

**REPORT ON
THE IMPLEMENTATION
OF THE GENDER-BASED
APPROACH
OF THE 2016 FINAL
PEACE ACCORD**



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Presentation

THROUGH ITS PROGRAM ON WOMEN, PEACE, and Security in Colombia, FOKUS has sought to encourage women's organisations to participate in the negotiation tables established with different armed actors.

The 2016 Final Peace Agreement between the national government and the FARC-EP benefited from significant advocacy work by Colombian women's organisations, resulting in an agreement incorporating a gender perspective.

Various international and national entities, as well as civil society organisations, have monitored the implementation of this approach.

Halfway through the period covered by the Final Agreement, FOKUS presents this document, prepared by An-

gélica Bernal Olarte¹, which compiles the analyses found in reports from international bodies such as the Kroc Institute and CINEP-CERAC, and in reports from national bodies/entities such as the Special Instance for Women to Contribute to Guaranteeing the Gender Approach in the Implementation of the Final Peace Agreement and the Ministry of Equality, as well as reports produced by civil society organisations.

In preparing the report, she also interviewed members of the Special

¹ Feminist, professor, and researcher. Political scientist and Master of Political Studies from the National University of Colombia, Doctor of Philosophy from the Autonomous University of Barcelona.

Instance for Women to help ensure a gender perspective in implementing the Final Peace Agreement, the Comunes party, the United Nations system, academia, and civil society at the national and local levels.

The structure of the text is guided by the author's interest in highlighting progress and achievements, challenges and delays, and recommendations in five areas: regulatory development, institutional adaptation, territorialization, budget allocation, and transfor-

mations in the lives of women and the LGBTIQ+ population.

We hope that this document will contribute to maintaining the importance of implementing the gender approach of the 2016 FA and to providing a concise understanding of the main aspects that, in the author's opinion, based on the documents and interviews conducted, should be taken into account to make clear progress in its implementation.

FOKUS

Introduction

THE FINAL PEACE ACCORD (FPA) SIGNED IN 2016 BETWEEN the Colombian State and the extinct FARC-EP guerrilla (*Fuerzas Armadas Revolucionarias de Colombia – Ejército del Pueblo*, Revolutionary Armed Forces of Colombia – People’s Army) represents a worldwide milestone for peace construction, as it has brought about a political and negotiated end to an armed conflict that lasted for over six decades. The participation of victims of the armed conflict, women-for-peace movements, ethnic groups and other social movements entailed the signing of a broad and ambitious Accord oriented towards deepening the processes of constructing peace, democracy and social justice in the country.

Given the magnitude of the task of implementing such an Accord, the parties worked on an Implementation Framework Plan (IFP), which was elaborated and approved in 2016, immediately after signing the FPA, by CSIVI (*Comisión de Seguimiento, Impulso y Verificación del Acuerdo Final*, Commission for the Monitoring, Promotion and Verification of the Final Accord). The IFP is valid for fifteen years, extending the implementation un-

til 2031, and stipulates the task of periodical reviews to adjust and adapt its contents to new realities and challenges that might emerge during the implementation process. The IFP includes 54 gender indicators (Table 1) designed to monitor the compliance with the specific commitments of the Accord that seek to guarantee the rights of women, foster their participation in peace-building processes and close gender gaps in different areas.

Several government organizations, civil society and international entities have published numerous reports on the compliance with these indicators, and, although different methodologies have been applied, there are various points of coincidence as all sources consider that there has been little implementation of the gender measures and that compliance has focused on management or media indicators rather than on actions that could transform women's lives. Thus, the challenges to achieving compliance with the gender commitments of the FPA are huge.

The different reports consulted for this document agree that there is an important distance between what was signed in the FPA in 2016 and the IFP, given that it was a scarcely participative and to a certain point hasty process. This carried with it an important loss especially for the rights of women, LGBTQ+ populations, ethnic groups and even for the signatories of the Peace Accord. These aspects will be examined more deeply later on.

The document “*Balance de los 54 indicadores de género del Plan Marco de Implementación*” (Balance of the 54 indicators of the implementation framework plan), drawn up by the Equality and Equity Ministry in April 2024, presents a detailed monitoring of the degree of implementation of the gender measures. This document highlights that some of the IFP indicators - for example A.G.17, “Functioning soft-credit and subsidy lines

for women in Finagro¹ conditions for producers belonging to peasant, family and community economies, operating since 2017 - have already been reported as completely fulfilled while other indicators, such as the following, show very small progress compared to the goals stated in the IFP after seven years of implementation:

- ➔ **A.G.1:** Hectares given to rural women through the Land Fund
- ➔ **A.G.8.2:** Improved homes given to women
- ➔ **A.G.9.2:** New homes given to women
- ➔ **A.G.11:** Percentage of subregions with a special public-health model, including a gender-based approach, for disperse rural areas
- ➔ **A.G.12:** Percentage of subregions with a special public-health model, including a gender-based approach, for rural areas.

Even if there are still a little over six years to go, the balance is worrying. On one hand, because the indicators that have already been fulfilled have not yet been updated to give a broader coverage to the implementation of the FPA. On the other hand, because, regarding those indicators with less than ten percent of achievement, time seems not enough for their implementation.

1 Finagro is an entity that offers credits and other financial instruments for the development of the rural areas in Colombia.

Table 1.

Indicators for the gender measures included in the 2016 FPA

Point 1. Comprehensive Rural Reform

- **A.G.1:** Hectares given to rural women through the Land Fund
- **A.G.2:** Special credit line for women for the acquisition of land, adjusted
- **A.G.3:** Women beneficiaries of a comprehensive subsidy
- **A.G.4:** Hectares formalized for rural women
- **A.G.5:** Percentage of women with access to special credit lines for the acquisition of land
- **A.G.6:** Mechanisms created and functioning to foster women and their organizations' (as operators and beneficiaries) access to conciliation in terms of law, equity, mediation and/or other mechanisms to solve conflicts, including those of land use and tenure
- **A.G.7.1:** Percentage of women who (as beneficiaries) have accessed conciliation in terms of law, equity, mediation and/or other mechanisms to solve conflicts, including those of land use and tenure
- **A.G.7.2:** Percentage of women or organizations who have been operators of conciliation in terms of law, equity, mediation and/or other mechanisms to solve conflicts, including those of land use and tenure
- **A.G.8.1:** Improved homes given to women
- **A.G.8.2:** Improved homes given to women
- **A.G.9.1:** New homes given to women
- **A.G.9.2:** New homes given to women
- **A.G.10:** Strategy formulated to foster women's participation in the formulation of Action Plans for Regional Transformation (APRT)
- **A.G.11:** Percentage of subregions with a special public-health model, including a gender-based approach, for disperse rural areas
- **A.G.12:** Percentage of subregions with a special public-health model, including a gender-based approach, for rural areas.

Point 2. Political Participation

- **A.G.13:** Number of women in positions of direction and representation in spaces of participation
- **A.G.14:** Number of women in national, departmental and municipal spaces of participation
- **A.G.15:** Number of women in community participation organisms
- **A.G.16:** Number of women in spaces of participation for victims

Point 3. End of Conflict

- **A.G.17:** Functioning soft-credit and subsidy lines for women in *Finagro* conditions for producers belonging to peasant, family and community economies

Point 4. Solution to the Problem of Illicit Drugs

- **A.G.18:** Percentage of women beneficiaries of programmes for the substitution of crops for illicit use
- **A.G.19:** Percentage of women who participate in the formulation and implementation of plans for the substitution of crops for illicit use

Point 5. Victims

- **A.G.20:** Percentage of women who access individual and collective reparation measures
- **A.G.21:** Percentage of women who participate in spaces for victims' participation
- **A.G.22:** Percentage of women who participate in processes of searching persons reported missing
- **A.G.23:** Percentage of women who participate in processes of clarifying truth
- **A.G.24:** Percentage of women who participate in processes of justice

Point 6. Implementation, Verification and Endorsement

- **A.G.25 to A.G.54:** These indicators refer to the measurement of outcomes and accountability.



Between 2017 and May 15 of 2024, for instance, 3,761,256 hectares of small and medium property have been formalized. Of these, 73,317 hectares have been formalized to women, which constitutes 6.6% of all hectares formalized by the current government.

In the report “Time Is Running Out to Implement the Gender Approach: Progress, Challenges, and Opportunities Six Years After the Colombian Final Peace Accord’s Signing” (2023) the Kroc Institute acknowledges that the Accord has contributed to making visible the role of women and LGBTQ+ persons in the construction of peace and that it has positioned their peace and security agendas. The report underlines, however, that difficulties persist in the comprehensive understanding of the gender-based approach as the guiding principle of the Accord’s implementation, and it calls on the Government to take urgent actions to tackle the challenges in the implementation and to guarantee a real and transformative impact of the Accord.

Furthermore, even if it does not exclusively centre on the gender-based approach, the *Decimocuarto informe de verificación de la implementación del Ac-*

*uerdo Final de Paz en Colombia*², elaborated during the first semestre of 2024 by the STCIV (*Secretaría Técnica del Componente Internacional de Verificación*)³, conformed by Cinep (*Centro de Investigación y Educación Popular*)⁴ and Cerac (*Centro de Recursos para el Análisis de Conflictos*)⁵ includes a short analysis of the approach in some points of the Accord. Among the most outstanding data we can find that, referring to Point 1 of the Comprehensive Rural Reform, actions have been undertaken to formalize land tenure. Between 2017 and May 15 of 2024, for instance, 3,761,256 hectares of small and medium property have been

2 Fourteenth Verification Report on the Implementation of the Final Peace Accord in Colombia

3 Technical Secretariat of the International Verification Component

4 Centre for Research and Popular Education

5 Centre of Resources for Conflict Analysis

formalized. Of these, 73,317 hectares have been formalized to women, which constitutes 6.6% of all hectares formalized by the current government.

With respect to the Special Credit Line for Land Acquisition, as to March 2024 the progress of access for women amounts to 76.8% of the annual goal for 2024. Within the *Zonas de Reserva Campesina* (Areas of Peasant Reserves, APR) spaces for dialogue and concertation with women have been included with the aim of consolidating a rural-peasant-woman chapter in each one of the Sustainable Development Plans (SDP). Regarding the *Programas de Desarrollo con Enfoque Territorial* (Development Programmes with Territorial Approach, DPTA), as to May 2024 of the 4,606 DPTAs with a gender tag, 2,419 have an active implementation path (AIP), which represents 52.5% (STCIV, 2024).

In Point 2, Political Participation, the only corresponding progress highlighted is the adoption of the Law on Parity in December 2023. As to Point 5, Victims, the report does not mention specific data with percentages on the implementation of the gender-based approach in the mechanisms for the attention to victims. It does, nonetheless, indicate that the *Unidad de Búsqueda de Personas Dadas por Desaparecidas* (Unit for the Search of Persons Reported Missing, USPRM) has adopted strategies centred on differential approaches that include the conformation of a work team dedicated to specific internal policies. Given the relevance of

the source, the lack of information for the other points of the FPA and the lack of details for each one of the indicators should be pointed out (STCIV, 2024).

This short review of some reports illustrates a precarious outcome for the compliance with the commitments taken on by the Colombian State in terms of peace construction and women's rights. Moreover, by this time at least 406 signatories of the FPA –among them eleven women– have been assassinated, which casts doubt on the confidence in the feasibility of the Accord and on the State's capacity of compliance. Even though the present Government has more decidedly expressed its willingness to implement what is agreed, the truth is that the escalation of the internal armed conflict, the total-peace policy that intends to negotiate peace with other armed groups, and the State's multiple weaknesses in materializing the commitments to guarantee rights in the territories and populations, has impeded the adequate advancement of the IFP. Additionally, at present the State, in this case headed by the National Planning Department (NPD) and the Unity for the Implementation of the Peace Accord (UIPA) of the Presidency, has begun to update the IFP. This has created a kind of gap as some entities consider they should wait for the new version before acting, despite orders to continue their work following the 2016 IFP.

The present report has been constructed using two types of sources: documents as reports from the Gov-

ernment, civil society and international entities; and thirteen semi-structured face-to-face and online interviews with key informants from the academia, the Government, civil society and international entities. The document aims at recognizing progress and achievements as well as the challenges, since the implementation of the FPA is still a need for women, the LGBTQ+ population, ethnic groups, peasants, the victims of the internal armed conflict, the peace signatories, and, in general, impoverished population groups whose conditions of

discrimination and inequality worsen in situations of armed conflict.

The document is structured along five topics: policy development, institutional development, territorialization, budget and changes in the lives of women and LGBTQ+ population. The text includes a description of each point and its progress, achievements and challenges, together with recommendations proposed by the different sources to promote compliance with the gender measures in particular and with the 2016 FPA as a whole in general.



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01

Policy Development

THIS TOPIC ENCOMPASSES AN ANALYSIS OF THE LEGAL and public-policy regulations issued to guarantee compliance with the FPA. It attempts to understand to what degree the proliferation of laws, decrees, resolutions, public policies, action plans, programmes and other such instruments has helped to fulfil the purposes of implementing the gender measures of the FPA.

1.1. PROGRESS AND POLICY ACHIEVEMENTS

Even though the implementation of the FPA has faced numerous challenges, policy development has progressed considerably in terms of promulgation, albeit with important restraints in its effective application. In this sense it should be

mentioned that a great number of laws, decrees, resolutions and even public policies oriented towards specifying the points of the FPA have been produced. This normative framework seeks to create the institutional conditions necessary for the implementation of the FPA. Some examples are



- **Law 1922 of 2018**, which adopts some rules of procedure for the *Jurisdicción Especial para la Paz* (Special Peace Jurisdiction, SPJ)



- **Law 1909 of 2018**, which adopts the Statute of Political Opposition and grants some rights to independent political organizations



- **Law 1955 of 2019**, which issues the National Development Plan 2018-2022, “Pact for Colombia, Pact for Equity”



- **Law 1957 of 2019**, Statutory Law for the Administration of Justice in the Special Peace Jurisdiction



- **Decree 154 of 2017**, which creates the National Commission for Safety Guarantees within the FPA framework, which was signed by the Colombian Government and FARC-EP on November 24, 2016



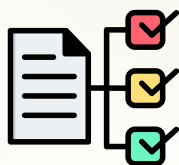
- **Decree 248 of 2017**, which establishes dispositions on the National Fund of Royalties in Liquidation and makes its remainder available to finance investment projects for the implementation of the FPA



- **Decree 249 of 2017**, which regulates the recruitment for forced manual eradication of illicit crops within the FPA framework



- **Decree 191 of 2017**, which regulates aspects related to assets acquired by the Fund for Special Programmes for Peace



→ **Protocol for the Attention to LGBTQ+ Populations.**

The creation of this national protocol is highlighted as a significant step forward in policy development.



→ **Public policies.** Several public policies that aim at developing the points of the FPA can be recognized, such as the policy for the defence of leaders and the Integral Guarantees Programme.



→ **Credit line for women heads of households.** The opening of this credit line stands out as an example of progress in public policies.

1.2. CHALLENGES AND BACKLOGS

Despite the proliferation of regulations, laws, decrees and public policies designed to implement the FPA, the sources reveal a number of challenges and backlogs that impede its effective materialization. Among the main causes of this situation are:

Lack of binding force and functionality

→ **Toothless regulations:** Although the creation of an extensive normative framework is documented, the lack of binding force and functionality of many of these norms is criticized. It is argued that the existing regu-

lations often lack instruments and specific processes for their effective application in territories.

→ **National Council on Economic and Social Policies (NCESP) without enforceability:** NCESP 3931 of 2018 formulates the National Policy for Social and Economic Reintegration of former FARC-EP members and stipulates the conditions for their process of re-incorporation into civil life. This instrument includes eighteen affirmative actions for women, but, despite being a step forward, it lacks binding force, which has hindered its effective implementation. The entities in charge have not felt obliged to comply with what is established in this document.

- ➔ **Laws vs NCESP:** To a certain degree, the proliferation of normative instruments has hampered the implementation of the FPA, as some of them have more legal weight and could thus offer better opportunities for the implementation of the measures. However, one can observe an erratic process that has pitted the different instruments in “competition” against each other and, instead of updating and strengthening existing strategic measures as, for instance some NCESP, implementation has started from zero, without taking into account what had been done previously, which has led to a loss of time and effort⁶.
- ➔ **Formal incorporation of the gender-based approach into programmes and projects:** The incorporation of the gender-based approach into the designs of new projects and programmes is considered an advance. It is criticized, however, that often this incorporation is superficial and does not contemplate specific instruments for its materialization. In particular, the lack of differential objectives and impact indicators is pointed out, which reduces the effectiveness of its implementation. Furthermore, the sources state that the gender-based approach is often mentioned in the texts of the different normative instruments but that these mentions are merely illustrative, without clear application mechanisms.
- ➔ **Weaknesses in monitoring and evaluation mechanisms for the implementation of the gender-based approach** because there are not enough indicators to measure the real transformative impact on the lives of women instead of measuring management or processes.
- ➔ **Exclusion of FPA key measures in the IFP,** which limits the transformative potential of the Accord and the State’s capacity to effectively implement it. Key topics for women included in the IFP have not been developed adequately, for example parity in political participation, attention to women linked to crops for illicit use, safety and guarantees for women signatories of the FPA, etc.
- ➔ **Lack of institutional articulation:** Norms, policies, programmes and other instruments require articulation and coordination between government sectors, other State entities

6 For instance, NCESP 4094 of 2022, which contains the policy guidelines for the implementation of the institutional reordering of the State for the execution of the components of alternative sanctions and measures for the contribution to reparation, has not been harmonized with NCESP 726 of 2012, which establishes guidelines, goal-execution plans, budgets and monitoring mechanisms for the National Plan of Comprehensive Attention and Reparation to Victims.



Furthermore, the sources state that the gender-based approach is often mentioned in the texts of the different normative instruments but that these mentions are merely illustrative, without clear application mechanisms.

and even territorial governments, but the content of a normative innovation can hardly overcome the inertia of the isolated and disconnected performance that characterizes the Colombian State.

- ➔ **Fragmented political willingness:** Even though the political willingness of some key stakeholders, such as the director of the Unity for the Implementation of the FPA, is acknowledged, this willingness appears fragmented and does not result in coordinated and sustained actions on the part of the State as a whole.
- ➔ **Gap between the national and territorial levels:** There is a disconnection between the development of policies on the national level and their application in the territories. Local authorities evidence a low level of knowledge and appropriation

of the Accord, which hinders its effective implementation.

Constraints in participation and Consultation

- ➔ **Absence of real participation:** Even though the Accord promotes community participation, the frequent superficiality of the participation and consultation processes has been criticized as a real incidence in decision making is not guaranteed.
- ➔ **Accelerated processes:** It is mentioned that the abbreviated mechanism used to implement the Accord, especially when protocols were drawn up, has impeded a broad and effective community participation, which, in turn, has negatively affected the implementation of the ethnic-racial approach.

1.3. RECOMMENDATIONS

The consulted sources agree on the need of a series of recommendations that, beyond creating new policies, aim at strengthening and improving the existing mechanisms as well as at ensuring the articulation between policies and territorial realities.

➔ **To broaden the coverage of the IFP:** A thorough revision is recommended to incorporate all the gender measures included in the FPA in its version of November 2016.

➔ **To prioritize measures with a transformative potential:** The sources suggest to prioritize the implementation of the measures with the greatest potential of generating a structural change, especially in areas as women's political participation and comprehensive rural reform.

➔ **To guarantee real and binding community participation:** The sources agree on the need of strengthening the mechanisms for citizen participation so that communities can have a real incidence in the making of decisions on the implementation of the Accord in their territories.

➔ **To identify and address women's diverse expectations and needs:** It is essential to take into account the heterogeneity and inequality of women in the territories and to guarantee that the implementation of the FPA corresponds to their realities. The expectations and needs of peasant, Afro-Colombian and indigenous women, of women victims of the conflict, women signatories of the FPA, among others, have to be considered if the Accord is meant to have a real impact on their lives.



It is recommended to enhance the movement's capacities of incidence so that it can continue playing a leading role in the design, implementation and monitoring of all the measures oriented towards the implementation of the Accord in the remaining years.

- ➔ **To strengthen the incidence of the women's movement:** The sources acknowledge the crucial role of the women's movement for the defence of the FPA and the enforceability of their rights. It is recommended to enhance the movement's capacities of incidence so that it can continue playing a leading role in the design, implementation and monitoring of all the measures oriented towards the implementation of the Accord in the remaining years.
- ➔ **To carry out a thorough revision of existing policies:** The articulation of the FPA with the already existing national legislation should be analyzed to avoid creating redundant policies and to make the most of available legal frameworks.
- ➔ **To consider the revision of the National Participation System:** It is recommended to explore the possibility of modifying the National Participation System in order to assign specific resources for the im-

plementation of the FPA, especially for its gender measures.

- ➔ **To guarantee that the implementation of the total-peace policy will not negatively affect the Peace Accord:** It is essential to make sure that the implementation of the total-peace policy will not divert resources nor attention from the FPA already signed with FARC-EP.

1.4. FINAL REFLECTION

In conclusion, although they constitute steps in the right direction, the regulations for the implementation of the FPA present serious limitations that hinder their effective materialization. The lack of binding force and institutional articulation, the scarcity of resources, the absent knowledge about the Accord and little real community participation are obstacles that have to be overcome urgently in order to guarantee an effective implementation that would allow for a lasting and inclusive peace.

02

Institutional Adjustments

THIS TOPIC REFERS TO TRANSFORMING the configuration of the State structure in order to adapt it to the needs of the implementation of the FPA. The reflections on the adaptation of the State are grounded on an important structural consideration, namely that, even if women's rights have constituted a matter of public policy in Colombia for more than four decades, the processes of transforming the power relations produced and reproduced by the State, and which ignore women as subjects of rights and citizens, have progressed slowly, discontinuously, full of gaps and contradictions. Thus, it can be affirmed that the Colombian State does not aim at de-structuring the causes of the inequalities that affect women, ethnic and LGBTQ+ populations, among other social collectives historically affected by the actions of the State.

The same reflection applies to the State's capacity of peace building when, on the contrary, the Colombian State is a state centred on war and armed answers to social conflicts. Therefore, we can set out from the fact that seven

years of a Peace Accord is not enough time to see structural changes in this matter. Anyway, progress and achievements can be acknowledged; but there are important challenges, too, which are described next.

2.1. PROGRESS AND ACHIEVEMENTS



- **Creation of new institutions:** The sources underline the creation of specific institutions for the implementation of the FPA, such as the National Land Agency (NLA), the Land Restitution Agency (LRA), the Unity for the Implementation of the Peace Accord (UIPA), the transitional justice system consisting of the Special Peace Jurisdiction (SPJ), the Commission for the Clarification of Truth, Coexistence and Non-repetition (the Truth Commission, TC), the Unit for the Search of Persons Reported Missing (USPRM), among others.



- **In its reports, the TC has illustrated the impact of the armed conflict on women,** ethnic populations, LGBTQ+ communities, peasants, low-income populations, youth, unions, political parties and non-traditional movements and has acknowledged the importance of incorporating a gender-based approach into peace-building processes.



- **The SPJ has opened a macro-case on sexual violence during the armed conflict,** which constitutes an advance in the recognition of women victims' rights. To accomplish this recognition, the work of women organizations defending the rights of victims of sexual violence has been crucial.



- **Creation of gender teams in national entities:** It is mentioned that most entities with responsibilities for the implementation of gender measures have at least one gender team on the national level.



- ➔ **Articulation efforts on the part of some entities:** The UIPA's work to articulate the actions of different entities is appreciated. Nevertheless, this entity lacks institutional support and sufficient resources to have a real impact.



- ➔ **Progress in the articulation with local governments:** It must be mentioned that some women organizations and institutions, such as the Ministry of the Interior, attempt to articulate their actions with local governments in order to incorporate gender measures into their development plans.

2.2. CHALLENGES AND BACKLOGS

The sources consider that the implementation of the gender-based approach of the Peace Accord faces significant challenges, leading to backlogs in the materialization of women's rights. The main challenges identified in this matter are the following:

Lack of Political Willingness

- ➔ The general perception is that the implementation of the FPA, and particularly of the gender-based approach, has not turned into a real priority for the State.
- ➔ Despite the official discourse in favour of the FPA, a lack of commit-

ment on the part of some government sectors and institutions can be observed.

- ➔ It is criticized that efforts are dispersed and that there is no unified strategy for the implementation of the gender-based approach.
- ➔ Cultural resistance to the inclusion of a gender-based approach, fuelled by disinformation and political manipulation, has hampered the implementation, too.

Institutional inflexibility

- ➔ It can be stated that the institutional structure in Colombia emanating from the 1991 Constitution is characterized by its inflexibili-



Bureaucracy, complex administrative processes and inflexibility of State institutions render the materialization of the gender measures into specific actions difficult.

ty and complexity; consequently, nothing different can be expected from its attempts to effectively implement the FPA. Eventually, this has turned into an obstacle difficult to overcome.

- Some topics, as for instance point 1 of the Accord on Comprehensive Rural Reform, have led to the creation of multiple entities for peace building. Although they have different functions, it has been difficult for ordinary citizens to understand the differences, and what can be observed instead is rather an atomization of efforts and a certain lack of coordination.
- Bureaucracy, complex administrative processes and inflexibility of State institutions render the materialization of the gender measures into specific actions difficult.
- It is criticized that the responsibility

for the implementation of the gender-based approach is centralized in only a few entities, as the UIPA, without creating the conditions for effective cross-cutting actions.

- The sources identify an atomization of gender institutionalization: the creation of new institutions, as the Ministry for Equality and Equity, with no clear articulation with existing entities, can result in the dispersal of efforts and weaken previously established gender institutionalization processes.
- **Little knowledge** about the FPA, even among civil servants, is an obstacle for its implementation. This is compounded by disinformation and political manipulation concerning the FPA and gender-based approaches, which cause distrust and resistance in some civil servants.

2.3. RECOMMENDATIONS AND INSTITUTIONAL ADJUSTMENTS

A change of focus

- ➔ **To return to the comprehensive meaning of the Accord:** It is proposed to stop considering the gender measures as a set of isolated actions and, instead, to focus on their potential for fostering the implementation of the FPA as a whole. It is argued that the excessive attention to specific indicators has diverted the attention from the central aim of the Accord and from the fact that it has to be implemented comprehensively.
- ➔ **To prioritize catalytic measures:** It is necessary to identify and prioritize gender measures with a transformative potential, those that can generate a “cascade effect” and accelerate the implementation of the FPA as a whole.
- ➔ **To emphasize structural transformations:** The new entities and those created prior to the FPA should develop strategies oriented towards transforming the structures of inequality that perpetuate discrimination and violence against women.

Institutional adjustments:

- ➔ **To strengthen the UIPA:** It is proposed to endow this Unity with a higher hierarchy and authority as well as with more staff and resources to

effectively lead the implementation. Some interviewees suggest to convert it into a vice-ministry ascribed to the Ministry of the Interior.

- ➔ **To create a Ministry for Peace:** This proposal seeks to create an entity with decision-making capacity and enough resources to coordinate the implementation of the FPA as a cross-cutting aspect for all State actions.
- ➔ **To define roles and clear responsibilities:** It is essential to define the functions of each entity involved in the implementation to avoid duplicating functions and dispersing efforts. Coordination between the different entities in charge of the implementation of the gender-based approach should be fostered.
- ➔ **To strengthen articulation mechanisms:** It is proposed to create stronger interinstitutional coordination entities with decision-making capacity and enough resources. It is paramount to strengthen the Highest Gender Decision-Making Body of the Government.
- ➔ **To foster the training and awareness of civil servants:** It is essential to train public servants about the FPA and the gender-based approach in order to achieve a more effective implementation.
- ➔ **To guarantee real and binding community participation:** Citizen participation mechanisms must be reinforced for communities, especially women, to have a real incidence in decision-making processes.

➔ **To strengthen women organizations:**

It is recommended to support the work of women organizations because they have played a crucial role in the defence of the FPA and in the promotion of the gender-based approach.

2.4. FINAL REFLECTION

Summarizing, the sources describe a complex situation where a combination of elements are making the implementa-

tion of the gender-based approach in the FPA problematic. Institutional inflexibility, insufficient resources and little knowledge and appropriation of the FPA converge to create an adverse scenario. To overcome these challenges, a real commitment on the part of the State, the civil society and international cooperation is needed as well as the implementation of comprehensive strategies that can tackle the structural causes of gender inequality.



Summarizing, the sources describe a complex situation where a combination of elements are making the implementation of the gender-based approach in the FPA problematic.

03

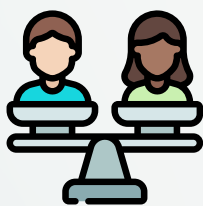
Territorialization

THIS TOPIC CONSIDERS THE REFLECTIONS MADE by the sources on analyzing how departmental, regional and municipal governments have appropriated the FPA and how they have engaged with its implementation. Given that many women organisations that work for peace, for the defence of human rights and the restitution of victims' rights, as well as the signatories of the Peace Accord, live in rural areas where the State is present through governors and mayors, and given that the FPA's spirit is to achieve real transformation in people's lives, the level of decentralization and deconcentration of the implementation of the gender measures contained in the Accord has to be questioned.

3.1. PROGRESS AND ACHIEVEMENTS

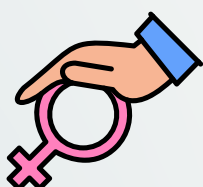
Despite the challenges, the sources highlight some progress and achievements in the territorial implementation of the gender-based approach. This progress

is limited and there is still a lot to do to achieve real transformation in the lives of women; nevertheless, it demonstrates the importance of the work of women organizations and their persistence in the defence of the FPA.



Special Transitional Peace Constituencies

- ➔ Legislative Act 02 of 2021 created sixteen Special Transitional Peace Constituencies (STPCs) to the House of Representatives for the periods 2022-2026 and 2026-2030. Their purpose is to guarantee the political representation of the victims of the armed conflict in Congress. This Legislative Act stipulated that the respective lists of candidates should be drawn up under principles of gender equity and equality.
- ➔ The STPCs do not correspond to departments; instead, they are areas established by the FPA following the criteria of having been affected by violence and evidencing a low political representation. In the 2022 elections three women were elected, which amounts to 18% of them.



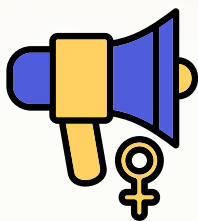
Incorporation of the gender-based approach into territorial planning

- ➔ In some municipalities women organizations have succeeded in contributing to the incorporation of gender measures into the Territorial Development Plans (TDPs).
- ➔ With the help of international cooperation, projects for the construction of gender plans have been developed together with women signatories of the FPA, as inputs for the TDPs.
- ➔ There have been efforts to raise the awareness of local governments about the significance of incorporating gender-based approaches into territorial planning.



Implementation of projects with a gender-based approach

- ➔ Particularly in the north of the Cauca department, and within the FPA framework, productive, training and economic-empowerment projects for women have been implemented.
- ➔ Women's participation in projects related to peace construction through arts, culture and music has been given priority.
- ➔ The UIPA has worked on the articulation of projects with a gender-based approach in several territories.



Participation of women

- The creation of spaces for women's participation has been fostered, such as the Special Space for Women for the Implementation of the Gender-based Approach in the Peace Accord.
- The participation of women has been promoted in citizen oversight mechanisms and other spaces of social control.
- Women organisations have played a fundamental role in defending the FPA and have advocated for the compliance with gender measures.

3.2. CHALLENGES AND BACKLOGS

The territorial implementation of the gender-based approach in the FPA is facing a series of challenges and backlogs that hinder the materialization of the rights of women, the LGBTQ+ community, ethnic peoples and other social groups.

Weak articulation between national and territorial levels

- **Lack of adjusting the indicators to the territorial realities:** The IFP's inflexibility in adapting to local particularities is criticized. It is recommended to revise and update the indicators so that they can express the territorial realities and needs.
- **Lack of knowledge about the Accord and gender measures on a**

local level: Among local authorities and communities there is a generalized lack of knowledge about the contents of the FPA, especially with respect to the gender measures.

- **Non-commitment of local governments:** Despite the support of the national Government for the implementation of the Accord, many local governments have not taken responsibility for the implementation of the gender measures in their territories. This is partly due to the fact that, given the context of political and ideological confrontation, peace has been used as a component of this conflict. Besides, the political opposition to the central Government criticizes the FPA as a surrender of the Colombian State to an insurgency they consider illegitimate. Thus, the FPA is presented

as a commitment of a particular government but not as a matter of State.

- ➔ **Little community participation in the implementation:** The implementation of the FPA has been characterized by a lack of real and effective community participation in decision-making processes, especially on the part of women.

Institutional weakness of local governments:

- ➔ **Insufficient institutional capacity to implement the gender-based approach:** Many institutions do neither have the instruments nor the human resources nor adequate training to effectively implement the gender-based approach.
- ➔ **Weak interinstitutional coordination:** The articulation among the

different entities in charge of implementing the FPA and local governments is poor, which leads to the duplication of efforts and the lack of coherence in the actions.

- ➔ **Centralization of decision-making processes:** The implementation of the FPA has been characterized by an excessive centralization in the national Government. This curbs the capacity of local governments to make decisions and adapt the measures to the needs of their territories.
- ➔ **Insufficient allocation of public resources:** In spite of the national Government's promises, the allocation of resources for the implementation of the FPA, and particularly for the gender measures, has been scarce, and most local governments do not have specific resources to invest in these issues.



Gender stereotypes and discriminating practices are still an obstacle for the effective implementation of the gender-based approach.

Cultural resistance

➔ **Persistence of cultural resistance:**

Gender stereotypes and discriminating practices are still an obstacle for the effective implementation of the gender-based approach. This can be observed more frequently in municipalities where religious doctrines and beliefs hinder the access to information about the rights of women and of the LGBTQ+ community.

➔ **Ignorance about the transformative potential of the gender-based approach:**

There is a tendency to reduce the approach to a numerical inclusion of women into decision-making spaces, without understanding its potential to transform power structures and gender relations.

specific measures for the implementation of the gender-based approach of the FPA. This means to go beyond mere mentions or isolated actions and to develop comprehensive strategies that comprise objectives, indicators and specific resources.

➔ **To create a budget line for peace**

in local budgets that would allow financing the implementation of the AFP measures, including the gender-related ones. This implies a real commitment with peace building and allocating necessary resources on the part of the local governments.

➔ **To reinforce the articulation between national and local levels:**

More coordination is needed among the central Government entities and the local governments to implement the gender-based approach. The UIPA should play a more active role in the articulation of policies and in the transfer of resources to the territories.

➔ **To foster pedagogy about the Peace Accord:**

It is crucial to raise awareness among the local civil servants and the community in general about the contents of the FPA and the importance of the gender-based approach for its implementation.

3.3. RECOMMENDATIONS

Strengthening of local governance for peace

➔ **To support the participation of women victims in the elections of the representatives for the Special Transitional Peace Constituencies,**

given that merely mentioning the principles of parity and equity is not enough to overcome the barriers that have historically restricted women's electoral participation.

➔ **To incorporate the gender measures into the Territorial Development Plans:**

The TDP should include

Empowering women

and grass-root organizations:

➔ **To support the leadership of women in the territories:**

Women's participation in spaces of decision

making and social control should be strengthened, such as citizen oversight mechanisms, the committees for the monitoring of the FPA and consultative councils. This means giving women instruments for political incidence and the defence of their rights.

➔ **To foster women organizations:**

Women organizations have had an essential role in the defence of the FPA and in the promotion of the gender-based approach. It is necessary to support their work with resources, training and technical accompaniment.

➔ **To promote training in gender-based approaches:**

Training programmes in gender-based approaches should be implemented for community leaders and the general public. This will lead to a better comprehension of gender inequalities and of the importance of implementing this approach in a cross-cutting manner.

ress of territorial peace. Protection mechanisms have to be reinforced and guarantees for their work have to be established.

➔ **To foster the economic autonomy of women in their diversity:**

Access to land, credit, technical training and decent employment are key elements for women to be economically autonomous and to participate in peace-building processes. Programmes to overcome women's barriers to economic development have to be implemented.

➔ **To respond to the differential needs of women:**

The gender-based approach implies to acknowledge that women are not a homogenous group and that they have needs according to their age, ethnicity, sexual orientation, disabling condition, among others. Programmes and policies have to consider these differences and diversities and respond adequately.

Addressing the specific needs of women in the territories:

➔ **To guarantee the safety of women leaders, human-rights defenders and peace signatories:**

The protection of women who defend human rights and the implementation of the FPA is paramount to the prog-

3.4. FINAL REFLECTION

To close, it should be reaffirmed that a real commitment on the part of the State, on all levels, is required in order to allocate resources, strengthen institutions and foster women's effective participation in the construction of just and sustainable peace.

04

Budget Allocation

DESPITE THE PRESENT GOVERNMENT'S EXPRESSED willingness, the allocation of a budget for the implementation of the gender-based approach in the FPA is still a considerable challenge. The sources agree that financing is insufficient and that the dependence on international cooperation is worrisome.

4.1. PRINCIPAL ELEMENTS OF PROGRESS



- **Increase in the general budget allocation:** Gustavo Petro's government has incremented the resources destined to the implementation of the FPA by 16% compared to the previous government. This represents a significant step forward and demonstrates the current government's commitment with peace.



- **Recognition of rural caretaking as work:** The Government has issued Law 2294 of 2023 which recognizes an economy of unpaid caretaking as a productive activity in rural areas. This law can improve rural women's living conditions and enhance their economic participation.

4.2. CHALLENGES AND BACKLOGS

The sources identify various challenges that hamper the adequate allocation of resources for the implementation of the gender-based approach in the Colombian Peace Accord. These challenges, which have caused considerable backlogs in the advancement of the gender-based approach, can be grouped into the following categories

Lack of prioritization

- **Incomprehension of the gender-based approach:** Despite the

progress mentioned above a persisting lack of comprehension about the transformative nature of the gender-based approach can be observed. There is a tendency to reduce it to a procedural issue or to a “checklist”, without recognizing its potential to bolster structural changes in society given sufficient resources.

- **Prioritization of other issues:** It is perceived that the gender agenda is not a priority for the State. Consequently, it is overshadowed by other political or economic agendas.
- **Resistance to investing in women's rights:** The allocation of resourc-

es to policies that promote gender equality faces resistance, which evidences a lack of real commitment on the part of the institutions.

Institutional and bureaucratic weaknesses

- ➔ Besides the dispersion of responsibilities among different State entities, a further problematic aspect of the already mentioned **institutional atomization** is that it makes coordination and efficient resource management difficult.
- ➔ **Complex bureaucratic processes:** The mechanisms to access funds for the implementation of the gender-based approach are cumbersome and not very transparent. This discourages the participation of women organizations and reduces the impact of the investments.
- ➔ **Lack of training and awareness-building:** The staff of the institutions responsible for the implementation of the FPA frequently lack training and the awareness needed to understand and apply the gender-based approach in technical terms, i.e. applying instruments such as gender-sensitive budgeting, gender indicators and budget indicators.
- ➔ **No solid system for monitoring and evaluation:** The absence of monitoring and evaluation mechanisms of the use of public resources

under a gender perspective hampers measuring the real impact of the investments.

Underfunding and dependence on international cooperation

- ➔ **Cuts in the 2025 budget:** According to the report “*Presupuesto para la Paz: análisis del proyecto para 2025*”⁷ of Fundación Ideas para la Paz (2024), the draft of the law filed by the Treasury Department for Congress decreases finances for the implementation of the points of the FPA related to Political Participation (point 2), Solution to the Problem of Illicit Drugs (point 4) and Implementation of the Peace Accord (point 6). The same report underlines a cut in the resources for entities directly responsible for the implementation of the FPA, although it highlights that the levels of investment and operation are, in most cases, higher than the resources assigned to them in 2023, at the beginning of the present Government.
- ➔ **Scarcity of resources:** Not allocating sufficient resources for the implementation of the Accord, especially for gender measures, is a common obstacle. It is criticized that financing the implementation depends greatly on international

7 “Budget for Peace: Analysis of the 2025 Project”

cooperation, which generates uncertainty about its sustainability.

➔ **Competition for resources:** There is preoccupation for the possible competition for resources among diverse women-rights agendas, as the Action Plan of Resolution 1325. This could negatively affect the implementation of the gender measures of the FPA.

➔ **Constraints in autonomy and the definition of priorities:** The dependence on external funds may condition the agendas of local organizations and limit their capacities to define their own priorities.

Impacts of the DPTA model

➔ **Focalization of the investment:** The concentration of resources in DPTA municipalities has caused investment imbalances and has left the needs of women in other territories affected by conflict unattended.

➔ **Difficulties in the articulation with national policies:** The implementation of the gender-based approach in the DPTAs has been hindered by the lack of articulation with national policies and the absence of a comprehensive understanding of peace.

Humanitarian crisis and violence

The humanitarian crisis in Colombia, with an escalation of the internal armed conflict, a proliferation of armed groups who fight over territorial control and drug routes, besides other forms of crimes, are aggravating the rates of violence against women. In this situation a significant amount of available resources has been dedicated to reacting to these emergencies, which reduces investment in general, investment in the implementation of the FPA and, especially, in gender measures.



There is preoccupation for the possible competition for resources among diverse women-rights agendas, as the Action Plan of Resolution 1325. This could negatively affect the implementation of the gender measures of the FPA.

4.3. RECOMMENDATIONS

Bolstering public investment

- ➔ **To increase the allocation of public resources for the implementation of the gender-based approach:** This requires a firm commitment on the part of the State in order to dedicate a significant percentage of the national budget to financing projects and initiatives that foster gender equality in the framework of the FPA.
- ➔ **To create a specific line for peace building within the gender budget tracer:** It is crucial to establish a mechanism to trace, evidence and evaluate the investment in gender measures on all levels of the Government.
- ➔ **To review the National System of Participations:** It is proposed to review this system so that financing the implementation of the FPA, including the gender-based approach, will become a central element of the distribution of resources for the territories.

Optimization of international cooperation

- ➔ **To simplify the processes to access funds from international cooperation:** It is recommended to lower the bureaucratic barriers and to make the requirements more flexible so that women organizations can access the resources more easily and more efficiently.

- ➔ **To enhance the project-management capacities of women organizations in rural areas or far from capital cities:** It is suggested to offer the organizations technical support and training to improve project formulation and execution as well as access to international cooperation.
- ➔ **To guarantee the sustainability of the initiatives financed by co-operation:** Mechanisms should be searched that can ensure the long-term continuity of the projects, thus avoiding the exclusive dependence on external funds and enhancing the appropriation on the part of the State.

Institutional transformation

- ➔ **To reinforce interinstitutional articulation:** It is essential to improve coordination between the different State entities in charge of implementing the FPA in order to guarantee an efficient resource management and avoid duplicating efforts.
- ➔ **To train the staff of institutions and raise their awareness:** Continued training programmes should be implemented for civil servants to understand the importance of the gender-based approach and to develop the skills needed for its efficient application in the respective work areas. This should be considered a technical tool consisting of instruments for governance rather

than an issue of mere discourse or good intentions.

- ➔ **To decentralize the implementation of the Peace Accord:** It is proposed to enhance the capacities of local governments for the management and implementation of projects with a gender-based approach and to offer technical and financial support for the adjustment of the measures to the territorial contexts.
- ➔ **To promote women's participation in budget management:** It is crucial to ensure the active participation of women and women organizations in defining investment priorities, resource allocation and

social control of the funds destined for the implementation of the gender-based approach.

4.4. FINAL REFLECTION

The sources consulted agree that the lack of resources constrains the capacity of the State to effectively implement the gender measures of the FPA. The dependence on international cooperation, the complexity of bureaucratic processes and the lack of political willingness on the part of some civil servants contribute to perpetuating inequality as they hinder the implementation of the FPA.

05

Transformations in the lives of women and LGBTQ+ populations

THE SOURCES PRESENT A COMPLEX SCENARIO REGARDING substantive transformations brought about by the implementation of the FPA for women and LGBTQ+ populations. Even if the transformative potential of the gender measures included in the Accord is recognized, reality in the territories demonstrates that there are still considerable challenges to materializing these transformations. Moreover, this topic is examined in a political context characterized by the weakening of the FPA, partly due to the lack of progress in its implementation. This situation has caused mistrust and demotivation, which has affected the gender agenda, too. Additionally, it is necessary to take into account the climate of political polarization where the opposition to the Government has turned into an opposition to the FPA. This context has made it difficult to reach the consensus necessary for the implementation of the gender agenda.

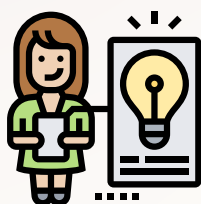
5.1. PROGRESS



- **Recognition of women as subjects of rights and parties to peace:** The 2016 FPA is considered a milestone with respect to the incorporation of women and a gender perspective. The differential impact of the armed conflict on women is recognized and specific measures to guarantee their rights and participation in peace-building processes are established.



- **Visibility of gender-based violence:** The TC and the SPJ have contributed to showcasing the different types of violence suffered by women and the LGBTQ+ community during the armed conflict. The opening of Macro-case 11 on gender-based violence by the SPJ is a significant step forward.



- **Progress in the re-incorporation processes:** Programmes to support the economic, social and political re-incorporation of women ex-fighters have been implemented, including productive projects, psychosocial attention and training in leadership.

5.2. CHALLENGES

- **Obstacles for effective participation:** Women are still facing barriers to a full and effective participation in decision-making processes. There are still gender stereotypes, discriminatory practices and types of violence that limit their leadership. The lack of guarantees for women's participation and representation in

the organisms of the Accord is a constant feature.

- **Instrumentalization of the gender-based approach:** The tendency to reduce the gender-based approach to a “checklist” or to an issue of percentages of women in projects without transforming the power structures that perpetuate inequality is criticized. The lack of a comprehensive



The absence of a cross-sectional approach renders the experiences of the most marginalized women invisible and reduces the capacity of the FPA to deeply transform structural racism, centralism, poverty, etc.

and transforming understanding of the gender-based approach is put into question.

- ➔ **Absence of a cross-sectional approach:** It is necessary to go beyond the dichotomy of man-woman and to acknowledge women's diverse realities and needs taking into account elements such as ethnicity, social class, sexual orientation and gender identity. The absence of a cross-sectional approach renders the experiences of the most marginalized women invisible and reduces the capacity of the FPA to deeply transform structural racism, centralism, poverty, etc.
- ➔ **Tensions within women's social movement:** There are tensions and disputes within the social movement in respect to representation and to

the priorities and strategies for exercising political influence on the FPA. The central role of certain NGOs as spokespersons and the lack of representativeness of rural women, ethnic groups, popular sectors and sexual dissidences of the territories furthest away from urban centres is called into question.

- ➔ **Specific challenges for LGBTQ+ populations:** LGBTQ+ populations face still greater challenges in the access to the benefits of the FPA. The elimination of explicit mentions of the LGBTQ+ populations in the version of the Accord that was renegotiated after the plebiscite, has left a gap in the protection of their rights and in the guarantees for their participation. The sources criticize the insufficient

budget, the ignoring of their needs and the persistence of discrimination and violence against them.

5.3. RECOMMENDATIONS

In order to achieve substantive transformation for women and LGBTIQ+ populations in the implementation of the FPA a comprehensive approach is required that should tackle the challenges identified by the sources and those previously mentioned. In the following, some key actions are presented.

To prioritize the gender-based approach as a cross-cutting feature of the Peace Accord

- ➔ **Stop dealing with the gender measures as if they were an isolated matter:** The gender measures are not an appendix to the FPA but an essential component for its success. *It is therefore paramount to incorporate the gender-based approach into all points of the Accord and to overcome the fragmented understanding that has prevailed up to now.*
- ➔ **To incorporate specific indicators for the LGBTIQ+ population into the Implementation Framework Plan (IFP):** The absence of indicators makes it difficult to monitor the implementation of the measures that benefit this population.
- ➔ **To develop a comprehensive understanding of the transformative**

potential of the gender-based approach: It is important to go beyond a numeric inclusion and *to promote a deep cultural transformation* that questions gender roles, power structures and discriminatory practices.

To enhance the participation and leadership of women and LGBTIQ+ population

- ➔ **To guarantee a real and effective participation in all decision-making spaces:** Simple presence is not enough. Instead, it has to be ensured that women and LGBTIQ+ populations have a *voice and decision-making power* in the implementation of the Accord. It is crucial to *overcome the obstacles* that limit their participation, such as lack of resources, political violence and gender stereotypes.
- ➔ **To support the emergence of new leaderships and generational replacement:** It is necessary to invest in the training of new woman leaders, especially in the territories the most affected by the armed conflict.
- ➔ **To foster the articulation among the women's social movement, GBLTIQ+ organizations and women signatories of peace:** Dialogue and the construction of alliances among these groups should be fostered to *boost their impact and overcome the divisions* that have debilitated their actions.

5.4. FINAL REFLECTION

The sources evidence that the implementation of the gender-based approach in the FPA has reached a critical point. Although some important progress has been made, substantive transformations in the lives of women and LGBTQ+ populations are still limited. Real commitment on the part of the State is needed to deal with the challenges of financing, participation, cross-sectionality and articulation between national and territorial levels. The women's social movement must be strengthened and a better understanding of the transformative potential of the gender-based approach must be fomented to build sustainable and inclusive peace.

In this sense, it is important that the international community continue supporting the implementation of the Accord and of the gender measures. To do this, they could prioritize, in a coordinated and harmonious way, the efforts of organizations of women, of victims of the armed conflict, peace signatories, peasant women, ethnic groups, community organizations and women human-rights defenders who try to disseminate the FPA and promote its implementation in their territories. Furthermore, it is necessary to offer technical support and to enhance the institutional capacities of local governments so they decidedly commit themselves with the implementation of the FPA.



Real commitment on the part of the State is needed to deal with the challenges of financing, participation, cross-sectionality and articulation between national and territorial levels. The women's social movement must be strengthened and a better understanding of the transformative potential of the gender-based approach must be fomented to build sustainable and inclusive peace.

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Documento elaborado por
Angélica Bernal Olarte para FOKUS

Diseño
Leidy Sánchez

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