect of meaningful assistance or security. The result is disillusionment, despair, and double-victimization.

The following recommendations are presented:

- Identify and incorporate a few targeted gender indicators into the EWS.

- Require the collection and compilation of statistics disaggregated by sex in human rights “observatories” and national and local human rights plans.
- Provide training and technical assistance to personnel who respond to complaints from women asserting human rights violations and pursuing legal claims.
- Support the coordination and oversight of government assistance for victims of domestic or sexual violence, as mandated for claims under the Justice and Peace Law.
- Explore support for the creation of witness protection programs to guarantee the security of women and men pursuing claims under the Justice and Peace Law.
- Support human rights NGOs and networks that have a gender focus.
- Examine issues and intersections of ethnic and indigenous human rights concerns and practices, and gender considerations, to design appropriate programming.
- In a pilot area with a large displaced population, study the patterns of domestic and sexual violence to identify human rights and access issues.
- Focus on follow-through services and in-depth assistance to victims of domestic and sexual violence, especially resulting from the conflict.

Gender Considerations and Recommendations in Alternative Development

A new phase of the alternative development (AD) program was initiated in late 2005, to strengthen the private sector economy and increase employment and income opportunities in licit activities. Both of the central projects, MIDAS (*Más Inversión para el Desarrollo Alternativo Sostenible* or More Investment for Sustainable Alternative Development) and ADAM (*Áreas de Desarrollo Alternativo Municipal* or Areas of Municipal Alternative Development), have a mandate to serve vulnerable groups, and programmatically, gender issues – especially women’s issues – have been considered primarily within this context.

In working with vulnerable populations, attention to gender, ethnicity, and regional variation is crucial. At the same time, the analysis of gender issues in the AD programs goes beyond and subsumes issues associated with vulnerable populations. No aspect of these large and complex projects can be considered “gender neutral.” Failure to take account of gender relations may compromise the results of the activities and contribute to tensions in communities and households. To be effective, the analysis of gender relations in the AD projects should be activity-specific. Each location presents a distinct configuration of social characteristics and targets, and the gender-based constraints and opportunities need to be identified in this context.

Central topics to be considered in the gender analysis of activities include:

- The characteristics of the workforce in the region in terms of composition, skills, experience and resources, the differences in these factors for men and women, and the potential impact of these characteristics and the gender differences on income-generating programs.
- In the context of the value chain of economic activities, analysis of the relative roles of men and women at various points in the production, processing and marketing of the selected commodity, and potential opportunities.
- In high-value agriculture, consideration of the gender- and ethnicity-based constraints that may affect participation in the targeted producer associations.

- In economic policy, particularly in terms of land tenure policies, consideration of the differential constraints and impacts for men and women.
- The emerging activism of women at the community level in the context of the conflict and their potential role in strengthening local communities and civil society.

The following recommendations are presented:

- Articulate a precise gender integration policy and action plan for contractors.
- Integrate gender in AD activities at three points: (1) gender analysis in preparation of the activity proposal; (2) process indicators to track gender factors in activity monitoring and reporting; (3) consideration of the results of the gender analysis in approval or disapproval of each activity proposal.
- Include social variables as criteria in the assessment of proposals submitted to MIDAS by private sector firms.
- Recruit and ensure the inclusion of men, women, and representatives of diverse community groups in all committees, councils, and initiatives focused on municipal development in the ADAM project.
- Include a gender advisor to work closely with the economic policy component of MIDAS to examine proposed legislation for potential gender bias.

Gender Considerations and Recommendations for Programs for Internally Displaced Populations

In Colombia, the forced displacement of over three million people has resulted in major demographic and territorial changes with social, economic and cultural consequences. USAID supports the Colombian government in its programs for displaced people through income generation, housing, and social services. Consideration of gender, age, ethnic, and regional differences within the displaced and vulnerable communities is necessary to understand the impact of forced displacement and to improve the effectiveness and coverage of services.

The situation of displaced women and children is especially difficult. The most visible and alarming problems are the high rates of domestic and sexual violence in temporary shelters and receiving neighborhoods. Girls and young women, as well as women who have become heads of households because of the conflict, are especially vulnerable to sexual crimes and exploitation.

The armed conflict also may create flexibility in gender roles. In urban centers, the skills of rural women are more easily translated to informal employment than those of rural men. Women's increased access to income may foster more independence and control in their households; unfortunately, it also may lead to increased domestic violence as men seek to re-assert family dominance. Gender differences also may be a factor in programs to reconstruct local communities. As women become more independent and gain income they may take a more active interest in community relations, while men, who are unable to support their families, may withdraw from this arena.

The following recommendations are presented:

- Make women's security a primary consideration in all program design.

- Consider programs to educate men and boys in conflict resolution, gender equity, and values of solidarity and respect to combat violence against women, perhaps in combination with job and skills training for the urban environment.
- Provide gender-sensitivity training for staff working in IDP communities.
- Include individual and group therapeutic counseling and psychosocial sessions, as well as literacy classes, with vocational training and job placement programs.
- Require quarterly analysis and reports on indicators of participation and results for population sub-groups defined by sex, age, ethnicity, and geographic region.

Gender Considerations and Recommendations for Demobilization and Reintegration Programs

USAID supports the government demobilization process through implementation of legislation, operation of registration centers, and maintenance of a tracking and monitoring system. Gender issues relating to male and female ex-combatants, and the broader gender issues arising from family and community reintegration, have been addressed only minimally. Most ex-combatants (90 percent) are men. The most visible gender issue in the reintegration process is the strained and sometimes violent relationship between male ex-combatants and their wives or partners.

Programs to incorporate ex-combatants into the licit economy are a priority for successful reintegration. In addition to providing job training and assistance in job placement, however, the program also needs to deal with the stigma attached to returning combatants, especially women.

Among child combatants, programs initially must address high levels of promiscuity, violent behavior, interpersonal conflicts, and substance abuse. Significant positive results for demobilized youth could be achieved through training programs about gender roles and healthy and respectful relationships between boys and girls.

The following recommendations are presented:

- Arrange gender training for implementers, government staff, and others who provide services to former combatants.
- Provide training to male ex-combatants (adult and youth) on anger management, conflict resolution, gender-based violence, and violence prevention.
- Increase programs for the wives and families of male ex-combatants. Work with civil society organizations to monitor the effects on communities.
- Continue support to the National Reparation and Reconciliation Commission through the work of the female commissioners, the Gender Unit of the Commission, and a possible fund to assist victims to participate in hearings.
- Educate ex-combatants during the registration process about HIV/AIDS and appropriate methods to prevent infection.

Monitoring Progress

Monitoring is central to gender integration in development projects not explicitly defined to increase gender equality. Three sets of suggestions are offered for monitoring the effect of gender relations on project results and on the relative status of women:

- Sex-disaggregated data from people-level standard indicators should be analyzed to identify differences in outcomes between men and women, their significance, and whether mitigating measures are necessary.
- Specific “custom” or process indicators should be developed for inclusion in the project monitoring database, based on the gender assessment.
- USAID projects should carry out the small-scale evaluations identified in the assessment for specific, well-defined gender issues. The need for additional discrete, rapid assessments may emerge during project implementation.

Next Steps for the Mission

The next step for the Mission is to establish mechanisms to formalize the gender integration process in its portfolio. These mechanisms will provide the platform to set priorities in responding to the recommendations in the assessment and to respond to other gender issues as the projects evolve.

Integration of gender considerations in programming implies that gender factors are woven into each step in the programming process. The Mission should identify the mechanisms for each step, including oversight and approval, as well as the provision of resources for technical assistance and training.

The Mission should develop a Gender Action Plan to specify the terms of the Mission commitment to gender integration and identify concrete actions, targets, and a timetable for implementation. The implications of the plan for each program area should be explicitly communicated to USAID partners.

The Mission also may wish to consider issuing a Mission Order to add legitimacy to the commitment. Another option is to establish a process for formal periodic reporting on the initiatives, achievements and findings in gender integration within each sector.

Finally, the Mission may wish to establish a coordinated approach to the cross-cutting issue of gender-based violence and security, since it appears as a central gender issue across program areas.

I. INTRODUCTION

USAID/Colombia's support for Plan Colombia began in 2000 through an assistance strategy focusing on the sustainable reduction of illicit crops and the promotion of peace in the country. That strategy, extended for fiscal years 2006-2008, has been revised and tailored to concentrate on prevention of the underlying social problems that cause or contribute to the dual threats of illegal narcotics and terrorism. The revised strategy emphasizes program cohesion and interrelationships, geographic and regional concentration, and increased Colombian ownership and sustainability of program activities ("Colombianization"). To date, however, USAID/Colombia lacks a Mission-wide gender strategy; gender considerations in existing and planned programs have thus far been limited to certain activities without any overarching gender context.

New program plans and activities are being designed and developed in this early stage of the strategy extension, and the time is propitious for identifying and incorporating activities that address gender in a more strategic, cross-cutting manner. Toward that end, the Mission requested completion of a gender assessment. The purpose of a gender assessment is to provide an overview of key gender issues and to recommend how the Mission might address these issues and achieve greater gender integration in its programs. The Scope of Work (SOW) designated the following programming areas and activities for inclusion in this assessment, all within the specific contextual framework of gender and its relationship to the armed conflict and its effects: justice, human rights (with emphasis on domestic violence), internally-displaced populations, demobilization and reintegration of ex-combatants, and alternative development to drug cultivation and other illicit economic activities. The SOW seeks recommendations on how the Mission might address issues of gender and conflict within its programs, but does not call for a full or detailed program design and anticipates the necessity for further gender analyses.

Gender analysis and integration in USAID programs focus on two main areas of inquiry:

1. How will gender relations affect the achievement of the program results?
2. How will the program results affect the relative status of men and women?

This assessment was conducted by a team of three consultants: J. Michèle Guttmann (Albuquerque, New Mexico), and Catalina Rojas (Bogotá, Colombia and Washington, D.C.), with assistance from Virginia Lambert (Washington, D.C.). Field work was completed over an approximate two-week period in December 2006.

This assessment report addresses gender issues relevant to programs in both current and contemplated strategies of USAID/Colombia. It is intended to be a starting point for an ongoing process to integrate gender into the Mission's strategic planning and program design. Dramatic and sudden programming changes are neither required nor encouraged. Rather, gender integration should be viewed and treated as a continuous process of education, awareness, analysis, and tailoring of activities over the life of the strategy.

The report first reviews the basic concept of and requirements for gender integration in USAID. That section is followed by a brief overview of gender relations and issues in Colombia, specifically within the context of the armed conflict. The report then reviews each of the five programming areas specified in the SOW and provides recommendations as to each for gender integration.

Finally, the report presents ideas for monitoring progress, and suggests further steps for integrating gender in the Mission's upcoming strategy period and proposed programs.

The SOW for this assessment is attached as Annex A to this report. The report and the team's recommendations are based on meetings with Mission staff members, site visits, interviews with government officials, donors, NGOs, academics, USAID/Colombia implementing partners, beneficiaries, and others (see Annex B), along with a review of background materials and documents. Annex C is a reference list of Colombian resources and NGOs working on gender issues.

II. INCORPORATING GENDER IN USAID PROGRAMS

The integration of gender considerations in development entails an understanding of the relationship between men and women in society in terms of the roles they play, which are both different and interdependent, and of the relationships of power between them and their differential access to resources. Both aspects of this relationship are important in applying gender analysis to development: different but interdependent roles, and relations of power and access to resources between men and women.

Gender refers to “the economic, social, political and cultural attributes and opportunities associated with being male and female.”¹

From the point of view of development programming, gender integration is concerned with **the impact of these relationships on program results**, and on **the impact of the program on the relative status of men and women**. The point is to look for the implications of any program or policy for men and women, and to incorporate the needs and experiences of women and men as an integral part of the program design, implementation and monitoring.

Gender integration usually – but not always – involves a focus on women because women almost always are in a subordinate position in society. USAID pays attention to gender not only because gender affects program results, but also to promote gender equality and empowerment of women.

Gender integration means taking account of both the differences and the inequalities between men and women in program planning, implementing, and assessing. ... Experience has shown that sustainable changes are not realized through activities focused on women alone.

Gender analysis refers to the socio-economic methodologies that identify and interpret the consequences of gender differences and relations for achieving development objectives. [An examination of gender differences and relations cannot be isolated from the broader social context.] Differential access to and control over resources (land, labor, capital, information, knowledge, institutions, social networks) is an essential component of the analysis, as is the comparative participation of men and women in the exercise of power and decision-making. Collection of sex-disaggregated quantitative and qualitative data

¹ Development Assistance Committee, Guidelines for Gender Equality and Women's Empowerment in Development Cooperation. OECD: Paris (1998).

provides the empirical foundation for assessing potential impact of gender relations on the program, and the relative benefits to men and women.²

An important aspect of gender analysis for a society living with internal armed conflict is the fluid nature and definitions of gender roles and relationships. Learning what it means to be a girl or boy is an integral part of childhood socialization, and gender roles are fundamental building blocks of social relationships. The stress and changing conditions resulting from armed conflict require adjustment of social norms for men and women as circumstances evolve and new demands emerge; modifications of such essential roles and relationships often encounter resistance, and create new sets of problems.

USAID focuses on gender considerations throughout the programming process and specifically with respect to the following steps:

- Strategic and Operational Planning;
- Performance Monitoring Systems;
- Activity Design and Activity Approval Documents;
- Issuance of Requests for Proposals (RFPs) and Requests for Applications (RFAs).

The present report is a program-wide technical analysis and assessment intended as a basis to identify the dimensions and indicators of gender relations in each program area as the Mission begins implementing its new strategy. It is not a stand-alone document. Gender integration requires gender analysis as a part of each sectoral assessment. This report constitutes only a baseline reference document highlighting major issues and considerations – a broad overview of the status of women in Colombia in the context of the armed conflict. The analysis and recommendations can serve as an initial guide for the Mission to meet activity-level gender requirements, define indicators, and prepare a Gender Action Plan.

III. OVERVIEW OF GENDER AND CONFLICT IN COLOMBIA

Social relationships in Colombia, including those defined by gender, are circumscribed by the ongoing conflict. Women comprise 52% of the population, in part as a result of the disproportionate toll of the conflict on men. Likewise, the proportion of households headed by women is growing (from 24% in 1991 to 30% in 2002), increasing the burden on women to maintain and care for dependent children and the elderly.³ The gender analysis for USAID/Colombia focuses not only on issues related to social and economic development, but also on their interrelationship with conflict.

As elsewhere in the region, employment rates for women in Colombia have increased over the past 30 years much more rapidly than the rates for men and, as a result, the difference between men and women in labor force participation has narrowed. These higher rates reflect both disproportionate growth in positions normally held by women and increase in the demand among women for jobs and income. The informal economy is responsible for a large part of growth in jobs held by women. At the same time, women face higher levels of un-/under-employment than men.

² ADS Guide to Gender Integration and Analysis, Appendix I (Glossary of Key Concepts).

³ Lara, Silvia. “Las Metas del Milenio y la Igualdad de Género. El Caso de Colombia.” CEPAL Unidad de Mujer y Desarrollo, Santiago de Chile (Sept. 2006) at 33.

Levels of schooling for girls are marginally higher than for boys. In 2002, only 2% of the school-age population was not enrolled in school (2.6% of boys, and 1.5% of girls). Sixteen percent of those starting school, dropped out without completing elementary school; the majority of these dropouts were boys. In spite of higher education levels, however, average earnings for women are, overall, 77% of the average earnings of men. The disparity is found across all levels of educational achievement. As elsewhere, the discrepancy in earnings is attributed in large part to segregation in the labor market. Men and women hold different types of jobs; jobs in which women predominate are lower paying than jobs held mostly by men. Another factor affecting the difference in annual earnings is that women are more likely than men to be in part-time or seasonal work. Women are less likely than men to own productive capital and property, and therefore more likely restricted in access to credit and financing for self-employment.

Both issues – unemployment and the discrepancy between men and women in average earnings – have been exacerbated during the last decade by the effects of the conflict, and the negative impact of these issues on household well-being and standards of living is growing. While the Colombian economy continues to expand at a modest rate, the growth has not been sufficient to create enough jobs to accommodate new entrants to the labor market and to counter the increase in the number and proportion of households living in poverty. Women and young people generally are affected by this downturn before men.

Both levels of unemployment and the amount of time required to find a job are higher now than they have ever been in Colombia.⁴ People living in rural areas and those with less education also suffer disproportionately. At the same time, the large number of families displaced by the fighting has increased the demand for jobs, especially among women and in secondary cities. More than half the population (52%) has household incomes below the poverty level – the same as the poverty rate in 1994. Nearly 80% of those living in rural areas live in conditions of poverty.

The inequality between men and women in Colombia in economic terms is also apparent in the political sphere. Despite a constitutional guarantee of equality and a political quota law at the national executive level, few women are found in decision-making positions at any level of government. In the 2002-2006 period, men held more than 90% of executive positions at the municipal and departmental level, and, on average, 88% of the legislative seats at national, departmental, and municipal levels. On average, in 2003, 17% of judicial positions were filled by women, 26% in the *Consejo Estado*, 15% in the *Consejo Judicial*, 11% in the *Corte Constitucional*, and 9% in the Supreme Court. The Ministries were the exception to this pattern. In the 2002-2006 period, half of the Ministries were headed by women⁵. Inequality in decision making also extends to positions of leadership in community and civil society organizations, as well as to corporate and professional organizations. Although women are active in these settings, gender-based stereotypes persist in terms of leadership⁶.

Domestic violence and gender-based violence are universal issues arising from differences in power between men and women within the household and in society. Violence against women and children, and especially sexual violence, increases exponentially in conflict situations because of the nature of conflict itself and as a consequence of displacement and social breakdown. Other contributing factors are the “culture of violence” that permeates the private spheres, and the

⁴ *Id.* at 23.

⁵ *Consejería Presidencial para la Equidad de la Mujer, Observatorio de Asuntos de Género, Boletín No. 1, Mayo-Agosto 2004, “Participación política de las mujeres en Colombia.”*

⁶ Boletín No. 1; CEPAL

“normalization” of violent behaviors, especially after five decades of continued violence. Both international and national organizations⁷ have identified violence against women as one of the principal human rights issues in Colombia today. Programs to eliminate these abuses must be grounded in an analysis of underlying gender relations, as well as their manifestation under conflict conditions.

In the same way that the impact of conflict on women is shaped by gender roles and their relative subordination, the conflict also affects men’s roles in the household and the community. Most directly, men (and boys) are more likely than women to be drawn into the fighting, and to leave their traditional activities, their families, and their communities. They are more likely to be killed, kidnapped, and disabled.⁸ Men displaced from rural areas lose their primary sources of livelihood, e.g. their land and livestock, and their ability to support their families. With few skills to carry to new locations, men living in poverty are less likely to find employment (formal or informal) than are poor women. The psychological and social impact of the conflict on men is seen as a strong contributing factor to the rise in domestic violence and abuse.

Gender roles and relations are not universal. The definitions of roles for men and women, relative control over resources, and decision making vary within Colombia across ethnic groups, social classes, and even region. In terms of income and wealth, Colombia is among the most unequal countries in the world. Poor women and men, most often in rural areas, face quantitatively and qualitatively different constraints, opportunities, and expectations than those with greater resources. The definition of the roles of men and women and the relationship between them in Afro-Colombian and indigenous communities cannot be assumed to be the same as the dominant *mestizo* culture, or to present the same barriers and options. Minority men and women, but particularly women, face discrimination and victimization in multiple interwoven arenas: ethnic, geographic, economic, and gender.

Gender is not a static concept and the social upheaval of conflict is often a period of rapid change causing the re-negotiation or re-definition of gender roles and relations. In Colombia, two aspects of this re-definition have been identified. The first, as discussed below in the section on internally displaced populations, is the potential shift between men and women in household and community roles, and relative participation and influence. Options available to displaced rural women for jobs in urban settings are often greater than for displaced men, easing their adjustment to the new setting and causing imbalance in traditional gender roles. Second, the conflict has resulted in an increase in women’s public roles, and the emergence of civil society organizations and networks to voice priorities and advocate for peace, reconciliation, reparation, and human rights.

The agendas of governmental and non-governmental organizations committed to gender equality and women’s rights also respond to circumstances caused or exacerbated by the ongoing conflict. The *Consejería Presidencial para la Equidad de la Mujer* plays the lead role in setting government policy on equity and currently focuses in three areas: employment and women in the economy, intra-family and gender-based violence, and political participation. During the coming year, the office anticipates working directly with the Ministries to institute gender mainstreaming across government programs.

⁷ E.g., UNIFEM: Women’s Rights Divisions of Human Rights Watch: Colombian Human Rights Monitoring from SISMA-Mujer Corporation.

⁸ 92% of the victims of massacres in 2004 were men and 8% were women. In 2004, 73% of kidnapping victims were men and 27% were women. *Media for Peace*: <http://www.mediosparalapaz.org/index.php?idcategoria=1872> (retrieved January 15, 2007).

Colombia has a vibrant civil society, representing a host of different sectors including business, students, unions, teachers, indigenous ethnic groups, peasants and women. The voices and demands of civilians trapped in a decades-long conflict accelerated in the early 1990s, as the peace networks gained increased visibility, through a public campaign focused on peace discussions and negotiations. Women have led many of these peace initiatives. Colombian women also have organized to highlight the differential effects of the conflict on women and children, to reject violent actions by all armed actors, and to demand a gender perspective in issues of peace, reconciliation, and reconstruction.

IV. GENDER CONSIDERATIONS AND RECOMMENDATIONS IN USAID/COLOMBIA PROGRAMS

A. Justice

Program Activities and Gender Considerations

Gender was not a focus of the initial design or scope of USAID/Colombia's 2001-2006 Administration of Justice Program, although a number of modest interventions directed to concerns of women were introduced midway through the program. Much of those incipient gender efforts rested on the numbers of women served or trained through justice programs. While a good beginning, counting men/women served is only a starting point for gender analysis. The extension and renewal of the justice program through 2008 presents an excellent opportunity for modifying the design and action plans to better address and incorporate gender considerations.

The principal components of USAID/Colombia's justice program for 2006-2008 are:

- 1) effective implementation of the revised Criminal Procedures Code providing for an adversarial and accusatory system
- 2) strengthened court administration and management
- 3) expanded access to justice
- 4) civil society participation in justice reform

Although present throughout, opportunities for addressing and incorporating gender concerns figure most prominently in activities promoting access to justice and civil society involvement.

With important exceptions, the legal framework with respect to gender equity is substantially good in Colombia. To a great extent, both the Constitution and statutory laws provide for and require gender equality and protection of vulnerable groups. In addition, many international laws and ratified treaties enjoy equal standing with the national Constitution, and Colombia has approved many international treaties recognizing and protecting equal rights, and guarding against discrimination. This legal framework permits ample opportunity to advance creative constitutional arguments in protection of gender and minority rights, even where specific statutory provisions may not exist, and the Supreme Court has been notably open and receptive to such arguments.⁹

⁹ Recently, the Supreme Court granted review of a sexual harassment based on arguments that the conduct at issue violated fundamental constitutional rights of gender equality and dignity. In this and other cases, the Court has opened the door to creative and imaginative legal arguments supporting expansive gender equity theories.

Progressive procedural mechanisms such as the *tutela*¹⁰ further expand access to courts to protect broad constitutional guarantees.

The judicial branch has incorporated some training policies and practices that reflect awareness and attention to gender in the administration of justice, although it does not yet collect or maintain adequate statistics to analyze the role of gender in court processes and judicial decision making. Although women are still underrepresented at higher levels of the courts, the judicial branch does appear to have a fairly solid although slow-moving commitment to incorporate gender considerations, with some good strong backers in the high court and Judicial Council. A working group of magistrates focused on gender issues within the legal and judicial system has evolved in recent years.

Significant problems permeate the operation of justice systems, implementation of laws, and access to justice generally, which disproportionately affect women, especially in conflict areas where they are most vulnerable and subjected to violations of rights without redress. Marked dichotomies exist between formal vs. informal dispute resolution systems, Western vs. indigenous jurisdictions and tribunals or practices, urban vs. rural institutions and access, and duplication vs. lack of coverage of legal institutions and services. Centralized justice systems are functioning most poorly in areas of vulnerable populations and conflict, and the biggest problem in the rural areas is the lack of coverage and incapacity of legal and judicial actors and institutions. In contrast, a major problem in urban areas is duplication and lack of coordination of legal services, both formal and informal. These problems, in conjunction with the revised focus of the USAID/Colombia justice program on rural and underserved populations, provides an opportunity for interesting and fruitful synergies with the alternative development programs and locales, as well as local and municipal efforts and entities.

Justice actors and institutions in all regions, however, are characterized by overwhelming lack of awareness, inappropriate responses, and gender insensitivity; this is especially true with intake and lower level functionaries, including police, family court judges, conciliators, prosecutors, etc. At this point of initial contact, women are most vulnerable to intimidation and easily discouraged from asserting their legal and individual rights. Accounts are legion of these first responders humiliating, intimidating, and discouraging abused women from pursuing claims for sanctions, compensation, security, and protection.¹¹

Alternative dispute resolution (ADR) methods, including informal conciliation, are major subjects of the access-to-justice component of USAID/Colombia's justice program, especially through its *Casas de Justicia* program. Conciliation and other ADR mechanisms are encouraged through law and practice to resolve all kinds of cases, including family disputes, child support, and domestic violence.¹² Such cases have increased and will likely increase further because of the conflict, changed social roles, rising frustrations, displacement, and lack of social and economic services and options.

Substantial gender issues and challenges are presented by the current ADR efforts and undertakings. First and foremost is the widely-recognized impropriety of using conciliation to resolve most types of domestic violence cases. Although Colombian statutes provide for and require conciliation in

¹⁰ A form of extraordinary writ to protect alleged constitutional violations; a *tutela* can be pursued *pro se*.

¹¹ We were told of numerous inappropriate responses including the following: "Why don't you go home and take care of your family?" "Why don't you resolve this in the bedroom?" "Don't you have a father who can go beat him up [*i.e.* the woman's abusive lover]?"

¹² Conciliation is required in both civil and criminal domestic violence cases unless physical injuries to the victim exceed 60 days, or there are other aggravating circumstances (scarring or disfigurement, handicap, pregnancy, minor or elderly victims, etc.). All qualifying cases – even repeated violations or habitual offenders – must pass through a mandatory conciliation stage.

most domestic violence cases, as a practical matter such processes are rarely appropriate, effective, enforceable, and often subject the victim to retaliation, humiliation, and further risk. Promotion and participation in this system requires very advanced training and enforcement mechanisms, which are largely absent.

A second challenge is the lack of effective or adequately trained conciliators and other personnel. ADR mechanisms, including the *Casas de Justicia*, serve a majority of women as clients and conciliate most cases, many of which involve family matters, including domestic violence. Family and domestic disputes, however, present inherent situations of gender-related power imbalance, and often the woman is frightened and vulnerable. Even subtle pressure can easily influence outcome, and such imbalance must be compensated through use of sophisticated measures and methods; a conciliator must be highly trained and sensitive to gender issues so as to be capable of perceiving and understanding whether and how they affect the parties' expression of free will and consent. Conciliators throughout the Colombian institutions – both formal and informal, paid and unpaid – were reported widely as insensitive, ineffective, and poorly trained and equipped.

Follow-up and enforcement to ensure compliance with conciliated agreements is virtually non-existent, and conciliation agreements are often violated in family disputes where the woman is the complainant. No appeal or route to the formal system exists, and the agreement is neither self-executing nor enforceable. To work, alternative dispute resolution methods have to be *alternative* to something real and enforceable, and have “teeth”; they cannot just serve as another hurdle to the formal justice system. Women seeking assistance to resolve their individual and family legal matters must have meaningful access to enforceable agreements or decrees, or a clear and expedient route into the formal justice system. This is especially important where conciliation is required in domestic violence cases; as it stands, a woman needs a high level of wherewithal to surmount all the pressure to conciliate and actually arrive in court to adjudicate her rights and sanction her abuser.¹³

We were told that virtually all, or the vast majority, of domestic violence and child support cases “conciliated” were followed by repetition of the (supposedly conciliated) offenses; the woman might seek services another time or two, and then give up and stay home. This pattern further marginalizes and makes these women disappear to the justice system, while providing misleading statistics indicating that services were rendered and cases conciliated to resolution. These victims – the majority of whom are women – become disillusioned by the system and are less likely in the future to seek or rely on State justice institutions to protect their rights; paradoxically, however, they are counted as having been assisted positively by the system because their case was “conciliated.” Clearly, this unintended result requires more careful analysis and resolution. Although a small preliminary study of cases conciliated through the *Casas de Justicia* was recently conducted, it was only a starting point to examine methodology for a real and broader study, which is necessary and recommended.

A final major issue presented by the civil society component of the justice program is the interrelationship between promotion of indigenous tribunals and dispute resolution practices, and potential conflicts with gender considerations and justice. The 1991 Constitution grants specific legal rights and recognition based on ethnicity. There are dozens of subcategories of ethnic identity, but the principal recognized ethnicities are: 1) indigenous, 2) Afro-Colombian descendants, 3) Raizal, and 4) Roma. Of those, the Constitution grants separate legal autonomy and jurisdiction only to

¹³ Prosecutorial statistics show that, of more than 13,000 domestic violence investigations brought in Bogotá and Eje Cafetero in 2005, only four were ultimately successfully prosecuted to conviction. Cited in *Hacia una Ley de Protección Integral Contra la Violencia Sobre las Mujeres*, María Cristina Hurtado Sáenz, Defensora Delegada para los Derechos de la Niñez, la Juventud y la Mujer, Defensoría del Pueblo, Bogotá (2006) at 9-10.

indigenous groups, although virtually all other ethnic groups have traditional and customary legal practices and dispute resolution mechanisms – both civil and criminal – that operate outside State systems.

Indigenous dispute resolution mechanisms and practices may be antithetical to gender concerns and the rights of women, and may not adequately protect or sanction domestic violence, sexual abuse, or other abusive practices or misconduct that have increased in many rural areas as a result of the conflict, and where access to justice is severely limited. Close to 30% of the population is recognized as either ethnic or indigenous, and they are primarily rural or more geographically isolated; these women are even less visible, more marginalized, and without options to secure or enforce their rights. Gender initiatives in ethnic communities will present enormous legal, practical, political, and other challenges.

Opportunities and Constraints

The most significant constraint with respect to access to justice is the current statutory framework reducing the legal and judicial status of domestic violence as a criminal act, channeling domestic violence into administrative and informal routes with limited access to formal judicial mechanisms, and requiring mandatory conciliation as a prerequisite to almost all domestic violence cases. This constitutes a huge impediment to justice and a significant disservice for abuse victims. A major opportunity is presented, however, by ongoing and contemplated efforts of several local organizations and institutions to reform these laws, including women’s legal NGOs and the national justice plan of the *Consejería Presidencial para la Equidad de la Mujer*.¹⁴ USAID/Colombia could join and support these efforts. A further opportunity is the receptiveness of the Colombian courts to progressive arguments supporting gender equity, in connection with broad constitutional and international treaty protection; this could set the stage for an interesting constitutional challenge to arguably discriminatory domestic violence laws.

Another significant opportunity is provided by the interest and gender initiatives already underway with the support of other international actors and entities, including the United Nations, the Spanish Cooperation Agency, and the “Group of 24” international donors’ committee. USAID could integrate and collaborate with these existing efforts.

A predictable constraint with respect to indigenous justice and any potential conflict with gender concerns is the constitutional right to legal autonomy guaranteed to indigenous groups, along with the traditional and regional practices of other ethnic groups.¹⁵

Recommendations

Provide training and technical assistance to justice sector personnel – including informal ADR systems – in gender sensitization, especially at the community level and at the first response stage. This type of training should include prosecutors, police, ombudsmen, family court judges, conciliators (in both executive and judicial branches, as well as informal), and even intake personnel, guards, and security personnel at entry gates. Assumptions should not be made that women are inherently more gender sensitive.

¹⁴ See, *id.* A proposed statutory revision has been drafted and presented by the NGO *SISMA Mujer*, and is currently under consideration. See also, *Plan Estratégico para la Defensa de los Derechos de la Mujer ante la Justicia en Colombia*, *Consejería Presidencial para la Equidad de la Mujer* (2006-2007).

¹⁵ Although the Constitution prohibits the exercise of indigenous jurisdiction contrary to the Constitution or national laws, the application, practice, and enforcement of this prohibition was reported to be problematic.

Promote and pursue modifications to the Criminal Code and Criminal Procedures Code to re-establish the legal significance and judicial status of domestic violence as a crime and remove it from mandatory conciliation requirements.¹⁶ Efforts currently underway of various entities could be explored and joined by USAID/Colombia, such as *SISMA Mujer*.

Study the real impact of the *Casas de Justicia* and other ADR mechanisms supported by USAID on clients seeking their services, concentrating on gender and involving an independent outside gender and conciliation expert. Based on this study, determine what types of cases and services are most effective and have the most impact, success, and permanence of resolution. Once that study is done, USAID should re-evaluate and re-design select portions of the *Casas de Justicia* and other ADR programs to build on the strengths of the systems, work around foreseeable and historical pitfalls and flaws, and shape the programs to better provide necessary services and enduring solutions.

Pursue options for putting “teeth” into informal conciliated agreements through the formal system in an immediate meaningful way in the event of noncompliance, including sanctions, enforcement options, and support for victims of domestic violence. Study the acknowledged redundancy in domestic violence services and victims’ service units to identify any overlap (in the urban areas) and lack of coverage (rural). Promote mechanisms to reduce, coordinate, or initiate referrals to maximize services, and minimize redundancies and confusion. This can be undertaken in conjunction with the *Consejería Presidencial para la Equidad de la Mujer* and other international actors, such as the *Comunidad de Madrid* and the *Ilustre Colegio de Abogados de Madrid*, in fulfillment of their *Plan Estratégico para la Defensa de los Derechos de la Mujer ante la Justicia en Colombia (2006-2007)*.¹⁷ Examine models of service integration and assistance to families and domestic violence victims¹⁸ to evaluate whether such models could be replicated or established, perhaps at local or municipal levels in rural areas, where coordination might be more likely and easier to manage.

Identify major international actors and local NGOs working on gender issues to network and coordinate efforts, especially with respect to justice and human rights issues in rural areas. Support sustainability of local NGOs beyond just individual projects or activities.

Support battered women’s shelters, or domestic violence service centers, that have real programs for in-depth assistance to facilitate women’s reintegration and separation from abusive behavior patterns and relationships. If relationships are salvageable and the parties freely desire, then provide services and assistance for the victim *and partner* to salvage the relationship; otherwise, assist in severing the relationship permanently. Temporary shelter is necessary and important, but can only have a long-term positive impact when provided in conjunction with training, psychological treatment and family counseling, employment, child care and assistance, housing, legal assistance, and other necessary support.

¹⁶ Under the 1996 Criminal Code, domestic violence was a crime and treated as such under the law. The revisions to the Criminal Code in 2000 reduced the severity of the legal nature of domestic violence as an offense, transferred jurisdiction from the courts to lower-level administrative units, and imposed requirements for “conciliation.” Although still called a crime, in reality domestic violence is treated legally as a much lesser administrative offense.

¹⁷ See also **Human Rights Program – Recommendations** at Section IV(B), *infra* (regarding consolidation and coordination of domestic and sexual violence services by the National Commission for Reconciliation and Reparations under the Justice and Peace Law).

¹⁸ One example is the integrated service model specializing in domestic and family violence called the *Centro Integral contra la Violencia Intrafamiliar (CAVIF)*, which operates in conjunction with a prosecutorial unit. This center began as a pilot program in Bogotá, and offices will be established shortly in Cali, Medellín, and Bucaramanga. Unfortunately, however, the present coverage is extremely limited.

Before promoting and encouraging indigenous dispute resolution systems, conduct a study to examine their relationship to gender and the intersection between gender and ethnic concerns and practices. This will be a very delicate area without clear or immediate solutions, especially due to constitutional legal autonomy of certain populations. Autonomy, however, should not excuse violation of international standards of human rights, or abuse of women, or reduce their ability to seek recourse through formal justice systems or venues. Coordinate and develop this angle from both the justice small grants program, as well as the civil society program in the human rights area, to harmonize and increase synergy, consistency, unify strategies, and develop awareness and support, e.g. explore possibilities of working with and supporting networks of indigenous, Afro-Colombian, and women of other ethnic backgrounds. Based on this study, identify possible areas to design and shape programs appropriately to address gender imbalance and issues in particularly sensitive areas and locales, and in light of thorny issues of human rights and legal autonomy.

Consider USAID support for collection of disaggregated judicial statistics through the Judicial Council, and assistance to the magistrates' gender group through the Judicial School; costs for this assistance would be modest relative to the likely value of results.

B. Human Rights

Program Activities and Gender Considerations

The new human rights program for 2006-2010 focuses primarily on “fundamental rights” affected by the armed conflict, defined as those requiring prompt and effective State response to protect life, safety, and liberty of populations, particularly vulnerable populations.¹⁹ The human rights program complements and dovetails with USAID/Colombia’s justice program in many respects; the activities and effects of the justice program will foreseeably benefit to a greater extent the rights of individuals, while the human rights program is more clearly directed to group rights and threats to communities, particularly those arising from the conflict. For example, the justice program deals substantially with the “nuts and bolts” of domestic violence and its treatment of individual cases, while the human rights program addresses broader problems underlying patterns and increasing incidence of domestic and sexual violence in communities most affected by the armed conflict. As such, many of the points of analysis and recommendations set out in the justice section are likewise applicable here, and are incorporated herein by reference, as well, but will not be repeated.

The human rights program is centered on three themes: 1) prevention, 2) protection, and 3) response to human rights violations or threats. Gender appears most prominently as a consideration in the area of “protection.” The program will provide technical assistance, training, and further support in order to 1) improve organizational capacity, policy, and inter-institutional coordination among state entities charged with upholding human rights in Colombia; 2) strengthen national long-term public policies and implementation capacity with respect to human rights; and 3) strengthen civil society’s role in advancing the national human rights agenda, and identify and promote opportunities for the State to incorporate and monitor human rights standards as part of the peace process. The implementing contractor will work with state entities and institutions, the national government, and civil society to further each of the programmatic goals. Gender is being analyzed for inclusion within the overall framework and new activities plan.

¹⁹ To some extent, current funding levels required the discrete focus of the USAID Human Rights Program on fundamental rights.

A priority of the human rights program has been and will continue to be the prevention of community human rights abuses, including displacements and massacres. A centerpiece of this effort has been the Early Warning System (EWS, or SAT [*Sistema de Alertas Tempranas*]) to assess potential threats and provide advance notice of prospective large-scale human rights abuses, facilitating appropriate interventions to avoid or minimize dangers. Activities are underway or planned with the CIAT (*Comité Inter-Institucional de Alertas Tempranas*), local-level entities, the Inspector General's office, the Human Rights Unit of the National Police, the Ombudsman's Office, the Ministry of the Interior and Justice, the Vice President's Office, and a variety of civil society organizations.

An increasingly important issue is how to predict and prevent gender violence evolving from the conflict, such as the abuse and manipulation of women as war trophies, spoils, or sacrifices between opposing groups. For example, women are commonly subjected to violence by guerrillas or paramilitary members in retaliation for their having had romantic involvements with rival combatants. The role and vulnerability of women has not yet been incorporated into EWS indicators of potential human rights threats. Under the auspices of the Human Rights Ombudsman, however, UNIFEM has sponsored studies identifying and analyzing gender indicators, along with workshops to develop indicators in the context of the conflict. Numerous indicators have been suggested, but the availability of information and field agents' capacity to collect information, even when available, is severely limited.

Regular collection and analysis of standardized EWS gender indicators would be highly useful in defining, highlighting, and predicting threatened violence, but the quantity and nature of indicators sought should be carefully selected and extremely limited so as to be realistic and manageable. Work should also be done to educate and train women's NGOs and local-level authorities, including analysts, police, prosecutors, ombudsmen, and other officials and civil society organizations on gender issues, including 1) appropriate handling and investigation of sexual and domestic violence allegations, and 2) awareness, prevention, and reduction of targeted abuse of women in the context of the conflict.

Another component of the human rights program seeks to strengthen governmental ability to protect individuals, groups, and communities at risk, many of which are Afro-Colombian and indigenous, and are even more highly vulnerable to abuse, injury, displacement, and property theft without adequate recourse. Although men and women are both affected as a consequence of the conflict, women are often subjected to high degrees of domestic and sexual abuse, stigmatization, loss of their husbands or providers, and lowered community status, and end up as heads of households without assets or economic ability to provide for themselves or their children. Various studies have implicated military forces actively in abuse and misconduct or, at a minimum, failure to adequately protect these populations. Any diagnostics or activities here should specifically analyze and address the differential impacts on men and women within these at-risk communities.

Strengthening the ability of national and state governments, as well as civil society, to formulate public policy, investigate, and respond to human rights abuses is a further element of the USAID/Colombia program. The design of national and local plans is contemplated, as well as the operation of human rights "observatories" to collect and compile data. Human rights training of judicial operators and actors is also anticipated. Domestic and sexual violence investigation and prosecution could form an important part of this training, and would provide good prospects for synergy with the justice program. Moreover, disaggregated indicators should be collected, maintained, and used to identify differential gender impacts and shape human rights programming.

The goal of strengthening civil society organizations to protect human rights offers clear opportunities to specify and highlight gender. Human trafficking, which already has a gender focus, is a small part of this program. Indigenous and ethnic NGOs are also identified as groups to receive support under this component, and the program should explore the intersection and potential conflicts in the rights and interests of women within indigenous, Afro-Colombian, and other ethnic groups, and try to harmonize those interests where possible. As discussed previously (**Justice Program**), working with gender and ethnicity will likely present very difficult and highly sensitive political, social, legal and other issues. Despite the challenges, however, it is extremely important for USAID to begin to address issues of human rights, women's rights, and indigenous rights contextually, rather than in isolation of one another and at potentially cross purposes. Good opportunities for synergy are presented by this element of the human rights program, which could work in conjunction with indigenous and gender issues in the small grants portion of the justice program.

The last major component of the human rights program seeks to promote victims' rights to truth, justice and reparations, primarily in implementation of the 2005 Justice and Peace Law. Under that law, victims of the armed conflict are encouraged to denounce their victimizers, describe the wrongs they have suffered, and make claims for reparations. Multiple offices, including local Inspectors General and Human Rights Ombudsmen, are developing Victims' Units to receive and complete claim forms to submit for prosecution. Representatives of the Victims' Units told us that, for the claims presented to date, over 90% of claimants are women, and over 90% of the offenders are men. Many of the claims involve displacement, theft, physical and emotional abuse, murder, torture, and other abusive and illegal behaviors that have caused permanent psychological, social, economic, personal, and other harm.²⁰ These local authorities act only as a bridge to the office of the Prosecutor, and are charged with receiving individual claims, compiling relevant information, completing standard claim forms, and submitting reports to the Prosecutor; thereafter, the local prosecutor's office is responsible for investigating and processing the claim for prosecution. Lacking, however, is an integrated approach or adequate coverage and availability of services and processes for victims to claim either individual or collective reparations under criminal, civil, or the Justice and Peace Law.

Most women filing civil, criminal, or claims for reparations under the Justice and Peace Law are highly traumatized – often emotionally and physically – and have few resources. Under the law, they are encouraged to publicly assert their claims and seek compensation. The reparations fund created by law, however, has not been financed with even “*un peso*” to date, and no one we spoke to expressed any optimism about funding being secured. At present, the women filing complaints for compensation are limited to short-term (3-month) and very basic assistance, such as vaccinations for their children, diapers, food, and small amounts of other aid that do not even dent the amount needed to rebuild their shattered lives and create a future for themselves and their families. These women undergo considerable additional trauma merely through the fact of making these allegations, reliving their prior abuse, and putting themselves and their families at great future risk. Short-term shallow assistance does not justify the trauma and risk entailed; these women need permanent, long-term, and profound aid including individual training, education, jobs, rehabilitation, legal help, psychological and medical assistance, housing, etc. Complaints were often heard that the (largely

²⁰ Notably, very few rape or other sexual abuse allegations have been presented, although it is well-known that such violations were and are widespread within the conflict. One explanation for the dearth of claims is the stigmatization and shame connected with having suffered a sex crime. Another is the difficulty, often impossibility, of evidentiary proof. A further reason for failure to report sex crimes may be the absence of financing for the reparations fund and the high degree of trauma associated with pursuing these allegations, balanced against the unlikelihood of ever proving the claim or collecting compensation.

male) ex-combatants were being afforded assistance and opportunities unavailable to their (largely female) victims.²¹ Elevating women's hopes for legal redress and encouraging them to come forward at great individual and personal risk, with no realistic prospect of meaningful assistance or security, may well result in further disappointment with unhelpful State institutions and recourse, adding to disillusion, despair, and double-victimization. Predictably, these women will withdraw and become further marginalized and invisible.

Disastrous escalations of domestic violence often occur when demobilized combatants return home. Moreover, many women and children displaced as a result of the conflict continue to suffer high degrees of domestic abuse, as well as sexual violence perpetrated by family members, guerrillas, paramilitaries, armed forces, and sometimes even aid workers. The circumstances giving rise to and perpetuating this continuing cycle of abuse and violence are not well-defined or understood, but great harm is suffered by women and child victims, as well as their families and communities. Understanding, identifying patterns, and determining how to effectively combat this recurrent criminal behavior directed towards women and other vulnerable populations is a critical first step.

Opportunities and Constraints²²

An opportunity is provided by the existence of the "Group of 24" international donors' group, and the recent draft report on gender authored by UNIFEM as a member of that group. This draft and organization provide a natural springboard for gender activities on a coordinated basis, with maximum cooperation and minimal duplication of effort. Other significant opportunities are seen in the number and sophistication of international actors and entities working already in the field of human rights, several of which have specific areas of interest and expertise in gender matters. USAID/Colombia would be well-advised to integrate with those other international donors and articulate a new concentration in its programming on issues of gender, conflict, and human rights.

Significant constraints are posed by the scant information and disaggregated data to inform gender projects, and difficulty in obtaining information due to lack of personnel, resources, and inability to discern or collect relevant statistics. A further major constraint is the delegation of many State functions to local offices and actors who are inadequately trained, poorly staffed, and often do not provide adequate coverage, especially in outlying regions and geographically isolated areas where particularly vulnerable populations are concentrated.

Recommendations²³

Identify and incorporate a few targeted gender indicators into field collection for purposes of the EWS. No more than a handful (e.g., between three and six) should be identified, and they should be selected with the input and concurrence of field analysts collecting the data. Suggestions (from the Ombudsman's office in Medellín) include focusing on indicators concerning sexual and domestic violence, kidnapping or forced recruitment of women, number and effect of displacements on women, women being treated as war spoils or trophies, and government blockages of food to starve out guerrillas that result in disproportionate harm to women and children.

Encourage and require, where possible and feasible, the collection and compilation of information and statistics disaggregated by sex, such as in the human rights "observatories" and development of

²¹ Perceived injustice and unequal treatment is seen at even the most basic functions under the laws. For example, community meetings, training, hearings, and filing opportunities are largely confined to municipalities; reparations hearings are only scheduled to be held in Bogotá, Medellín, and Barranquilla. Rural and ethnic women have been highly victimized, but have least awareness of the process or ability to seek assistance or attend proceedings outside their villages.

²² See also *Justice Program – Opportunities and Constraints* at Section IV(A), *supra*.

²³ See also *Justice Program – Recommendations* at Section IV(A), *supra*.

national and local human rights plans. Incorporate international standards into the national and local human rights plans.

Provide training and technical assistance in gender sensitization, especially at the community level and at the initial contact stage, for personnel responding to and accepting complaints from women alleging human rights violations under the Justice and Peace Law, as well as pursuing civil and/or criminal claims.

Support the coordination and oversight of State functions and sources of assistance for victims of domestic or sexual violence, especially in those areas where services may be duplicated or overlap between various agencies. Such consolidation and coordination is part of the mandate of the National Reconciliation and Reparations Commission for claims under the Justice and Peace Law, but it does not have the resources currently to carry out this function. USAID/Colombia support could flow to the Commission for this and other gender work.

Explore support for the creation of effective accessible witness protection programs or mechanisms to guarantee personal and family security for women and men pursuing claims under the Justice and Peace Law, or otherwise stemming from the conflict. The Prosecutor is theoretically obligated to provide such protection, but has insufficient resources and institutional capacity to offer urgently-needed protection to witnesses and complainants.

Support human rights NGOs and networks that have a gender focus, and provide support for institutional development beyond just individual activities or projects.

Examine the sensitive issues and intersections of ethnic and indigenous human rights concerns and practices, and gender considerations. As discussed in the prior **Justice Section**, coordinate and develop this angle from both the justice small grants program, as well as the civil society program in the human rights area, to harmonize and increase synergy, consistency, unify strategies, and develop awareness and support, e.g. explore possibilities of working with and supporting networks of indigenous, Afro-Colombian, and women of other ethnic backgrounds. Based on study results, identify possible areas to design and shape programs to address gender issues as appropriate.

In a geographically-defined pilot area with a large displaced population, study the incidence, prevalence, and patterns of domestic and sexual violence to identify human rights violations and access issues (possibly, in conjunction with the justice and/or IDP programs). Based on study results, ascertain what factors permit and contribute to this pattern, how it is perpetuated, what can be done to reduce the opportunity and incidence, increase sanctions and support to victims, and fashion an appropriate pilot program.

As a matter of overall strategy, USAID/Colombia should focus on follow-through services and how to provide long-term, in-depth assistance to female victims of domestic and sexual violence, especially resulting from the conflict. Colombian women are encouraged in a wide number of forums (criminal, civil, conciliation, reparations claims, community encounters, town meetings, etc.) to publicize and pursue complaints against men who have victimized them and violated their rights. Once and if they come forward, however, the victims are not provided adequate services, security, or follow-through in the post-complaint phase.

C. Alternative Development

Program Activities and Gender Considerations

By far the largest component of the USAID/Colombia portfolio and a central tenet of Plan Colombia, the alternative development (AD) program aims to strengthen Colombia's private sector economy and to increase employment and income opportunities in licit activities. Two massive five-year alternative development projects were initiated in late 2005. MIDAS (*Más Inversión para el Desarrollo Alternativo Sostenible*) seeks to promote investment and create jobs in high value agriculture and agribusiness, commercial forestry, and small and medium enterprises. The project also has a policy component focused on the business environment. MIDAS works with private sector firms in key geographic corridors with potential to be competitive in the global economy. ADAM (*Áreas de Desarrollo Alternativo al Nivel Municipal*) combines development of licit economic activities, with strengthening community participation and municipal governments, and provision of services to internally displaced persons (IDPs), in 100 selected municipalities where coca production has been eradicated.

Both MIDAS and ADAM programs have a mandate to serve vulnerable groups in accessing income-generating opportunities, and programmatically, gender issues (especially women's issues) have been considered primarily within this context. Vulnerable groups include those communities that have directly suffered the consequences of the armed conflict through forced displacement, massacres, harassment, and forced recruitment. These populations tend to be among the poorest segments of Colombian society. They come from or are living in areas with a dearth of State institutions that are susceptible to coca cultivation, processing, and marketing.

When working with vulnerable populations, attention to gender, ethnic, and regional variations is crucial. Among the vulnerable populations in Colombia, women – especially Afro-Colombian and indigenous women – require particular consideration. Women suffer disproportionately from both poverty and the armed conflict; gender-specific cultural practices and structural constraints also impede the economic participation of women, especially impoverished women from rural areas. It is widely recognized that “women are key to addressing the household food security and nutrition goals.”²⁴ In addition, “improvement in the socio-economic status, health and education of women has an immediate and lasting impact on the well-being of the entire family.”²⁵ In societies in conflict, women are especially important as they tend to assume “new” roles in the productive and leadership spheres previously occupied by men.

While gender relations clearly are a preeminent factor in the ability of the AD projects to work with and serve vulnerable populations, the analysis of gender issues in these programs goes beyond and subsumes the issues associated with vulnerable populations. The size and complexity of these projects and their broad mandate point to a number of key variables for gender analysis at the household and community levels, as well as within the broader ambit of the economy and society. No part of these activities can be considered to be gender neutral, and in the unsettled conditions in the geographic areas of the MIDAS and ADAM activities, failure to take account of the effects of gender relationships may compromise the results of the activities or contribute to tensions within families and among diverse segments of the communities. Gender is a critical consideration in assessing the needs that underlie the design of AD programs. Because gender relationships shift as

²⁴ “Why Gender Matters”, The International Fund for Agricultural Development (IFAD). <<http://www.ifad.org/gender/approach/gender/index.htm>> Retrieved Dec 20, 2006.

²⁵ *Id.*

circumstances change, monitoring the response of men and women to program activities is also essential.

The principal focus of the AD programs is to strengthen the licit economy through increased production, sales, investments and employment. In addition, the ADAM project is tasked with strengthening local government institutions and civil society, and both ADAM and MIDAS are expected to contribute to improved well-being in the areas where they work. The gender assessment of these programs involves a corresponding range of variables. To be effective, the analysis of the impact of gender relations in the AD projects should be activity-specific. Each location presents a distinct configuration of social characteristics and targets, and the gender-based constraints and opportunities to be considered in the activity design and monitored during implementation need to be identified within this context.

Gender differences are important variables in most economic development projects. The division of labor in society begins with the division by gender. Men and women have different, interdependent roles in the economy and perform different types of work. Job creation and income-generating activities thus almost always benefit men and women disproportionately, and this imbalance has ramifications, both positive and negative, in the family, community, and society. For example, assistance to male farmers in growing licit high-value crops may increase the demand on women and children for unpaid labor, reducing their options to earn income or attend school. Conversely, agro-processing operations and small and medium enterprises often open opportunities for women that are not matched by jobs for men, therefore contributing to family and community tensions, and departure of men in search of jobs elsewhere. “Jobs” vary in terms of skill levels, compensation, location, hours, work schedule (part-time, full-time, seasonal, weekends, nights, home work, piece work, etc.), and risks. Since these characteristics are not randomly distributed among people in the workforce, it also is important to monitor job characteristics to assess the effect and impact of the programs on households and well-being.

Understanding the characteristics of the workforce in a particular region in terms of composition, skills, experience, and resources is also a necessary aspect of gender analysis. For example, if the majority of the IDP households settling in the area are headed by women in search of work to support their families and the AD investments are being made in male-dominated agriculture, the interwoven impacts of the AD programs will not be achieved. Likewise, if new jobs in agro-processing are “women’s work”, but few in the local population meet the literacy or skill qualifications, or the local culture or security situation prevents women from taking outside employment, the project may fail or increase dissension and inequality in the area.

In activities to promote high-value agriculture, both MIDAS and ADAM seek to work through and strengthen producer associations. Gender- or ethnicity-based constraints also may be factors in participation at this point in the project. Questions to be asked in a gender analysis of producer associations might focus on requirements for participation (e.g. land ownership, residence, capital, age, or sex), membership rules (e.g. representation and voting per household, labor/time requirements, or financial obligations), and security considerations.

The MIDAS design encompassing the value chain of economic activities provides a context for analysis of the relative roles of men and women at various points in the production, processing, and marketing chain of the selected commodity, and for generating a range of opportunities. The focus on the value chain also may open possibilities for coordination with ADAM and the IDP programs at the community level. For example, to the extent that alternative development activities are successful in generating employment, skills training may be needed so that the local population can

compete for these jobs. Organizing and recruiting for this specific training could fall to ADAM or the IDP program. These projects have the local contacts and capacity to consider gender constraints such as access to information, transport, security, and household responsibilities that are key to achieving the “social” objectives of the economic programs. The ADAM and IDP projects also may assist in disseminating information about MIDAS solicitations to a diversity of private sector firms and could have a role in strengthening and linking small firms into supply or marketing requirements of the central MIDAS project.

Gender analysis is also important to effective economic policy. For example, tax and import/export policies often have different implications for large enterprises than for small and medium enterprises, where the majority of women business owners are found. Male and female entrepreneurs, like employees, tend to cluster in different segments of the national and international economy and therefore face different policy constraints. Problems related to land tenure, titling, and restoration are major concerns in agricultural AD programs. While both men and women displaced from rural areas, and small farmers in general, have problems with tenure documentation, women whose husbands are absent are particularly disadvantaged. The implication is that the discussion and review process for policy recommendations under MIDAS should include participants who are aware of potential confounding effects of gender differences.

Another set of primary variables in the gender analysis for the ADAM project are those related to community participation and municipal strengthening. Building on the strengths of the former Local Democracy Strengthening Project, the ADAM work plan includes support to emerging women’s organizations and fostering initiatives that promote women’s participation at the local level, develop leadership capacities, and strengthen the organizational and institutional capacity for networking. The emerging activism of women at the community level in the context of the conflict has been identified as a positive shift away from the traditionally subordinate role of women in the public sphere. Women lack experience in voicing priorities and making decisions in the community, and technical assistance and training can pay large dividends. By ensuring that both men and women from various segments of the community are consulted and involved in all community-based activities, both informally as well as through formal organizations, project implementers will be in a better position to balance the diversity of interests, needs, and constraints that underlie the vulnerability of these communities.

Opportunities and Constraints

Various project implementers report that, to this point, USAID has not directed attention to gender integration as a priority in programming, although some implementing partners have included gender as a criterion in their planning, and individual-level indicators are disaggregated by sex in the Performance Monitoring Plan (PMP). Lessons gained from the experiences of these partners may be useful in implementing gender integration throughout the programs.

Women participate in several alternative development projects supported by USAID, although not necessarily as a result of a gender-aware design strategy. For example, there is a significant presence of women in the production and marketing of Colombian crafts supported by Aid to Artisans because the products are traditionally made by women. Afro-Colombian women on the Pacific coast are active in coconut and shellfish production, again as a result of traditional roles. Initial analysis of the gender division of labor associated with new activities would provide the information needed to design activities of benefit to both men and women.

Support for initiatives focused on the needs of women has faced a number of barriers. Most significantly, activities of women producers tend to be accorded less importance than male-oriented

agricultural programs because the latter are more likely to be aligned with the priorities of the AD program as articulated in the reporting indicators. For example, the indicator, *number of hectares planted with licit crops*, leads to support for extensive large-scale agricultural businesses that boost total figures. Most commercial crops where women are the primary farmers are grown in relatively small plots of perhaps 10 to 15 hectares. Likewise, indicators of family and community benefits that accrue from economic programs as a result primarily of women's roles are not considered.

USAID has emphasized the importance of coordination and program synergy among MIDAS, ADAM, and economic reintegration activities for IDPs. To the extent that land ownership is a requirement for participation in the AD programs, however, IDPs are excluded. Loss of land ownership is one of the most pressing issues for IDPs, especially women. To overcome this obstacle, MIDAS is attempting to coordinate work with INCODER (the government agency for land allocation) and SENA (the government vocational training institution) to grant IDPs the use of land for particular productive initiatives and access to technical assistance from MIDAS.

Although few women entrepreneurs are found in the geographic areas and municipalities where the AD programs are operating, the potential for women to start businesses should increase as licit economic activities expand. Women entrepreneurs tend to be engaged in services for individuals and businesses. As employment and incomes increase, the demand for these services also grows. Attention to the gender-specific constraints that confront women in business, including problems in ownership of productive capital and property, difficulty in accessing credit and operating capital, and lack of knowledge and experience in business management, may be central to maintaining sustainable growth in the licit private sector economy of the area. MIDAS efforts center on receiving proposals from established private sector firms, but ADAM or the IDP programs may be able to feed into the regional growth through support to emerging entrepreneurs tied into the input and marketing chain of activities associated with the MIDAS-supported firms.

In Colombia, women could be a key asset in moving families and communities away from illegal economic activities and exerting pressure toward licit activities. Women's experiences as victims of the conflict have served as a significant impetus for women to organize and put pressure to end the violence and the illicit crop cultivation that feeds this conflict. Data from the MIDAS program "Families as Forest-keepers," which benefited families that ceased illicit crop cultivation, revealed a significant number of widows heading households and demonstrated the critical role of women within their families in asserting pressure to abandon illegal activities. Most progress was reported in families in which women managed the income.²⁶ Community-based women's organizations and regional networks are an active force in the pursuit of resolution of the violent conflict.

Recommendations

USAID should establish a precise gender integration policy and action plan for contractors to ensure that gender considerations are a consistent part of ADAM and MIDAS activity design and implementation.

Three key points of entry can be identified for incorporating gender as a factor in the AD projects. A gender analysis should be a part of the investigation preceding the submission of the activity proposal. This analysis may require that a person with gender expertise be included in the design team, or at a minimum review proposed activities before they proceed to approval. Second, process indicators to track the gender factors identified in the design should be included in activity monitoring and reviewed as a part of routine reporting. Third, a brief statement of the results of

²⁶ Interview with Luís Betancourt, Coordinator of MIDAS Commercial Forestry Program, Bogotá (December 19, 2006).

the gender analysis should be included in the activity proposal and be considered as a factor in approval decisions.

In the MIDAS evaluation of proposals from private sector firms, social variables such as gender, type of employment generated, conditions of employment, and labor policies should be included as criteria in the assessment of the firm. Support across firms in particular geographic corridors should consider relative access to employment and income created for men and women, as well as for particular vulnerable groups. MIDAS should seek to include women as well as men in all aspects of production, processing and marketing, by countering barriers to women's participation in producer associations and providing the same technical support to female and male producers. Direct outreach may be required to identify women and others in vulnerable populations to take part in these activities.

In the local governance and municipal development aspects of the ADAM project, all committees, councils, and initiatives should include both men and women, as well as representatives of a diversity of groups within the community. Special efforts may be required to recruit women and others who traditionally have not had a role in community affairs to ensure that these targets are met. The continued support of ADAM to the women's organizations and networks supported under the previous local government program is an important component of this effort.

Finally, a gender advisor should work closely with the economic policy component of MIDAS to examine proposed legislation for potential gender bias and to propose alternatives. Particular attention should be given to gender issues in land rights.

D. Internally Displaced Populations

Program Activities and Gender Considerations

Implementation Guidelines for the USAID Assistance to Internally Displaced Persons Policy highlight the importance of attention to gender differences in design and implementation of programs for IDPs: "USAID will include in all assessments, program designs, and program evaluations attention to gender issues." The Guidelines also recognize that differences in age, ethnicity, religion, and physical disabilities intersect with gender and affect vulnerability and needs among men and women. The roles of men and women in the household, community, and the economy, their relative access to resources, and relationships of power and decision-making, are key considerations in IDP programming.

Forced displacement as a result of the armed conflict in Colombia remains the biggest humanitarian crisis in the Western hemisphere. With over three million displaced people, the drama in Colombia is surpassed only by that in the Sudan. In Colombia, forced internal displacement has resulted in major demographic and territorial changes with social, economic, and cultural consequences for the country as well as for individuals.

The GOC national plan for programs for the displaced population is divided into the following phases: Emergency (Phase 1), Resettlement (Phase 2), Stabilization (Phase 3), and Sustainable Growth (Phase 4).²⁷ Government programs tend to concentrate on humanitarian interventions. The

²⁷ See the background study, "Diagnóstico de las poblaciones desplazadas y vulnerables y estrategias de respuesta," conducted by Econometría Consultants for the Alianza PILAS of the Pan-American Development Foundation (FUPAD) and

emphasis of the USAID-sponsored programs is support to the Colombian government plan in the stabilization phase, which focuses on income generation in urban and rural settings, urban housing, housing and rural land, and social services. USAID works with IDPs in 170 municipalities of 24 departments.

Consideration of gender, age, ethnic, and regional differences within the displaced and vulnerable communities is necessary to understand the phenomenon of forced displacement in Colombia and its impact, and to improve the effectiveness and coverage of program design and implementation. Estimates of the size and composition of the displaced population vary widely. The recent survey of displaced people (Nov. 2005-Feb. 2006) by *Econometría* in regions served by the USAID-supported *Alianza PILAS* revealed that the distribution of the population by age and gender is approximately the same as that of the receiving communities. Nine percent of the displaced households identified themselves as indigenous and 25.7% as Afro-Colombian descendants. Nearly two-thirds of households are headed by couples, between six and eight percent are headed by men, and 26% have women as heads of households.²⁸ Nearly all (90%) come from rural environments. The principal difference between the displaced population and the receiving communities is in the level of poverty. In both groups, a high proportion of the population lives beneath the official poverty line, but a significantly higher proportion of the displaced community lives in extreme poverty.²⁹ Higher levels of unemployment and underemployment among displaced households are part of the explanation for this difference.

Forced displacement infringes on a host of fundamental rights³⁰ for the affected families. The situation of displaced women and children is especially difficult. The primary roles of rural women are structured around the home and community; the trauma of forcibly leaving their houses, land, and social networks disrupts the fundamental structure of their lives. Additionally, security conditions for women in temporary shelters and receiving neighborhoods are precarious, as attested to by the alarming rates of domestic and sexual violence. Girls and young women, as well as women who become heads of households because their partners join armed groups, or are killed, disappeared, or kidnapped, are especially vulnerable to sexual crimes and exploitation.

Gender analysis also provides insights into the adaptation of displaced rural families in the urban settings they enter, and the resulting tensions. Experience has shown that armed conflicts create not only negative effects, but sometimes opportunities for change and transformation for historically undervalued groups. Traditionally, men are heads of households and the main breadwinners in rural families, while women are responsible for maintenance of the house and family. As families migrate to urban centers, women's traditional skills are more easily translated to informal employment in the city (domestic servants, cleaners, cooks) than are men's skills, which are centered in cultivation and animal care. Thus, in the new setting, women may earn a degree of independence and control in their households as a consequence of increased access to income that they did not have in the rural setting. This new independence may translate into both an opportunity and a cause for concern. Income may empower women and increase their self-confidence in both family and community settings. At the same time, men may resort to violence to re-exert power as a result of their increased frustration and diminished resilience in comparison to the women in their families.

the International Organization for Migration (OIM) in March of 2006. The survey included 111 municipalities in the 10 regions to be served by the Alianza PILAS.

²⁸ "Diagnosis of Displaced and Vulnerable Populations and Response Strategies". 2006. Econometría Consultants.

²⁹ Dfn.

³⁰ For a complete study on women's rights in situations of displacement go to Salamanca, Rosa Emilia, "Human Rights of Women in Situations of Displacement". Colombian Ombudsman, European Union.

Such changes in traditional gender roles in displaced families likely contribute to the alarming rates of domestic and sexual violence among IDPs.

Another aspect of the transition in household roles as a result of displacement, noted by organizations working in these communities, is the increase in households headed by grandparents in charge of their grandchildren, often reflecting flight due to threats, death, or joining armed groups, and a general breakdown of the social fabric. These individuals and families are often at particular risk because of age or health problems, as well as lack of skills useful in urban settings. Seniors are also vulnerable to abuse and exploitation, as well as to domestic violence, even from their grandchildren.

When promoting increased employment opportunities for women it is important to consider the many household responsibilities that women shoulder. In addition to housework and dependent care, employment for women augments their responsibilities and could result in further problems, including the decline of family well-being and increased individual physical and mental stress. Public services are particularly important in these circumstances, but are strained by the conflict and the influx of IDPs.

To access the public services provided by the government for IDPs, families must go through a formal registration process. The *Econometría* survey indicates that more than one-third of IDPs (37%) are not registered, but differences in registration levels between men and women are not reported. Sex-disaggregated data on registration would provide important information to create programs to ease women's workloads and increase participation. For example, in Colombia, there is a long-standing tradition of 'community mothering' (*madres comunitarias*), which are community childcare services provided by the members of the community themselves. Registration and analysis of registration data with respect to gender and household composition would highlight possibilities for designing differentiated programs to address the needs of men and women in both the displaced and receiving communities.

Gender differences also play a role in programs designed to reconstruct local communities disrupted by the conflict and by the influx of displaced people. Women have customarily played subordinate roles in community affairs. Yet, women tend to interact informally with each other in settings related to their traditional tasks such as markets, health clinics, and schools. As displaced families seek to re-build their lives, women in the receiving and arriving groups will necessarily interact on a personal level distinctly from men and it may be possible to build on this interaction in reconstructing social networks. In addition, income generation tends to be empowering not only in the family but also in the community. As women take on more independent roles in the household, they also may take a more active interest and role in the community relations that provide access to jobs and services. By contrast, men who are unable to support their families may withdraw from community affairs and seek non-productive ways to fill their time. Displaced women are reportedly less likely than displaced men to return to the rural areas they left.

Differences of ethnicity or vocation between the receiving and the arriving groups add another, usually negative, dimension to community interactions for both women and men. Gender roles are socially and culturally defined; compounding ethnic and class differences with gender issues may increase misunderstanding and tension in even routine interactions.

Opportunities and Constraints

IDPs surveyed identify income, job opportunities, and housing as their main concerns. Displaced men and women face different patterns of opportunities and constraints in addressing these

concerns. Men often require new skills and assistance to find jobs. Women may be able to locate employment in the informal sector, but positions are often insecure and exploitative, and wages are low. Both skills training and job creation are important aspects of support to IDPs. Attention to the distribution of new jobs and likelihood that they will be filled by men or women, and to the relative access of men and women to the training for these jobs, can increase program effectiveness and sustainability. In addition, taking account of the constraints that men and women face in accessing training and jobs, such as transportation, personal security, household tasks, or childcare responsibilities, should contribute to community response as well as to gender equity. Lack of attention to gender in these programs, especially if the new jobs benefit men or women disproportionately, will predictably increase household tensions, migration, or displacement.

High illiteracy rates among both men and women in displaced communities explain the failure of some economic development programs and general IDP assistance programs. Although Colombia does not have high rates of illiteracy generally, IDPs – especially ethnic minorities – are among the poorest, most disenfranchised, and least educated members of society. USAID/Colombia could work with project implementers and *Acción Social* to adapt programs to facilitate information access and participation for illiterate displaced people.

A primary constraint for displaced persons, and an important consideration in gender analysis, is access to productive resources. These may include capital for investment, knowledge and information, skills, land, and tools, among others. For rural residents, land ownership and recovery of seized lands is one of the most contentious issues in “post-conflict” situations, as seen in Guatemala, Bosnia and other conflict-ridden societies. Land occupied illegally as a result of forced displacement is the most significant “land reform” in Colombia in the last 100 years. Issues of land titling and reparations are key for the displaced victims of the conflict. Displaced women are even more likely than men to have fled their property without legal proof of ownership, either because title was held solely in the husband’s name, or because the family never had legally-recognized ownership. Attention to women’s access to land and legalized property ownership also is an important element to be addressed in new housing construction for IDPs.

Tensions between gender and ethnicity present particular constraints in working with IDPs. Preconceptions or impositions of the role and nature of gender are counterproductive in indigenous, Afro-Colombian, or rural communities; perceptions of Western subjugation may stir ethnic minorities to a strong defense of their world views and unique cultural norms. A *Pro-Familia* staff member reported that having Afro-Colombians on their staff is an excellent way to advance work within these communities.

Recommendations

The support program for IDPs is broad-based, touching many aspects of their lives. As each new type of activity is initiated, it should be assessed for the ways in which gender issues (and ethnicity) may affect outcomes. Assessments and monitoring specific to locations may be useful because of regional and ethnic variations in gender roles.

One of the most pressing issues among female IDPs in Colombia is the overall *insecurity* and vulnerability of displaced women and their children. Women’s security should be a primary consideration in all program design, and creation of programs providing adequate security for IDP women is of utmost importance.

Attention should additionally be directed to male aggressors to understand and correct the roots of this violence. In most cases, expressions of domestic violence are culturally sanctioned. Programs

designed to educate men and boys in conflict resolution, gender equity, and values of solidarity and respect are strategic in combating violence against women. These sessions might be combined with programs designed specifically for displaced men in urban communities, including job and skill training and redefining the male identity within this new environment to ease the adaptation from the rural to urban setting, and reduce the threat of violence born of frustration.

The *Consejería Presidencial para la Equidad de la Mujer* is a potential partner in designing and conducting gender sensitivity training in IDP communities, and for organizations that provide services to displaced populations. Lack of gender sensitivity among staff working within these communities was identified repeatedly in interviews as an explanation for why women are undervalued and gender issues often overlooked.

Income and job opportunities are principal concerns; confronting these issues, however, will likely require programs to rebuild self-esteem and deal with past traumas. Women who have suffered the death of a spouse, separation from their family environment and customary activities, and been subjected to violence and sexual violence, need support to adjust to new situations. Including individual and group therapeutic counseling and psychosocial sessions as components of vocational training and job placement programs may boost prospects for success.

Likewise, including literacy training as a part of vocational programs will improve the ability of IDPs to complete forms, move within urban settings, and navigate bureaucratic offices. Literacy programs could include lessons on topics like non-violence and gender equity, as well as urban survival skills. Strategically, a peace and gender-sensitive curriculum could be used to teach literacy and improve overall IDP education levels.

Addressing the differences in opportunities and constraints faced by men and women, as well as differences posed by age, ethnicity, and region, will require that programs be tailored to particular settings. USAID/Colombia will need to make it clear to implementing organizations that attention to these issues will be an inherent component of programs it supports. Collaboration and systematic consultation with local organizations and IDPs, as well as with civil society organizations and think tanks that monitor the situation of the IDPs and produce research on the differentiated effects of displacement for men and women, will alert program managers to particular needs to be addressed.

According to the Performance Monitoring Plan (PMP) for the IDP program, individual level indicators are to be disaggregated by sex, age, ethnicity, and geographic region. Monitoring the indicators of participation and results is an important tool for USAID and program managers to track the impact of their efforts overall and for population sub-groups. Requiring program implementers to prepare quarterly analyses and reports of this cross-tabulated information is recommended, so that these differences are explicitly tracked and acted upon³¹.

³¹ The analysis presented by the *Econometría* survey illustrates the critical importance of analyzing disaggregated information. Although we know that about half of the displaced population is women, we have no information on differences between men and women in areas like the labor market, registration in the *Sistema Único de Registro*, or housing accommodations, all of which is essential for developing program activities responsive to the different needs of men and women.

E. Demobilization and Reintegration

Program Activities and Gender Considerations

In 2002, the government of Colombia (GOC) initiated a collective demobilization and reintegration (DR) process with paramilitary forces, especially those affiliated with the AUC (the Colombian United Self-Defense Forces). DR services were also made available for individuals seeking to disarm from either the paramilitary or left-wing armed groups.

USAID supports the DR process by ensuring implementation of relevant legislation³², assisting the GOC with the registration centers (CROs³³) and the tracking and monitoring system (SAME³⁴), supporting the Organization of American States (OAS) Verification Mission, reparation to victims and reconciliation, and the reintegration of adult and child ex-combatants.

Colombia's demobilization and reintegration process is not comparable to other intra-state armed conflicts, such as Guatemala, El Salvador, or Mozambique. In these countries, peace accords were signed containing demobilization and reintegration agreements setting the stage for the "post-conflict" period. In Colombia, the armed conflict continues at the same time as the demobilization of nearly 32,000 combatants.

Without diminishing the importance of the demobilization achievements of the government, it is important to acknowledge that this complex and contentious process has not come without obstacles. Some of the most pressing issues are minimal coordination between the national government and local municipalities that receive the demobilized combatants, weak institutional government capacity, the need to strengthen the OAS verification and monitoring mission, and reports of demobilized combatants who have been assassinated, joined other armed groups, or engaged in criminal activities.³⁵

Gender considerations are important when designing, implementing, monitoring, and evaluating DR programs. A gender-sensitive DR program draws attention to the often overlooked and underreported role of women and girls in armed groups. Despite the relatively low proportion of active female participants, women have a host of roles in armed insurgencies, from non-combat and support roles as cooks, sexual slaves, messengers, or nurses, to combat and leadership roles within the organizations. While providing differentiated programs and services for female combatants or supporters is essential, it is also necessary to consider the gender dimensions of the relationship between combatants and the social and affective networks and communities to which they return as factors in the success of the reincorporation process.

Even though less than ten percent of demobilized combatants are women, the relationship of male ex-combatants to the women in their lives has a significant impact on the reintegration process and the community at large. Gender issues, both in terms of differentiated services and programs for male and female ex-combatants, and in terms of broader gender issues related to reintegration, have as yet been only minimally addressed.

³² Laws 782/02 and 975/05

³³ Reference and Opportunity Centers (CROs)

³⁴ Tracking, Monitoring And Evaluation System (SAME)

³⁵ The 6th Report of the MAPP-OEA reports 21 cases of emerging illegal groups, some of them formed by fronts that did not demobilize, others by those who demobilized and have formed new armed groups, and some that are labeled as delinquents. From "Tregua Incierta" (Uncertain Cease Fire) by National Advocacy Working Group "For the Right to Truth, Justice and Reparation from a Gender Perspective". Women's Peace Initiative. Bogotá (August 2006).

Demobilization and reintegration programs have not fully considered the wives and partners of the male ex-combatants, nor have they designed support services for the family members of the combatants. Moreover, only minimal efforts have been made to consult and integrate local authorities and communities in the areas of return. Women's organizations have openly criticized the negative effects of the presence of returning male combatants in those areas. According to a report done by the Women's Peace Initiative in August of 2006:

Men who have been used to violence for years, to armed power, to military daily routines..., to be considered and be feared as symbols of strength, have to adopt a new way of life, with self control rules and norms and respect. In addition, they have to assume new roles as fathers, husbands, sons and brothers. In most cases difficulties have emerged in the first months [of return]: Frustrated for not being able to assume non-violent forms of behavior, they abandon their homes. Their behaviors have registered high levels of violence within the family.³⁶

Opportunities and Constraints

The quality of reintegration services provided to demobilized combatants (adult and youth) will increase if and when they reflect the sex, ethnic, and regional differences among male and female ex-combatants. A significant constraint to providing effective gender-specific programs in health, education, and income-generating initiatives is the lack of gender awareness among government and NGO service providers. This contributes to a risk that "female-specific" programs could reflect and reinforce traditional gender roles that may in fact undermine the position of women. The opposite approach, of offering undifferentiated, "gender neutral" programs to all combatants, may overlook important skills that women acquired while in the armed groups. For example, we were told that women in paramilitary organizations often acquired specific skills such as nursing or financial management; these could potentially be used to develop skills for civilian life.

Female and male combatants face other gender-specific problems that merit specialized attention. For example, female ex-combatants are often stigmatized by their communities and families when they return. Schedules for training and psychotherapy sessions should also consider women's family responsibilities that may restrict their access to these services. Male ex-combatants need continued training as well as therapeutic support to break violent behaviors and increase communication and listening skills.

The monitoring and tracking system³⁷ disaggregates information by sex and documents questions related to family dynamics, domestic violence, and emotional issues. Disaggregating information by sex is a good first step to integrating gender as part of the DR program. Gender-sensitive as opposed to "gender-neutral" language in the revised templates, especially for the SAME registration forms, could improve the quality of individual responses. Explicit analysis of the disaggregated data is an essential next step to utilizing the data to incorporate gender considerations into programming.

Re-defining the demobilization and reintegration as work not exclusively focused on the ex-combatant but also geared toward his/her family and the surrounding community will broaden the dimensions of the reintegration of demobilized combatants in civilian life. Despite constraints due to the expanding pool of ex-combatants and the associated costs, evidence from the individual

³⁶ From "Tregua Incierta" (Uncertain Cease Fire) by National Advocacy Working Group "For the Right to Truth, Justice and Reparation from a Gender Perspective". Women's Peace Initiative. Bogotá (August 2006).

³⁷ *Ficha de Censo Poblacional* (Population Census Template); SAME's Psychosocial Support Template

reincorporation experiences reveals that working with the ex-combatants *and their families* increases chances of successful reincorporation.

Programs to incorporate ex-combatants into the licit economy should be a priority of the reintegration process. AUC combatants received relatively high wages (compared to the left-wing insurgents), which could provide temptation and rationalize their return to criminal activities. Economic reintegration of demobilized combatants is critical to ensuring successful reincorporation. Women are often marginalized from income-generating activities. In addition, both female and male ex-combatants face acceptance problems from the private sector. USAID could take advantage of an important opportunity by coordinating efforts between the DR program and activities of ADAM in municipalities where demobilized combatants are re-settling. Furthermore, given that MIDAS has a mandate to work with demobilized combatants, that program could afford preferential treatment or incentives to companies integrating demobilized combatants. Work with the private sector should be encouraged to generate confidence-building measures between former combatants and private business owners and operators.

Issues related to child combatants are a priority for USAID. The centers that attend boys and girls who were part of armed groups report problems among these young people including high levels of promiscuity, violent behavior, interpersonal conflicts, and in some cases, alcohol and drug abuse. Although 90% of child ex-combatants are boys, careful attention and monitoring of specific needs and attention to girls as ex-combatants is important. Girls have been invisible in the armed groups due to the illegal nature of the armed groups and the highly submissive and subjugated roles of females in these organizations. The traditional world views of the cultures and ethnic groups from which these girls were drawn reinforce female identities as submissive, secondary, and dependent on their reproductive and sexual roles. Special attention should be paid to gender, as well as cultural and ethnic backgrounds of the demobilized youth.

Significant positive impacts on demobilized youth could be realized through training programs about gender roles, healthy and respectful relationships, and how to relate to one another as boys and girls, and to respect adult women. This strategy would directly address the cultural patterns of authoritarianism and violence these boys have been socialized into as part of the armed groups, and will improve their ability to relate to their families, friends, and girls and women in society generally.

Recommendations

USAID should explicitly adopt gender integration policy into its DR programs. This approach, integrating gender considerations within various institutional programs, requires that implementers, government staff, and others who provide services to former combatants be trained in gender issues. The IOM is already integrating gender in its programs for ex-combatants and IDPs. It has developed guidelines and studies addressing DR from a gender perspective and focusing on demobilized combatants in Colombia. USAID may be able to build on the IOM experience and lessons learned.

To counter high levels of domestic and sexual violence in the families of demobilized combatants, training should be offered, through the CRO, to male ex-combatants (adults and youth) on anger management, conflict resolution, gender-based violence, and violence prevention programs. At the same time, programs that work with the wives and families of male ex-combatants should be increased. Finally, USAID/Colombia should support the upcoming work by the Presidential Advisor

for Social and Economic Reintegration³⁸, in which half of the program is devoted to demobilized combatants and half to the communities in areas of return.

Continue supporting the work of the National Reparation and Reconciliation Commission in three areas. First, support the work of the two female commissioners. Second, assist the Gender Unit of the Commission. The gender unit and the two female commissioners ensure that women's voices and needs are integrated in the various programs for reparation and reconciliation. Third, consider creating a fund to provide financial assistance to victims (female and male), to increase awareness, provide guidance in pursuing claims, support the costs of participation in the hearings, and develop a program for witness protection.

Provide special attention to the impact of demobilized combatants in the areas of return. Work closely with Colombian institutions and civil society organizations to monitor the effects of returning combatants on communities and women. It is equally important to address the concerns of the private sector and work to minimize fears and resistance of companies to the employment of former combatants.

Economic integration programs for the demobilized ought to reflect the specific needs and abilities of male and female combatants. For example, consideration should be given to providing childcare facilities for women, and scheduling to facilitate women's participation. Both female and male ex-combatants should be consulted in the design of income-generating projects in order to assure attention to these types of constraints.

Consider gender-sensitivity training for SENA³⁹ and other organizations that provide job training in order to improve their ability to profile and respond to the specific needs of male and female participants. For example, job trainers should be made aware of the skills female combatants acquired from their work as nurses or accountants in the armed groups. Such skills should be part of their training and be considered as first-choice options when deciding which types of projects to choose for their economic reintegration. This recommendation covers both adult and child ex-combatants, as does the more general recommendation to take account of gender, ethnic, and regional differences in the design, implementation, and evaluation of all programs.

An upcoming study on the situation of female ex-combatants is being coordinated by the *Gobernación de Antioquia*, *Secretaría para la Equidad de la Mujer* and IOM. In about six months after evaluating the findings of the study, research could be extended to other relevant areas of the country to incorporate additional ethnic and regional variations.

An underreported problem for future consideration is the presence of HIV/AIDS among ex-combatants. At a minimum, the CRO centers should educate beneficiaries in methods to prevent the infection and provide condoms in health kits to both women and men. The significant presence of the HIV virus in the armed groups has not been adequately addressed and prevention should be encouraged. HIV/AIDS could be a growing area for concern in the future, specifically in areas of return, as the demobilization process continues.

³⁸ *Alta Consejería para la Reintegración Económica y Social*.

³⁹ *Servicio Nacional de Aprendizaje* (the State vocational training institute).

V. MONITORING PROGRESS

Monitoring is central to gender integration in development projects. Gender issues are rarely the principal objectives of an activity and are easily overlooked. At the same time, as discussed in this assessment, gender relations may affect the impact of USAID investments, and USAID-supported programs may affect the relations between men and women. USAID is in the process of adopting a set of standard performance indicators for reporting to Washington on the outputs, outcomes, and impacts of U.S. spending on foreign assistance and to give a measure of how well various strategies perform. Gender-related factors are not directly measured by these indicators, except to the extent that all people-level indicators are to be disaggregated by sex; ideally, in key situations, targets for men and women will be set accordingly in the operational plans.

Standard indicators serve primarily for reporting upward in the USAID hierarchy. As noted, standard indicators may feed back into local projects and affect the parameters of activities, sometimes with unintended gender consequences. For example, measuring licit crops cultivated by number of hectares directs the project toward large-scale cultivation, which is often associated with male rather than female farmers. Project managers also usually collect data on process indicators to monitor the progress of activities and to identify bottlenecks and/or particularly successful methods. Additional monitoring at this level helps to overcome the invisibility of intervening gender factors (positive and negative) caused by a “gender-neutral” bias in most projects.

The capacity of a project to monitor what is happening and to analyze and use that information is limited, and management has to deal with numerous issues besides gender. Gender analysis is an important first step in identifying the specific gender issues to be tracked for effective management, and whether they should be monitored at the community level, the project, the region, the corridor, or nationally. In general, it is more important to monitor gender factors in terms of results rather than inputs. The manager wants to know if interventions are turning out as expected. If not, it may be necessary to look for and correct gender-related constraints.

Three sets of suggestions are offered for monitoring the effect of gender relations on project results and on the relative status of women. First, sex-disaggregated data from people-level standard indicators should be analyzed to identify differences in outcomes between men and women, their significance, and whether mitigating measures are necessary. The need for mitigating measures depends on how egregious the disparities are and on the project design and objectives. For example, the fact that the majority of the participant farmers in an alternative development activity are men may affect the impact of the project in terms of improved livelihoods, but may be less important to outcomes if the project focus is on export sales. The analyst may also question whether exclusion from this part of the activity alters or diminishes the status of women⁴⁰ relative to men, and whether women’s involvement in other aspects of the product’s value chain is supported or compromised by this fact. In addition, analysis of sex-disaggregated data may be valuable in documenting “success stories” of programs that are increasing gender equality. This analysis could be done periodically by project personnel, or by a Mission gender consultant.⁴¹

Second, specific “custom” or process indicators should be developed for inclusion in the project monitoring database. This gender assessment identifies potential issues on a broad scale, but the information needed to develop gender indicators tied to individual projects will require additional

⁴⁰ For example, women’s role as unpaid family labor in agricultural work increases their responsibilities, yet reduces income-generating opportunities. The role and impact of child labor presents similar questions.

⁴¹ As noted throughout this assessment, similar periodic analysis of a sample of sex-disaggregated information available in government databases for various programs (e.g., IDPs, ex-combatants) is recommended for local projects.

project-specific gender analysis. In most cases, the analysis will be done by project personnel or a local consultant. This assessment has identified several potential gender-related indicators:

- The annual Latin American Public Opinion Project (LAPOP) survey includes a wealth of data that could be analyzed to show comparisons between men and women on several relevant questions. Selecting the precise indicators and understanding the sample constraints on disaggregation and comparison are beyond the scope of this assessment, but could be developed in the future as an addendum. The first step would be to investigate where, if any, significant differences exist. Variables that may be useful in monitoring the alternative development program relate to trust and participation in municipal government and in civil society organizations. Exploration of potential gender differences in variables related to access to justice also may prove fruitful. A useful future addition to the survey for monitoring gender aspects of human rights abuses associated with the conflict would be to include questions concerning gender-based violence.
- The alternative development programs report job creation in terms of Full Time Equivalents (FTEs), disaggregated by sex. To track the potential effect of this job creation on livelihoods and well-being it would be useful to track: by employee or job (disaggregated by sex), whether the job is part-time, seasonal, or full-time, and wages paid; and, by employer, labor standards and work conditions. In addition, the project might consider collecting some direct information on variables related to well-being of beneficiary households such as school attendance, health, housing, and/or household composition.
- In all activities, but particularly in the Justice and Human Rights sectors, it is important to track variables not only disaggregated by sex and by ethnicity but, importantly, by the intersection of the two, so that the problems and results for indigenous women are clear.
- Monitoring the presence and extent of domestic and sexual violence in general in municipalities where USAID activities are focused and especially within IDP and ex-combatant households is an overriding need. Gender-based violence is a major concern identified in this assessment and tends to be both a response and a barometer for the conflict-related issues USAID is confronting.

The third recommendation is that USAID projects carry out the small-scale evaluations identified in this gender assessment to gather information to clarify the extent and dynamic of specific, well-defined gender issues. The need for additional discrete, often rapid assessments may emerge during the course of project implementation, and with the analysis of sex-disaggregated data collected for the standard indicators.⁴² The case studies recommended in this assessment include:

- An assessment of the effectiveness of the resolution of cases handled through the *Casas de Justicia*, especially domestic violence and other family matters;
- A pilot study of the incidence and patterns of domestic and sexual violence, and of access to services, within a discrete sample of displaced and demobilized communities;
- An analysis of indigenous dispute resolution systems from the perspective of gender and especially women, international standards of human rights, and the ability to obtain meaningful recourse through these or other formal justice systems;

⁴² Importantly, the studies suggested are not recommended solely for the sake of academic interest or data compilation, but to provide analysis that will inform specific projects and refine activities. See, discussions of recommendations included in prior substantive sections pertaining to specific areas.

- An analysis of project databases for the two alternative development projects, the IDP programs, and the DR program to identify geographic overlap in terms of key demographic characteristics related to the needs to be addressed by the projects. For example, such an analysis for men and women would be useful in matching available employment skills to jobs being generated in the local labor market, and in designing training programs or other services to facilitate linkages among the various programs.

VI. NEXT STEPS FOR THE MISSION

This gender assessment provides an overview of key gender issues in the Mission projects and makes a series of recommendations to deal with these issues as an integral part of Mission programming. The next step for the Mission is to establish mechanisms formalizing the gender integration process in its portfolio. These mechanisms will provide the platform to make decisions about priorities in responding to the recommendations in the gender assessment, and to respond to changing gender issues as the program evolves.

Integration of gender considerations in programming implies that gender factors are woven into each step in the programming process. In addition to the USAID counsel that the Mission Strategy Statement and Operational Plan incorporate gender issues, Missions also should address gender issues in:

- activity/project design: include gender in the scope of work for all assessment and design teams and include competence in gender analysis as a requirement in team composition; include a gender statement in all activity approval documents.
- preparation of the solicitation documents for implementation of activities: include a statement outlining key gender issues in all RFPs and RFAs, and in specific sub-project activity proposals, and require an explanation of how these issues will be addressed in implementation in terms of programming and staff expertise.
- evaluation of the proposals received for capacity to deal with gender issues: include appropriately weighted evaluation criteria in the RFA or RFP for the response to gender issues; criteria may include implementation plan, staffing, proposed indicators for monitoring, and organizational capability and past experience with gender mainstreaming.
- definition of expected results and periodic monitoring: include sex-disaggregated data for all people-level indicators for reporting purposes; include lower-level indicators for tracking the interactions between gender and project results; sex-disaggregated indicators should be reviewed, analyzed, and reported semi-annually.
- evaluation of gender-related results as a part of project evaluation: use the baseline and monitoring data collected in accordance with the project design; incorporate again the two principal gender considerations, the effect of gender relations on project impacts, and the impact of the project on the relative status of men and women.

The Mission should identify the mechanisms to comply with all steps in the gender integration process, including oversight and approval, as well as the provision of resources for technical assistance and training. These mechanisms vary across Missions, and need to be designed to match particular resources and constraints. The objective is to institutionalize gender integration as a part of Mission programming so that it is not treated as an afterthought or seen as an added problem. Examples of these mechanisms include:

- The establishment of a gender working group with broad representation across program areas and support offices (including men and women, and U.S. and FSN staff). The Gender Working Group gives visibility to the Mission's concern with gender issues and expands the Mission's capacity for gender analysis. To function effectively, a time commitment from its members and access to resources will be required.
- A local gender consultant to work with the Mission on an on-going basis, building an understanding of the USAID portfolio and Mission needs, and available to assist the Mission gender officer with training and technical assistance as necessary. This type of expertise is clearly present in Colombia; the availability of resources is sometimes an issue, as well as the risk that consideration of gender issues may be seen as sporadic, occurring only when the consultant is around.
- Include the review of gender integration as a routine part of portfolio reviews, with oversight, technical assistance and training included within the work plan of the Mission Program Office⁴³.

The Mission should also develop a Gender Action Plan to specify the terms of the Mission commitment to gender integration, and identify concrete actions, targets, and a timetable for implementation. The recommendations in this assessment are intended to provide guidance for specification of these actions. The Gender Action Plan will include priority actions for each program team, and the team will incorporate the gender integration tasks into on-going activities.

The USAID commitment to integration of gender considerations and the implications of the Gender Action Plan for each program area should be explicitly communicated to USAID partners. Partners also should receive information on the steps they will be asked to take to meet the terms of the Plan. The Mission may consider providing program-specific training and technical assistance to partner organizations to initiate the implementation of the Gender Action Plan.

A Mission Order or other formal statement from Mission management articulating the USAID commitment to gender integration, endorsing the Gender Action Plan, and formalizing the assignment of responsibility in the Mission organization for meeting these requirements is recommended to provide legitimacy and continuity for implementing the Gender Action Plan.

Finally, the Mission may consider establishing a process for formal periodic reporting on the initiatives, achievements, and findings in terms of gender integration within each sector. This reporting may be included as a required part of portfolio reviews, for example, or be submitted in written form by the team for each program area. The purpose of the reporting would be to build accountability into the Action Plan, to provide materials to highlight accomplishments in gender integration in the Mission portfolio and to ensure ongoing monitoring of the impact of gender-related factors within the fluid and volatile context in which USAID/Colombia operates.

⁴³ In the future, Missions may also consider mechanisms for gender integration that take into account increased coordination of the USAID program with that of other actors in the U.S. Country Team.

VII. CONCLUSION

This initial gender assessment identifies areas where gender roles and relations may affect the results achieved in USAID/Colombia programming, and/or where USAID activities may have an impact on the relative status of men and women. The present assessment report provides a baseline overview of issues and illustrative recommendations, but it is only a starting point. The concrete integration of gender into the Mission programs happens at the project level, and will need to be based on a more detailed analysis of sectors and specific activities, incorporation in project implementation, and monitoring for potential impact.

Gender relations – specifically within the context of the armed conflict and resulting complexities unique to Colombia – are a factor in Mission activities in each of the subject areas reviewed for this assessment, and gender analysis and focus should be included in further activity design and implementation.

Finally, the Mission may wish to establish a coordinated approach to the cross-cutting issue of gender-based violence and security, since it appears as a central gender issue across program areas. While domestic violence is a universal gender issue, the incidence of gender-based violence and concerns about women's security multiply in conflict and post-conflict situations. Gender-based violence is a manifestation and reinforcement of power differentials, with legal, economic, psychological, and social components; it is also criminal behavior and a violation of fundamental rights. This assessment offers recommendations for actions to identify, alleviate, or sanction gender-based violence in each of the programs examined. The Mission might consider treating this issue as a cross-cutting concern, with coordinated planning, monitoring, and reporting.

A potential plan of action for the Mission would be to draw together an ad hoc committee to review and prioritize the relevant recommendations for each program. These include strengthening the legal basis for prosecution of domestic violence cases and removing the reliance on conciliation, gathering information about the incidence of domestic violence to use in designing future assistance programs, and providing adequate services and protection to victims. Training for justice sector and law enforcement personnel – particularly at the level of first responders – is essential to a coordinated approach. The committee should identify potential partners and link into the network of donor, government and non-governmental organizations working on these issues, and agree to a calendar and benchmarks for completing the recommended actions. Based on these initial results, the Mission should then re-examine its methods and set new objectives for an extended effort.

Although gender analysis and monitoring have not been an explicit part of the Mission program design and implementation in the past, this assessment has found an underlying sensitivity and concern with gender as a factor in development, and expertise among the partners to move forward to further analyze and address many of the recommendations in this report.

ANNEX A: USAID|COLOMBIA GENDER ASSESSMENT SCOPE OF WORK (SOW)

I. Introduction

With the initiation of Plan Colombia and increased USG assistance in FY 2000, the Mission concentrated its strategy in the sustainable reduction of illicit crops and the promotion of peace in the country. To achieve that, the Mission developed four Strategic Objectives (SOs) which will be undertaken through FY 2008; these are: SO1 - Strengthened Democratic Governance; SO2 - Expanded Economic and Social Alternatives to Illicit Crop Production, SO3 - Successful Reintegration of Internally Displaced Population and Support to Other Vulnerable Groups, and SO4 – Improved Environment for Demobilization and Reintegration.

Although the Mission's strategy's extension was approved in 2005, USAID|Colombia still lacks a Mission-wide gender strategy and gender training. Thus far, gender considerations have been limited to certain activities, impeding the development of cross-cutting strategies that coherently address the needs of women.

The gender assessment is intended to especially facilitate the statement of appropriate gender equity goals for the Mission's programs and activities directly related to conflict, e.g. those addressing human rights, justice, demobilization and reintegration, internally displaced populations, and regional governance stabilization. The assessment is also meant to identify any needs for gender training within the Mission, clarify additional topics for further gender analysis, provide guidance or language on incorporating gender into the Operational Plan and contribute to the draft of a gender action plan that grows out of the current Strategy. The assessment is also intended to serve as a tool for developing the new country operating plan.

II. Purpose

The purpose of the Gender Assessment is to identify key gender issues and gender constraints that need to be addressed in USAID|Colombia's programs, especially those or a special focus on most related to conflict, and to make recommendations on how the Mission can address the issue of gender and conflict in its programs. This scope of work does not call for a full and detailed program design; it is expected that further gender analyses may be required.

There are five interrelated tasks that the gender assessment must address:

- reviewing of key gender issues and gender-based constraints in USAID|Colombia;
- assessing attention to the relation between conflict and gender in current and future Mission programs, specifically IDPs, demobilization and reintegration, alternative development – in its relation to conflict-, justice, and human rights;
- assessing attention to women in their relation to geographic location and ethnicity in current and future Mission programs;
- assessing the institutional context supporting gender mainstreaming, both in the Mission and in the country; and,
- providing recommendations for a gender action plan that recommends how the USAID Mission can support women's contribution to peace building in its strategy and achieve development outcomes that improve the situation of women relative to men in Colombia in these areas.

III. Background

Women in Colombia have experienced a significant number of challenges, both within and outside the armed conflict. From a socio-economic perspective, women not only suffer from a higher unemployment rate than men, they also experience lower income levels, earning approximately 20% less than men. Consequently, over half of the total population living in poverty is women.⁴⁴ From the perspective of the ongoing armed conflict, women are victims of different kinds of political violence, including targeted violent actions, sexual violence - both as part of a violent action or carried out within the ranks of the armed groups - and the disenfranchisement of family and affectionate relations affected by such actions.⁴⁵ They are also victims of internal displacement, accounting for 50% of the total displaced population.⁴⁶

In spite of these challenges, women have made tremendous efforts and reached significant achievements in fostering peace in Colombia. Women's movements have been present in peace negotiations with armed groups, leaders in mass demonstrations supporting negotiated solutions and opposing violence, and proponents of policy reforms geared towards reaching gender equality.⁴⁷ An example of this is reflected in the presence of two women in the recently created National Commission for Reparation and Reconciliation, which, amongst other duties, will advance in national reconciliation activities that seek to impede the reemergence of actions that disturb peace efforts in the country.

It is within this context that USAID|Colombia is carrying out its various programs and activities. By carrying out a gender assessment, Mission teams should be able to address how gender relations will affect the sustainable achievement of results, and how expected results will affect the relative status of men and women.

IV. Tasks

The primary tasks of the team of consultants are to:

- A. Carry out an assessment of the Mission's efforts to facilitate the development of women-led capacities for peace into its ongoing and proposed programs. This effort will:
 - Review the Mission's present strategic results framework, and program portfolio for their attention to gender in its relation to conflict, identify key gender-based constraints, and assess potential gender issues in a future portfolio and/or strategic framework.
 - Produce an assessment of possible entry-points for incorporation of gender and other considerations in current and future activities which focus on conflict.
 - Provide statements of the key gender based-constraints relevant to the following programs:
 - Human Rights (with emphasis on domestic violence)

⁴⁴ **UNIFEM:** Las Mujeres Colombianas en Busca de la Paz – Una Aproximación a sus iniciativas y propuestas, Bogotá, 2004, p. 14

⁴⁵ **UNDP:** El Conflicto, callejón con salida – Informe Nacional de Desarrollo Humano Colombia, Bogotá, 2003, p. 132

⁴⁶ **UNIFEM:** p. 23

⁴⁷ **ROJAS, CATALINA:** In the Midst of War: Women's Contributions to Peace in Colombia, Women Waging Peace Policy Commission, 2004.

- Justice
 - Demobilization and Reintegration
 - Internally Displaced Population
 - Alternative Development (in their relation to conflict)⁴⁸
- Identify resources and sources of sex-disaggregated data (and possibly other variables as appropriate e.g., age, income, and ethnicity) and develop illustrative gender-appropriate indicators. The assessment team might offer suggestions for how to analyze the potential impacts of the strategic approaches on the relative status of men and women in Colombia.
- Identify local expertise on gender (e.g., NGOs, CSOs, academics, research institutions, government ministries) that can be called on to provide in-depth technical assistance.
- The assessment is to be organized and shaped by:
1. USAID|Colombia Results Framework;
 2. Agency and Mission's approach to mainstreaming gender; and,
 3. USAID|Colombia 2006 – 2008 Strategic Plan.
- B.** Based on this assessment, draft recommendations for developing a gender action plan, which lays out the steps for mainstreaming gender in Mission activities related to conflict. These suggestions should be practical and address the perspective of both technical and support offices.

The draft action plan is not a deliverable from the Consultants, but a document that is developed by the Mission based upon the Consultants' gender assessment and recommendations. As finally formulated by the Mission, the detailed USAID|Colombia gender action plan shall fully address the requirements of Agency Directives.

- C.** Provide training to USAID|Colombia staff on gender issues, with specific focus on the influence of conflict in gender matters.

V. Assessment Methodology

- A.** Comprehensive review and analysis of pertinent literature and documents, including, but not limited to such materials as:
- USAID|Colombia Strategic Plan, Annual Reports, Plan of Action for USAID|Colombia and/or sectoral gender assessments and reports, and the results framework for the Strategic Plan;
 - Studies and assessments conducted by donors, NGOs, GOC entities, regional organizations, and the academic community.
 - Recent literature that addresses gender issues in specific sectors and areas of strategic interest to USAID|Colombia (e.g. democracy and governance, alternative development, conflict, demobilization, IDPs).

⁴⁸ The Alternative Development program is composed of two major projects: ADAM and MIDAS. The first one focuses on promoting the eradication of coca and poppies where they exist, and impeding drug cultivation in rural areas that are vulnerable to, but still free of illicit crops. Its strategy is based on the premise that the key to sustainable economic development is the creation of strong, effective linkages among governmental institutions, markets, and local producers. On the other hand, MIDAS focuses on "crowding out" illicit activities by generating significant new sources of alternative income via programs of sustainable business development, and economic policy and institutional reform activities.

- B.** Meetings and discussions with technical teams, other USAID|Colombia and Embassy – POL, PRM, NAS - staff, and partners involved in the development of the Strategic Plan, both in Bogota and in the field. These shall include where possible:
- Entry briefings with the Front Office, the Program Office, and the Gender Officer;
 - A preliminary briefing session for USAID|Colombia staff on the ADS requirements for addressing gender in the strategic planning process;
 - Meetings with the technical teams and partners on specific sectors and areas of interest, to identify possible links to gender issues in each proposed SO and determine whether these issues are adequately considered in the strategy; to identify possible entry points for the incorporation of gender considerations into ongoing and future activities – specifically IDPs, Human Rights, Alternative Development, and Demobilization and Reintegration, and to verify whether gender considerations are adequately treated in the USAID|Colombia strategy and results framework;
 - A presentation of the draft gender analysis to obtain feedback from the staff; and
 - Exit briefings with the Front Office, the Program Office, and the Gender Officer.
- C.** Interview selected key stakeholders, such as the Presidency’s Office in Women Equity, and implementing partners involved in current and proposed programs, other donors, and local gender expert resource groups about problems, successes, and potentialities for improving attention to gender in the Country Strategic Plan.
- D.** Carry out three site visits to programs related to Human Rights, IDPs, Alternative Development, and Demobilization and Reintegration.
- E.** Hold a gender issues workshop involving key stakeholders/partners from the specific sectors and areas of interest to USAID|Colombia (e.g. democracy and governance, alternative development, conflict, demobilization, IDPs). USAID|Colombia will coordinate logistics for this workshop.
- F.** Strategy Development

The Gender Assessment and action plan will be used as the basis for the Consultant to review and suggest improvements to the draft Strategic Plans to ensure adequate and appropriate Agency and Mission’s approaches to mainstreaming gender in its conflict-related activities.

VI. Estimated Level of Effort

It is anticipated that the services of two bilingual (Spanish/English) expatriate consultants and one bilingual (Spanish/English) local consultant will be required to compose the team. One of the expatriate consultants will be the team leader with responsibility for completion of the Gender Assessment and Recommendations Report and Action Plan documents. A separate scope of work for the two team members should be developed by the team leader, through discussion with the local consultant (with Mission and EGAT/WID project approval).

For the expatriate and the local consultants, the work will require four (4) days before the commencement of field work, to review documents and to set appointments; and two weeks of field work. In addition, seven (7) work days will be authorized for the expatriate consultant for writing and finalizing the aforementioned documents. The specific responsibilities of the local consultants in the field work will be determined in consultation with the expatriate, based on the balance of their sector expertise. The local consultant may contribute to the report either as a part

of the fieldwork, or, it will be the team leader's discretion to allocate some of the report time to the other consultant. Therefore, the total number of days will be: team leader - 30 days and local consultants - 23 days. A six-day workweek will be authorized if necessary.

VII. Timeframe

- Preparation phase will be completed on or about September 30, 2006 (to be discussed with consultants).
- Field Research phase will be completed on or about October 15, 2006.
- Submission of Final Report submission will be no later than November 13, 2006

The cost of this Task Order will be covered by the Office of Women in Development in Washington (EGAT/WID).

VIII. Performance Period

It is anticipated that this work will begin on or about September 30, 2006 and it shall be completed on or about November 13, 2006.

IX. Team Qualifications

Experienced social scientists in gender and/or development studies, sociology, anthropology, political science, economics, or related field. Prior research experience, especially at the field level, is particularly useful. A minimum of 10 years in international development with significant experience in Latin America (particularly recent experience in the Andean Region). Candidates should have significant recent experience with gender analysis in the development context and in other USAID|Colombia sector areas.

In-country and regional experience is highly desirable to minimize background information phase, as is experience with USAID's approach to gender analysis.

X. Deliverables

The assessment team is expected to conduct a Mission wide training in gender issues, and the effects of conflict on gender matters. In addition to this, there are two written deliverables expected from this SOW: the Gender Assessment and recommendations for the draft action plan. Drawing on data from interviews and secondary sources, these documents will assess the appropriate technical areas for gender emphasis and make recommendations for future actions for gender and other integration, described above. The document may also be the basis for further technical assistance provided by USAID/Washington.

- A preliminary table of contents, list of findings, conclusions, and recommendations shall be submitted to the Mission upon completion of fieldwork (one electronic copy and three hardcopies).
- A draft Gender Assessment and recommendations for a draft action plan will be according to a schedule negotiated with the Mission. USAID Colombia shall provide any additional written comments electronically within 10 working days of receipt of the revised draft.

- The Final Gender Assessment and recommendations for action plan will be submitted to the Mission within 5 working days after receiving comments on the revised draft.

The Final Gender Assessment and recommendations will include but not be limited to the following:

- An Executive Summary of 3-5 pages which summarizes findings, conclusions, and recommendations for the current program.
- Table of contents and purpose of the T.A. provided to the Mission.
- Discussion of most important gender issues which cut across the Mission's current and proposed portfolio.
- Findings, conclusions and recommendations.
- Appendices (list of institutions visited, persons interviews, other important/related issues, local expertise on gender, resources and sources for gender disaggregated data, etc.).

ANNEX B: LIST OF PERSONS INTERVIEWED

U.S. Government/Colombia:

JoAnn Lawrence (Colombia Desk Officer, USAID/Washington)

U.S. Agency for International Development/Colombia Mission:

Jaime Arteaga (Manager, Governance Program, USAID/Colombia)

Liliana Ayalde (Mission Director, USAID/Colombia)

Ileana Baca (Program Manager, Internally Displaced Persons [IDP] Program,
[Demobilization and Reintegration Program] USAID/Colombia)

Cristina Barrera (Local Governance Program Manager, USAID/Colombia)

Paula Cobo (Human Rights Program Manager, USAID/Colombia)

Mustapha El Hamzaoui (Agricultural Development Officer, USAID/Colombia)

Ramona El Hamzaoui (Deputy Democracy Officer, USAID/Colombia)

Patricia Fisher de Hurtado (Program Assistant, Human Rights and Justice Programs,
USAID/Colombia)

Jason A. Girard (Agriculture and Alternative Development Officer, USAID/Colombia)

Ronald L. Glass (Senior Democracy and Governance Advisor, USAID/Colombia)

Camila Gómez (Program Development Specialist, USAID/Colombia)

Nancy Hardy (Supervisory Program Officer, USAID/Colombia)

Sean M. Jones (Director, Office of Agriculture and Alternative Development, USAID/Colombia)

Orlando Muñoz (Senior Policy Advisor, Democracy Office, USAID/Colombia)

Susan Reichle (Deputy Mission Director, USAID/Colombia)

Cara Thanassi (Development Specialist, IDP Program, USAID/Colombia)

Tanya Urquieta (Democracy Officer, USAID/Colombia)

Hernando Villamizar (Program Manager, IDP Program, USAID/Colombia)

Laura Zambrano (Deputy Director, Demobilization and Reintegration Program, USAID/Colombia)

Executive Branch:

Ligia Margarita Borrero Zea (Deputy Director, Displacement Office, Agencia Presidencial para la
Acción Social y la Cooperación Internacional [Acción Social], Presidencia, Republica de
Colombia)

Kelly Brooks (Asesora, Dirección Cooperación Internacional, Acción Social)

Paula Tinoco (Consejería Presidencial para la Equidad de la Mujer, Observatorio de Asuntos de
Género)

Luz Eugenia Vásquez (Ministerio del Interior y de Justicia, Director, Dirección de Acceso a la
Justicia)

Martha Lucía Vásquez (Consejera Presidencial para la Equidad de la Mujer)

Florida International University/USAID Justice Program Contractor:

Annette Pearson (Casas de Justicia, Programa de Fortalecimiento de la Justicia en Colombia)

Adriana María Polanía (Coordinadora, Resolución de Conflictos Alternativos, Programa de
Fortalecimiento de la Justicia en Colombia)

Víctor Uribe (Director Residente, Programa de Fortalecimiento de la Justicia en Colombia)

Judiciary:

Lucía Arbeláez de Tobón (Magistrada del Consejo Superior de la Judicatura)

Marina Pulido de Barón (Corte Suprema de Justicia, Magistrada de la Sala de Casación Penal)

Casa de Justicia (Suba):

Jimena Alonso (Comisaría de Familia)
Antonio Castañeda (Coordinador, Casa de Justicia, Suba)
María Mercedes Córdoba Barbosa (Trabajadora Social, Centro de Atención a Víctimas de Violencias y Delitos [CAVID])
Gonzálo Díaz Rojas (Fiscal Local 14)
Lizette Duque Cruz (Psicóloga Jurídica, CAVID)
Gustavo Adolfo Manotos G. (Comisaría de Familia)
María del Rosario Saboga Cubillos (Abogada Conciliadora del Centro de Conciliación de la Personaría de Bogotá)

Integrated Domestic Violence Service Center [CAVIF]:

Lidys Romero Borré (Coordinadora/Jefe, Unidad Armonía Familiar de la Fiscalía y Centro Integral contra la Violencia Intrafamiliar [CAVIF])

Office of the Ombudsman:

María Cristina Hurtado Sáenz (Defensora Delegada por Derechos de Niñez, Mujer, y Juventud, Defensoría del Pueblo)
Raquel Victorino C. (Consultora de UNIFEM, Área de Género, Sistema de Alertas Tempranas, Defensoría del Pueblo)

Office of the Inspector General:

María Teresa Duque (Procuraduría Delegada para la Prevención en Derechos Humanos)

MSD/USAID Human Rights Program Contractor:

Olga Lucía Gaitán García (Coordinadora, Fortalecimiento Estado, Programa de Derechos Humanos)
Lucía García Giraldo (Deputy Chief of Party, Programa de Derechos Humanos)
Jaime Prieto (Coordinador, Fortalecimiento Sociedad Civil, Programa de Derechos Humanos)

National Reparations and Reconciliation Commission:

Ana Teresa Bernal (Comisionada, Comisión Nacional de Reparación y Reconciliación)
Patricia Buriticá (Comisionada, Comisión Nacional de Reparación y Reconciliación *and* Directora, Alianza Iniciativa Mujeres por la Paz)
Gunhild Schiwitalla (Comisión Nacional de Reparación y Reconciliación, Coordinadora del Área sobre Género y Poblaciones Específicas)

Legal NGOs:

Gloria María Borrero Restrepo (Directora Ejecutiva, Corporación Excelencia en la Justicia)

Indigenous Rights:

Germán Casama (Proyecto de Educación, Organización Nacional Indígena de Colombia [O.N.I.C.])
Eliana Martínez (Asesora, O.N.I.C.)

ARD/USAID ADAM Program Contractor:

Yaneth Caballero (Coordinadora, Grupos Vulnerables)
Yesid Sandoval (Subdirector, Gobernabilidad Local - ADAM)

MIDAS/USAID:

Luis Betancourt (Director, Área Comercial Forestal - MIDAS)
Juan Lucas Restrepo (Subdirector, MIDAS-USAID/Colombia)

María del Pilar Rueda (Coordinadora, Grupos Vulnerables - MIDAS)

FUPAD (Pan American Development Foundation)/USAID Program Contractor:

Gilberto Amaya (Program Director – FUPAD)

Rosa Lilia Cerda (Deputy Director, IDP Program- FUPAD)

Alternative Development/Aid to Artisans:

Laura Mejía Flórez (Country Director, Aid to Artisans)

Mauricio Rincón Falla (Local Marketing Coordinator, Aid to Artisans)

International Organization of Migration [OIM]- Program Contractor:

Oscar Costilla (Oficial de Programa)

Luisa Dietrich (Especialista en Reintegración y Reparación)

Linda Erikson (Oficial de Programa, SIDA y Género)

Marta Yolanda Gómez (Coordinadora del Programa de Paz e integrante de la Consejería para la Integración Económica y Social)

Beatriz Gutiérrez (Gerente de Programa, Salud a la Población Desplazada)

Hugo Hidalgo (Gerente Educación y Prevención, Programa de Atención a Niños y Niñas)

Juan Manuel Luna (Oficial de Enlace, Programa Atención a Niños y Niñas)

Romel Rojas (Monitor, Programa Atención a Niños y Niñas)

PROFAMILIA- Program Contractor:

Patricia Ospina (Coordinadora Proyecto Desplazados, PROFAMILIA, Bogotá)

Andrés Quintero (Director de Proyectos, PROFAMILIA, Bogotá)

UNIFEM- UN Development Fund for Women:

Donny Meertens (Asesora Regional del Programa de Paz y Seguridad)

Medellín, Colombia (field trip):

Cristina Alzate (Coordinadora, Sistema de Acompañamiento, Monitoreo y Evaluación [SAME], Antioquía)

Liliana María Escobar Gómez (Secretaría de Equidad de Género para las Mujeres, Gobernación de Antioquía)

Silvia María García A. (Coordinadora, Programa de Derechos Humanos y Ciudadanía, Mujeres Que Crean)

John Jairo González Espinosa (Asesor, Defensoría del Pueblo, Regional Antioquía)

Debbie Patricia Hernández (Abogada, Programa Derechos Humanos, Mujeres Que Crean)

Roberto Moreno (Defensoría del Pueblo, Analista Regional Antioquía, Sistema de Alertas Tempranas)

Donelia Orozco Cardona and Antonio José Zapata Ibarra (Procuraduría Regional Antioquía, Grupo de Apoyo de Derechos Humanos)

Rocío Pineda García (Directora, Derechos Humanos y Derecho Internacional Humanitario, Gobernación de Antioquía)

Mariluz Ramírez Vargas (Coordinadora de Proyectos Especiales, Alcaldía del Carmen de Viboral, Antioquía)

Marina Estela Rojas (Asesora, Programa Atención a Desplazados, PROFAMILIA)

Sandra María Rojas (Defensor del Pueblo, Regional Antioquía)

Maryori Ruíz (Directora, Proyecto de Ceramistas del Carmen de Viboral, Antioquía)

Sistema de Acompañamiento, Monitoreo y Evaluación [S.A.M.E.], OIM, Alcaldía de Medellín:

Carlos Alberto David Aleiza (Psicólogo)
Margarita Alviar Ruíz (Trabajadora Social, Supervisora OIM)
Carmela Angel (Psicóloga OIM)
Nora Isabel Corréa Franco (Psicóloga, Supervisora SAME)
Marta Darys Benítez Henao (Trabajadora Social)
Alejandra María González H. (Trabajadora Social)
Juan David Montoya G. (Coordinador)
María Adelaida Restrepo B. (Coordinadora Área Acompañamiento Psicosocial)
Jorge Ivan Rodríguez Rodas (Abogado, Área Jurídica, Paz y Conciliación)
Faria Soto (Coordinadora, Centro de Jóvenes y Adultos, PROFAMILIA)
María Amalia Trujillo Jaramillo (Coordinadora Regional, Programa Niñez y Conflicto Armado,
Organización Internacional para las Migraciones [OIM])

ANNEX C: RESOURCE LIST OF WOMEN'S PEACE NETWORKS, WOMEN'S RIGHTS AND ADVOCACY ORGANIZATIONS, THINK TANKS, AND EDUCATIONAL INSTITUTIONS FOR GENDER STUDIES IN COLOMBIA

Women's Peace Organizations and Networks

Name	Iniciativa de Mujeres por la Paz
Address	Carrera 13 No. 32-51, Torre 3 Oficina 501, Bogotá, Colombia
Phone	(571) 320 5125; 338 1324
Fax	(571) 320 5124
Email	info@mujeresporlapaz.org ; prensa@mujeresporlapaz.org
Website	www.mujeresporlapaz.org
Contact	Patricia Buriticá
Working since	2001
Coverage	National
Type of Organization	Network
Activities	Articulation of women's peace agenda; representation of women in public peace forums; participation in the women's peace movement
Focus	Peace building, justice and reparations from a gender perspective; advocacy for humanitarian exchange
Publications	Newsletter "Voces de Mujeres"

Name	Mesa Nacional de Concertación de Mujeres
Address	Carrera 13 No. 32-51, Torre 3 Oficina 501, Bogotá, Colombia
Phone	(571) 320 5125; 338 1324
Fax	(571) 320 5124
Email	N/A
Website	http://mujeresporlapaz.atarraya.org/article.php3?id_article=27
Contact	N/A
Working since	2000
Coverage	National
Type of Organization	Network
Activities	Bring together organizations, groups and networks of women at the national, regional and local levels
Focus	Advocacy of women's organizations to change political and social policies in Colombia
Publications	N/A

Name	Mujeres Autoras Actoras de Paz, MAAP
Address	Carrera 32 N° 16-45, Bogotá, Colombia
Phone	(57-1) 247 2273
Fax	(57-1) 371 2960
Email	dialogo@global.net.co (National Focal Point)
Website	N/A
Contact	N/A
Working since	N/A
Coverage	National
Type of Organization	Network
Activities	Organization of peace workshops and national conferences; organizational strengthening of network members
Focus	Violence against women, peace and conflict
Publications	N/A

Name	Organización Femenina Popular
Address	Carrera 22 No. 52B – 36, Barrancabermeja, Magdalena Medio Santander, Colombia
Phone	(57-76) 226 625
Fax	N/A
Email	femenina@colnodo.apc.org ; ofpbogota@hotmail.com ofpbogota@latinmail.com
Website	http://www.ofp.org.co/
Contact	N/A
Working since	1979
Coverage	Local and regional with participation in national networks
Type of Organization	Women's organization
Activities	Design and implementation of programs for victims of violence; preventative health programs; women's cooperative; documentation center; community work
Focus	Women's rights, violence against women, health, peace advocacy
Publications	Periodicals, reports, and newsletters

Name	Red Nacional de Mujeres
Address	Calle 45# 25-20, Bogotá, Colombia
Phone	2450514
Fax	2455386
Email	N/A
Website	N/A
Contact	Gloria Tobón Olarte
Working since	1991
Coverage	National
Type of Organization	Network
Activities	Advocacy, research and training on women's rights and women's political participation in peace processes
Focus	Advancement of women's participation in peace forums
Publications	N/A

Name	Ruta Pacífica de Mujeres por la Solución Negociada del Conflicto
Address	Calle 54 No 45-63 Of. 223, Medellín, Colombia
Phone	(57-4) 513 2344
Fax	N/A
Email	rutapacifica@epm.net.co ,
Website	www.rutapacifica.org.co
Contact	Marina Gallego
Working since	1996
Coverage	National
Type of Organization	Network
Activities	Research; campaigns and public demonstrations for a peaceful solution to the armed conflict in Colombia; organization of national conferences; strategic alliances with other peace networks and pacifist and antiwar activists in Colombia and abroad; individual and collective reparations
Focus	Peace and armed conflict
Publications	N/A

Women's Rights and Advocacy Organizations

Name	Asociación Nacional de Mujeres Campesinas, Negras e Indígenas de Colombia- ANMUCIC
Address	Avenida EL DORADO CAN Edificio INCODER oficina 223, Bogotá, Colombia
Phone	(57-1) 2221630
Fax	(57-1) 3 830444 Ext. 1220
Email	anmucic@hotmail.com , aleydabarreto@hotmail.com
Website	N/A
Contact	Aleyda Barreto
Working since	1984
Coverage	National- 90,000 grass root rural women
Type of Organization	National network of 27 associations of indigenous, Afro-descendent and peasant women throughout Colombia
Activities	Improve the quality of life of rural women; defense of women's rights and women's empowerment to participate within their communities and in local governments; advocacy to influence policies to protect the rights of rural women.
Focus	Rural women, indigenous and peasant women affected by the conflict
Publications	N/A

Name	Corporación Casa de la Mujer
Address	Carrera 28 N° 51-22, Santafé de Bogotá, Colombia
Phone	(57-1) 321 5071; 312 5078
Fax	(57-1) 310 3415
Email	casamujer@colnodo.apc.org
Website	N/A
Contact	N/A
Working since	1985
Coverage	National
Type of Organization	Non-governmental organization
Activities	Psychological and legal services; research; education and training; organization of workshops, conferences and campaigns
Focus	Violence against women, health, and sexual and reproductive rights
Publications	Reports and manuals

Name	Corporación SISMA Mujer
Address	Calle 38 # 8 - 12 Oficina 502, Bogotá, Colombia
Phone	(57 -1) 2880546
Fax	N/A
Email	sismamujer@cable.net.co
Website	http://www.observatoriomujeresyderechos.org/
Contact	Claudia Mejía
Working since	1998
Coverage	National
Type of Organization	Non-governmental organization
Activities	Research on gender and legal issues, advisory group for governmental institutions and social organizations; National Focal Point of National Women's Network
Focus	Gender justice; human rights; health and sexual and reproductive rights; women and forced displacement; public policy
Publications	Series "Hacia la igualdad e oportunidades para las mujeres"; advocacy manual; educational curricula; research reports

Name	Corporación "Vamos Mujer por una Vida Digna"
Address	Carrera 50 A N° 58-78, Medellín, Colombia
Phone	(57-94) 254 0271; 254 4872; 2540754
Fax	(57-94) 2544514
Email	vamosmujer@vamosmujer.org.co
Website	www.vamosmujer.org
Contact	Olga Lucia Ramírez
Working since	1979
Coverage	Local and national
Type of Organization	Non-governmental organization
Activities	Accompaniment and advisory group for rural, urban, young and adult women's groups on issues of food security, institutional capacity and training; participation in peace initiatives; psychosocial programs for those affected by the armed conflict and violence; workshops, seminars and conferences; participation in various women's peace networks
Focus	Violence against women; women's rights and laws that protect women; legal advice; training of women who report cases of violence; gender sensitivity trainings for staff who assist victims of violence
Publications	Reports (systematization of experiences), manuals and newsletters, as well as support material for partner organizations

Name	Fundación Diálogo Mujer
Address	Carrera 32 N° 16-45, Santafé de Bogotá, Colombia
Phone	(57-1) 247 2273
Fax	(57-1) 371 2960
Email	N/A
Website	N/A
Contact	Sol Suleidy Gaitan
Working since	1983
Coverage	National
Type of Organization	Non-governmental organization
Activities	Participation in women's networks; organization of campaigns; design and facilitation of trainings; media work; advisory work
Focus	Women's rights; women and health; violence against women; women, peace and conflict; masculinity and gender
Publications	Reports, manuals

Name	Fundación Mujer y Futuro
Address	Calle 33 No 28-07, Bucaramanga, Colombia
Phone	(57) 6454376
Fax	N/A
Email	funmujer@intercable.net.co
Website	www.funmujer.org
Contact	N/A
Working since	1989
Coverage	Local
Type of Organization	Non-governmental organization
Activities	Direct physiological attention and educational support for women; organization of conferences, workshops and trainings
Focus	Violence against women; sexual abuse; peace and armed conflict; sexual and reproductive rights; human rights; democracy education
Publications	N/A

Name	Fundación Paz y Bien
Address	Diagonal 26 i2 N° 80 -25 Marroquín 2, Cali, Bogotá, Colombia
Phone	(57-2) 422 1352
Fax	(57-2) 422 1352
Email	pazybien@telesat.com.co
Website	N/A
Contact	Sister Alba Stella Barreto
Working since	1987
Coverage	Local
Type of Organization	Local faith-based NGO
Activities	Organization of grassroots groups of women, girls, boys and youth; services for high-risk pregnant women and teenagers; domestic violence work; programs for displaced women and families; grassroots economic programs
Focus	Domestic violence; grassroots and organizing work with girls, boys and youth
Publications	N/A

Name	Fundación Esperanza
Address	P.O. Box 075174 – 114, Bogotá , Colombia
Phone	(57-1) 2123710; 2172010
Fax	(57- 1) 2123459
Email	informacion@fundacionesperanza.org.co
Website	www.fundacionesperanza.org.co/
Contact	N/A
Working since	N/A
Coverage	National
Type of Organization	Non-governmental organization
Activities	Awareness campaigns through media work; preventive workshops and training for victims; free telephone hotline for information and assistance (9800 919032); work with national and international networks; law-related research
Focus	Trafficking of women
Publications	Books, magazines and unpublished reports

Name	Humanizar
Address	Calle 45# 25-20, Bogotá, Colombia
Phone	2450514
Fax	2455386
Email	humanizar@etb.net.co
Website	N/A
Contact	Gloria Tobón Olarte
Working since	1996
Coverage	National
Type of Organization	Social non-governmental organization
Activities	Development of social projects; research; training and advocacy
Focus	Research for social change toward social and gender equity; training in methodologies for networking and community work; human rights advocacy and peace building from a gender perspective.
Selected Publications	2005. "Crossed Violences. Women's Rights Report"; 2004. "Cartography to Think About Women's Rights"; 2003. "Women's Rights Report"; 2003. Training Manual "Women's Participation in Peace Processes"; 2000. Public memoirs "Women's Public Audience."

Name	Liga Internacional de Mujeres por la Paz y la Libertad (LIMPAL)
Address	Calle 44 N° 19 – 28, Bogotá, Colombia
Phone	(57-23) 285 0062
Fax	(57-23) 245 3206
Email	limpal@colomsat.net.co
Website	www.peacewomen.org
Contact	N/A
Working since	N/A
Coverage	Local
Type of Organization	Non-governmental organization
Activities	Training; legal and psychological assistance; organization of workshops and campaigns
Focus	Feminist approach to women's rights, women's empowerment and gender justice
Publications	Newsletter

Name	Liga de Mujeres Desplazadas
Address	Calle del Espíritu Santo # 29-158, Cartagena, Colombia
Phone	(57-5) 6600125
Fax	(57-5) 6602302
Email	ligademujeres@enred.com
Website	www.ligademujeres.org
Contact	Patricia Guerrero
Working since	1995
Coverage	Regional
Type of Organization	Non-governmental grass-roots organization
Activities	Strengthening state policy on displaced women's rights; works with more than 500 displaced women, 90% of whom are Afro-descendent and over 50% heads of household
Focus	Justice and reparations for displaced women of Cartagena and surrounding areas
Publications	"Report on gender-based violence for displaced women in Cartagena, Pasacaballos and Turbaco, Bolivar"; "Women's voices: A civil resistance strategy to war," which includes three publications called "Reparations"; "Our Rights to Justice" and "Reconciliation with Truth"

Name	Mujeres Paz-íficas
Address	Cali, Colombia
Phone	N/A
Fax	N/A
Email	escuela@calipso.com.co
Website	N/A
Contact	N/A
Working since	2000
Coverage	City of Cali
Type of Organization	Non-governmental organization
Activities	Communication with women insurgents to make them aware of gender issues; promotion of peaceful, nonviolent solutions to social problems; developing and implementing public relations and communication strategies to pressure the Colombian government and other armed actors to take women's issues into consideration; and the mobilization of communities to raise awareness of obstacles to peace.
Focus	Advocacy for the participation of women in peace negotiations and the inclusion of women's issues on the agenda.
Publications	N/A

Think Tanks and Educational Organizations on Women and Gender Issues

Name	Centro Interdisciplinario de Estudios de Género (CIEG)
Address	Calle 67 N° 53-108, Bloque 9 – Oficina 352, Medellín, Antioquia, Colombia
Phone	(57-4) 210 5759
Fax	(57-4) 210 5759
Email	genero@quimbaya.udea.edu.co
Website	http://antares.udea.edu.co/cish/grupo2.htm
Contact	N/A
Working since	1997
Coverage	Local, national and international
Type of Organization	University / Academic center
Activities	Research; teaching; non-formal education such as short courses, workshops, and conferences; advisory work and collaboration with NGOs and government agencies; organization of forums, video discussions, and a library
Focus	Gender and public policy; research on prostitution; construction of masculine identities; public health; sexual and reproductive health
Publications	CIEG Magazine, books, monthly newsletter NOTI-CIEG

Name	Instituto Latinoamericano de Servicios Legales Alternativos (ILSA)
Address	Calle 38 # 16 – 45, Bogotá, Colombia
Phone	(57-1) 2884772, 288 0416
Fax	(57 1)- 288 4854
Email	ilsa@epm.net.co ; generoilsa@epm.net.co ; ddhhilsa@epm.net.co
Website	www.ilsa.org.co
Contact	N/A
Working since	1978
Coverage	National
Type of Organization	Non-governmental organization
Activities	Research and training; legal advice and accompaniment for women's organizations, peasants, displaced peoples, youth, ethnic groups and judges who have lived in conditions of exclusion and/or discrimination.
Focus	Democracy and human rights (emphasis on women's rights and civilians affected by the conflict); globalization and law; law and social transformation.
Publications	Broad and extensive publications divided into periodicals such as <i>El Otro Derecho</i> and an English-language journal entitled <i>Beyond Law</i> . Also, a vast collection of books and research reports can be found in Colombia's main bookstores and online at www.ilsa.org.co .

Name	Observatorio de los Derechos Humanos de las Mujeres en Colombia
Address	Carrera 9ª N° 69-16 segundo piso, Bogotá, Colombia
Phone	(571) 346 3358
Fax	N/A
Email	sismamujer@andinet.com
Website	www.observatoriomujeresyderechos.org
Contact	N/A
Working since	N/A
Coverage	National
Type of Organization	Network
Activities	Fact-finding workshops and in-depth interviews about human rights; research and statistics on human and women's rights; case studies
Focus	Human rights of women in situations of armed conflict; forced displacement
Publications	Newsletters

Name	Programa de Estudios de Género, Mujer y Desarrollo. Universidad Nacional de Colombia
Address	Universidad Nacional. Carrera 50 No – 27-7- Bloque B5-6 Oficinas 613-615, Bogotá, Colombia
Phone	(57-1) 3165000 Ext 18625
Fax	N/A
Email	genmujde@bacata.usc.unal.edu.co
Website	N/A
Contact	N/A
Working since	1994
Coverage	National
Type of Organization	Educational and research center
Activities	Teaching and research; Masters in Gender Studies; library and documentation center on gender issues
Focus	Research areas include: culture and history; employment and productive processes; socialization practices; violence, forced displacement and multiculturalism; citizen participation and empowerment; cultural change; gender and education; women in the arts and literature
Publications	Dissertations, books, and magazines

Name	Research Group Gender and Development. Javeriana University
Address	Transversal 4 No. 42-00. Piso 8, Bogotá, Colombia
Phone	(57-1) 3208320, ext 4816
Fax	(57-1)3208320, ext 4860
Email	N/A
Website	N/A
Contact	N/A
Working since	1998
Coverage	National
Type of Organization	Research
Activities	Research; advisory work with governmental organizations on incorporating the gender perspective in policy development; participation in various women's research networks in Latin America
Focus	Gender equity; gender integration in development issues, gender and rural development
Publications	Research reports

Name	Centro de Estudios de Género, Mujer y Sociedad. Universidad del Valle
Address	Universidad del Valle. Ciudadela Universitaria de Meléndez. Edificio Tulio Ramírez. Oficina 2007. Cali, Colombia
Phone	(092) 3393119
Fax	(092) 3393119
Email	cgenero@mafalda.univalle.edu.co
Website	http://www.univalle.edu.co/~cgenero/
Contact	Gabriela Castellanos
Working since	1993
Coverage	Local, regional and national
Type of Organization	Research center
Activities	Research; teaching (semester classes, conferences and workshops); organization of conferences; publications; documentation center; consulting
Focus	Gender as it is integrated in other social science disciplines
Publications	Books; research reports

Name	La Consultaría para los Derechos Humanos y el Desplazamiento (CODHES)
Address	Calle 19# 3-50 Oficina 1403, Bogotá
Phone	(57-1) 3342107; 3425804
Fax	(57-1) 3342107; 3425804
Email	codhes@colnodo.apc.org
Website	www.codhes.org.co
Contact	Jorge Rojas (President)
Working since	1992
Coverage	National with ample international recognition
Type of Organization	Think tank (NGO)
Activities	Research; statistics and monitoring of forced displacement in Colombia (including monitoring of women's displacement); creation of "Human Rights and Forced Displacement Information System" (SISDES); socio-political analysis of forced displacement; human rights and international human rights studies
Focus	Forced displacement
Publications	Research publications; on-line newsletter; books

Name	Mesa de Trabajo Mujer y Conflicto Armado
Address	N/A
Phone	N/A
Fax	N/A
Email	info@mujeryconflictoarmado.org
Website	http://www.mujeryconflictoarmado.org/contacto.html
Contact	N/A
Working since	2000
Coverage	National
Type of Organization	Think tank NGO
Activities	Research; monitoring of women's rights as affected by the armed conflict; participation in visit of UN Special Envoy of Violence Against Women Radhika Coomaraswamy
Focus	Women and girls as victims of armed conflict
Publications	Annual reports on the situation of women and girls affected by the armed conflict

International Donor and Multilateral Organizations for Gender and Women's Issues

Name	UNIFEM- Programa de Paz y Seguridad en América Latina
Address	Carrera 11 No. 82-76 Oficina 501b, Bogotá, Colombia
Phone	(57-1) 691-91-47
Fax	(57-1) 691-91-47
Email	unifem-co@undp.org
Website	www.unifemandina.org
Contact	Donny Marteens
Working since	1990
Coverage	National
Type of Organization	Part of the UN system, operates under UNDP in Colombia.
Activities	Research; support and capacity building of women's organizations; capacity building and gender sensitivity trainings
Focus	Women and girls as affected by the armed conflict; contribution of women's organizations to peace building and gender justice in Colombia
Publications	Books, research reports, training curricula

Name	Promoviendo la Equidad de Género desde la Cooperación Española. Embajada de España en Colombia
Address	Calle 92# 12-68, Bogotá, Colombia
Phone	(57-1) 6360207- 6421101
Fax	(57-1) 6220215
Email	N/A
Website	www.aecicolombia.org
Contact	N/A
Working since	2006-2010
Coverage	National
Type of Organization	International donor
Activities	Support in development of Colombian government policies with a gender perspective; improvement of women's lives in terms of basic needs, democracy and governance, and promotion of the economic and business sector; peace building; participation of women in peace negotiations; legal reparations; support for development of gender-sensitive public policy in Bogotá, Medellín and Pasto
Focus	Gender integration in public policy
Publications	N/A

Name	International Organization for Migration
Address	Carrera 14# 93B-46. Pisos 3, 4, 5 y 6. Edificio Chicó 94, Bogotá
Phone	(57-1) 6227774
Fax	(57-1) 6223479
Email	leriksson@oim.org.co
Website	http://www.oim.org.co
Contact	Lind Eriksson Baca
Working since	1951 worldwide and 1956 in Colombia
Coverage	National
Type of Organization	International
Activities	IOM's programs in Colombia include: Technical Cooperation for Migration; Assistance to Displaced People; Emergency Assistance in Border Areas; Public-Private Partnerships; HIV and AIDS Program; Counter-Trafficking; Strengthening the Peace Process in Colombia; Support Program for Ex-combatant Children; Reintegration of Demobilized Youth.
Focus	Working to provide a humanitarian response to migration challenges.
Publications	For a complete listing of IOM's publications in Colombia, see: http://www.oim.org.co/modulos/contenido/default.asp?idmodulo=7