

**EXECUTIVE
SUMMARY**

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



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 Angélica Ber-

nal 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

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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

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 until 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 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.

The sources agree on a balance that indicates a weak outcome for the compliance with the commitments taken over by the Colombian State with respect to peace building 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 fea-

sibility 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.

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



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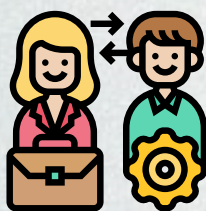
cument aims at recognizing progress and achievements as well as the challenges, since the implementation of the FPA is still a necessity for women, the LGBTQ+ population, ethnic groups, peasants, the victims of the internal armed conflict, the peace signatories, and, in general, impoverished population 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. This executive summary focuses on the 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.

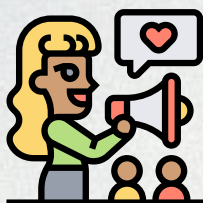
1. INSTITUTIONAL TRANSFORMATION



- ➔ **To adjust the institutions to the needs of the Peace Accord and to overcome bureaucratic inertia:** The lack of institutional adjustments and the resistance to the incorporation of the gender-based approach on the part of some entities are criticized. A real transformation in the institutional culture is needed for the implementation of the FPA to become a priority.



- ➔ **To enhance interinstitutional coordination and articulation among the different government levels:** More coordination between the central Government and local governments is essential to overcoming the disconnection between the national and the territorial agendas. A strict mechanism for cross-sectional articulation involving the municipalities and based on incentives should be created.



- ➔ **To train civil servants and raise their awareness regarding the gender-based approach and the Peace Accord:** It is highly necessary to train civil servants so they understand the importance of the gender-based approach and are able to effectively implement it in their respective work fields.

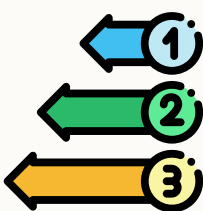
2. SUFFICIENT AND EFFICIENT FINANCING



- **To increase public investment and to ensure transparency in resource allocation:** Emphasis is put on a true commitment on the part of the State to allocate sufficient resources for the implementation of the gender measures and in this way to overcome the dependence on international cooperation. It is proposed to create a budget-traceability system with a gender-based approach to monitor and evaluate the investment in the implementation of the FPA.

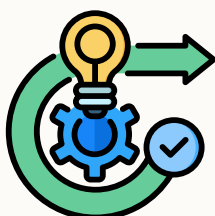


- **To simplify the access to cooperation funds and to foster the management capacities of women organizations:** It is recommended to expedite bureaucratic processes and to offer technical support to the organizations so they can access and manage resources more efficiently.



- **To prioritize measures with more transformative impact and to avoid the dispersal of resources:** It is suggested to centre the investment on the measures that can generate a “cascade effect” fomenting the comprehensive implementation of the FPA and avoiding the fragmentation of efforts.

3. TACKLING THE CHALLENGES OF TERRITORIALIZATION



- **To adapt the implementation of the Peace Accord to the realities and needs of the territories:** As the territories are diverse, implementation has to be flexible to respond to local contexts. The capacities of local governments should be enhanced to implement the FPA and to decentralize decision-making processes.



- **To recognize the importance of communities' and local stakeholders' participation in the implementation:** It is crucial to listen to the communities, grass-root organizations and women who live in the territories for the FPA to respond to their needs.



- **To deal with the specific challenges of the territories most affected by the conflict:** It is recognized that some territories face bigger challenges in the implementation of the FPA due to the persistence of violence, the presence of armed groups and institutional weakness. Investment in these territories should be prioritized and safety measures should be fostered to guarantee women's participation.

4. FOSTERING WOMEN'S PARTICIPATION AND EMPOWERMENT



- **To ensure women's real and effective participation on all implementation levels:** Conditions that ensure women's participation in decision-making spaces have to be created. It is also necessary to guarantee more representation of women in the FPA's organisms and in the processes of designing, formulating and implementing public policies.



- **To increase the political impact of the women's social movement and to strengthen its articulation capacity:** The crucial role of women organizations in the defence of the FPA and in the claims for compliance with it is acknowledged. It is recommended to facilitate political dialogue among the different women organizations and platforms to promote working agreements that allow a stronger impact of their actions.



- **To overcome the instrumental vision of the gender-based approach and to foster a comprehensive understanding of its transformative potential:** It is criticized that there is a tendency to reduce the gender-based approach to a numerical inclusion of women without questioning the power structures that perpetuate inequality. Instead, a more political and strategic view should be adopted that recognizes the potential of the gender-based approach to generate structural changes in society.

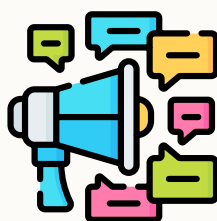
5. REGAINING TRUST IN THE PEACE ACCORD



- **To obtain tangible and concrete results that show the positive impact of the Accord in the lives of women and the LGBTQ+ community:** It is paramount to convert the commitments of the FPA into real changes that improve the lives of women, the LGBTQ+ community, ethnic groups and the peasantry.



- **To make resource management transparent and to render account to society on the progress in implementation:** A greater transparency in the management of the funds for the FPA is required and the creation of social control mechanisms is proposed to ensure accountability.



- **To foster more communication and pedagogy about the Peace Accord, its benefits and its challenges:** It is recognized that it is essential to inform society about the advances and challenges of the implementation in order to generate more commitment with the FPA.

6. FINAL REFLECTION

To sum up, the recommendations aim at a deep transformation in the way the FPA is being implemented that should go beyond normative and institutional aspects. What is needed is a real commitment on the part of the State to invest in gender equality, to enhance women's participation, to adjust the implementation to the territories and to obtain concrete results that restore trust in the Peace Accord. The sources highlight that the implementation of the gender-based approach in the FPA has reached a critical point. Although some relevant progress has been made, fundamental transformations in the lives of women and the LGBTQ+ community are still scarce. The State has to truly commit itself to overcome the challenges of financing, participation, cross-sectionality

and articulation between national and territorial levels.

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



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