USAID/COLOMBIA
GENDER ANALYSIS AND ASSESSMENT
FINAL REPORT
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ACRONYMS

ACR	Agencia Colombiana para la Reintegración
ADS	Automated Directives System
ANT	Agencia Nacional de Tierras
AOR	Agreement Officer Representative
CDCS	Country Development Cooperation Strategy
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIDH	Comisión Interamericana de los Derechos Humanos/Interamerican Commission on Human Rights
CODHES	Consultoría para los Derechos Humanos y el Desplazamiento
CONPES	Consejo Nacional de Política Económica y Social
CPEM	Consejería Presidencial para la Equidad de la Mujer
DANE	Departamento Administrativo Nacional de Estadísticas
ECLAC	Economic Commission for Latin America and the Caribbean
ELN	Ejército de Liberación Nacional (Guerrilla)
ENDS	Encuesta Nacional De Demografía y Salud
FARC	Fuerzas Armadas Revolucionarias de Colombia (Guerrilla)
FGD	Focus Group Discussion
GA/GA	Gender Analysis and Gender Assessment
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GEFE	Gender Equality and Female Empowerment Policy
GEWE	Gender Equality and Women's Empowerment
GOC	Gobierno de Colombia
GRB	Gender-Responsive Budgeting
GVP	Gender and Vulnerable Population
HDI	Human Development Index
ICBF	Instituto Colombiano de Bienestar Familiar
IDP	Internally Displaced Person
INCODER	Instituto Colombiano de Desarrollo Rural
INMLCF	Instituto Nacional de Medicina Legal y Ciencias Forenses
INSTRAW	United Nations Institute for the Advancement of Women
IOM	International Organization for Migration
IP	Implementing Partner
IPPF	International Planned Parenthood Federation
IPV	Intimate Partner Violence
J2SR	Journey to Self-Reliance (USAID)
KII	Key Informant Interview

LGBTI	Lesbian, Gay, Bisexual, Transgender and Intersex
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
NGO	Non-governmental Organization
NILMFS	National Institute of Legal Medicine and Forensic Sciences
OAG	Observatorio de Asuntos de Género
OEA	Organización de los Estados Americanos/Organization of American States
OECD	Organization for Economic Co-operation and Development
OECDDAC	Development Cooperation Directorate of the Organization for Economic Co-operation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
OIM	Organización Internacional para las Migraciones
PAD	Project Appraisal Document
PND	Plan Nacional de Desarrollo
PNIS	Programa Nacional Integral para la Sustitución Voluntaria de Cultivos Ilícitos
PROFAMILIA	Asociación Probienestar de la Familia Colombiana
RAMV	Registro Administrativo de Migrantes Venezolanos
SENA	Servicio Nacional de Aprendizaje
SOW	Scope of Work
SRH	Sexual and Reproductive Health
STI	Sexually Transmitted Infection
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNODC	United Nations Office on Drugs and Crime
USAID	United States Agency for International Development
WHO	World Health Organization
ZIDRES	Zonas de Interés de Desarrollo Rural, Económico y Social

ACKNOWLEDGEMENTS

EXECUTIVE SUMMARY

In line with the requirements in the USAID Automated Directives System (ADS) 201.3.2.9 and ADS 205, USAID/Colombia hired Banyan Global to undertake a countrywide Gender Analysis and Gender Assessment to inform USAID/Colombia's 2019-2024 Country Development Cooperation Strategy (CDCS). The Gender Analysis and Assessment focuses on five priority thematic areas for USAID/Colombia:

- **Democracy, human rights, governance,** including reconciliation and vulnerable populations (including Afro-Colombians, indigenous, victims, and ex-combatants, among others)

- **Rural economic development,** including value chains, tertiary roads, land tenure

- **Natural resources governance and corruption and illegal economies,** including criminal activity and environmental crimes in gold mining, coca cultivation, and other extractive industries

- **Citizen security: keeping people safe,** including human rights defenders, social leaders, environmental defenders, and youth; preventing youth from participating in illegal activities/violence — a new focus theme for the USAID/Colombia mission

- **Venezuela and irregular immigration**

Both the gender analysis and the assessment recommendations point to linkages with [the USAID Journey to Self-Reliance](#) (J2SR) sub-dimensions, and also to the Women Entrepreneurship and Economic Empowerment Act of 2018 (using the tag "WE3").

From January to April 2016, a four-person research team carried out a literature review, semi-structured interviews, focus group discussions (FGDs), and individual online gender integration surveys of USAID staff and partners. The team also carried out key stakeholder interviews and focus groups with 255 participants (191 females and 64 males). In addition, the team reviewed 15 programs in the mission's portfolio across the five thematic areas mentioned above and collected relevant primary data in several priority USAID regions: Bogotá, Medellín, Caucasia, Segovia, El Bagre, Tumaco, Villavicencio/Meta, Barranquilla, Cartagena, and San Jacinto/Bolivar.

GENERAL FINDINGS

Democracy, human rights, governance, reconciliation, and access to justice. Quota laws have established requirements for the participation of women, Afro-Colombians and indigenous persons on electoral lists in Colombia. Still, Colombia has one of the lowest rates of women's participation in politics in Latin America. Women's participation in social movements has been critical for securing concrete advances in law and policy on multiple gender equality issues, but limited representation of women in government has resulted in a lack of policies that meet their specific needs. The Final Peace Agreement in November 2016 includes stipulations to decentralize government in remote, conflict-affected regions. Furthermore, the 2018-2022 National Development Plan (NDP) includes a commitment to strengthening government institutions that have specific mandates to address gender equality. This includes supporting gender-sensitive design of public policies at the national and subnational levels. The NDP also promotes reparations for women victims of the armed conflict. Despite this, there is still much room for progress on the implementation of gender-responsive governance.

To support reparations for women victims of the armed-conflict, the GoC has taken several measures: developed an inter-institutional strategy focused on guaranteeing human rights, created a Victim's Unit, included reparations in 2018-2022 National Development Plan, and established the Peace with Legality Plan

to improve coordination on services to victims of the conflict; and established the Commission on Truth, Coexistence and Non-Repetition (Extra-Judicial Truth Commission) to promote an acknowledgement of responsibility, and reconciliation with respect to the conflict. More is needed, however, to ensure that victims of the conflict actually gain access to reparations that these structures and measures aim to support. USAID/Colombia programs focusing on democracy, human rights, governance, reconciliation and access to justice account for close to 50 percent of the USAID/Colombia portfolio. They support response services for GBV survivors, the promotion of gender-responsive budgeting, and the strengthening of the capacity of regional governments on decentralized governance, which includes the participation of women, Afro-Colombians and LGBTI organizations.

Rural economic development, value chains, tertiary roads, and land tenure. Massive internal migration out of rural areas due to the conflict in Colombia has resulted in communities collapsing, and diminished access to social capital and productive resources. Despite this, female participation in agriculture and rural development is high: with 5.3 million women living in the Colombian countryside, 36.6 percent of agricultural production is in the hands of women. Rural women are less likely to have documented and registered titles to property, either as individual or joint (marital) property. In response, USAID/Colombia and the Government of Colombia (GoC) have been working together to develop gender-sensitive policies and instruments to improve the living and working conditions of women in the country.

Natural resources governance and corruption and illegal economies. As the primary providers of water, food, and energy at the household and community levels, women in rural settings are often highly dependent on natural resources for their livelihoods; they are therefore particularly susceptible to the effects of conflict on the availability and quality of these resources. Illegal artisanal gold mining and the expansion of coca cultivation continue to be an area of concern, both from the environmental perspective and because of the high vulnerability of the men, women, and youth involved in these activities. Identifying linkages between natural resource management, environment, economic alternatives, and women´s economic empowerment can help foster gender equality in USAID programs in these areas.

Citizen security, keeping people safe. The need to establish a safe environment — for political activists, human rights defenders, legitimate social leaders, environmental defenders, and youth — arises from the absence of effective state institutions, with illegal armed groups trying to fill the power vacuum and exert control over communities. As rural, indigenous, Afro-Colombian, LGBTI, and women's organizations are becoming more active, especially in matters related to the environment or substitution of illicit crops, violence against their leaders is increasing. Citizen security and keeping people safe is a new thematic area for USAID/Colombia, while the context of violence is directly affecting the implementation of programs and the safety of implementing partners and local organization staff.

Venezuela and irregular immigration. Even though Colombia has put in place procedures and an institutional structure, with a dedicated budget, to provide services to Venezuelan migrants, these were overwhelmed by the large and rapid migration flows — 710,366 people in 2018, and another 36,619 just in January of 2019. Crimes committed against migrants during their journey, as well as within Colombia, in particular against women, indigenous persons, and LGBTI, are often not reported. Even when they try to seek justice, the authorities are often unwilling to register the reports due to their illegal migration status.[1] The GoC needs support to strengthen its capacity to address the needs of this population in the short and medium term and to guarantee their rights.

Gender-based violence. There is a high incidence of several forms of gender-based violence (GBV) in Colombia, including intimate partner violence, sexual violence, femicide, trafficking in persons, and economic violence. According to preliminary official figures, in 2018 there were 42.285 reports of intimate partner violence against women, of which 72 percent took place in the private sphere. The number of women murdered in 2018 was 960; 132 were murdered by partners or former partners, showing no

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[1] Interview with UN Women, March 2019.

significant reduction in the last three years.[2] Colombia's context of armed conflict exacerbates GBV. According to the National Victim's Unit, as of March 1, 2019, the total number of victims of the armed conflict was 8,418,405, of which 4,212,278 (50 percent) were women and 3,308 were LGBTI. Sexual violence is considered one of the drivers of forced displacement, affecting not only communities but also women's rights defenders, especially indigenous or Afro-Colombian women.[3] The high incidence of GBV is exacerbated by the very low level of response from the authorities responsible for providing security, judicial remedy, and other response services (health, psychosocial support). USAID/Colombia programs work to support citizen's access to services, including access to justice and strengthening judicial system services in rural areas, where women face additional barriers such as mobility restrictions and limited access to justice and services for GBV survivors.

Youth. The challenges that youth face are numerous and varying in nature. Young people, especially rural youth from marginalized groups, have limited access to vocational training and higher education. They experience high levels of failure and frustration, with limited job and entrepreneurial opportunities. There is a distinct need to improve young rural women's access to education, and to incorporate agricultural skills into rural education more generally.

LGBTI. The LGBTI community is largely marginalized and experiences high levels of poverty and unemployment.[4] The figures of violence against the LGBTI population are alarming. Although the violence is well known by organizations and movements working on the issue, data are scarce because it has not been an area of concern and there is limited reporting of incidents. Many cases go unreported or, if reported, are misclassified and therefore not processed as gender-based violence related to sexual orientation.

RECOMMENDATIONS

The next USAID/Colombia CDCS and future programs should pay much more attention to gender considerations (GBV prevention and response, women's time burden, co-responsible masculinity) and the context in which these interventions will take place. While strengthening of public institutions remains relevant, it is also important for USAID to focus on providing further support to existing local civil society organizations (CSOs) and their agendas and sustainability, in view of the absence of governmental institutions in many rural areas, whether due to lack of capacity or for security reasons.

Democracy, human rights, governance, reconciliation, and access to justice

- Provide additional support to broaden GBV referral pathways and to strengthen protection measures: bolster the number of safe houses/shelters for GBV survivors; enhance the judicial system response to cases of GBV in urban and rural areas; and enhance legal and psychological support for GBV survivors. Strengthen inter-institutional coordination on GBV (Comisarías de Familia, prosecutors, judges, etc.) to prevent revictimization of GBV survivors (e.g., through repeated questioning by different institutions) and to coordinate the handling of evidence.

- Support pop-up mobile justice services in rural areas to support armed conflict victims and also to address GBV, intrafamily violence, land titling, and other family matters that disproportionally affect women and LGBTI.

- Support organizations that promote gender-sensitive budgeting at the national and sub-national levels, through regional governance activities ensuring that sufficient public funds are earmarked

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[2] Interview with UN Women, March 2019.
[3] Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict. Publication based on the Report of the Secretary-General to the Security Council (S/2018/250) issued on April 16, 2018, 2018.
[4] Interviews with Arco Iris and Colombia Diversa, March 2019.

for gender equality (see Villavicencio case study).

- Provide additional support to women's groups and local LGBTI organizations to integrate gender equality into local development plans at the Municipal/Department levels, enhancing access to service delivery through better use of public funds.

- Strengthen CSOs to promote political participation of women: preparing women to proactively participate in politics, in local planning processes, and in demanding accountability on investment plans and public expenditures; and facilitating access to alternative sources of financing earmarked for gender equality. Continue to encourage "peer-to-peer" learning structures so that established organizations serve as models to nascent organizations.

- Promote the development of partnerships with other stakeholders, including the private sector, to create economic and social inclusion opportunities to foster reconciliation, especially in conflict-affected regions.

- Support local authorities, civil society, local peace councils, and other actors to participate in the nationwide Truth Commission and in developing other initiatives linked to reintegration, based on a social vision of reconciliation and reparation.

Rural economic development, value chains, tertiary roads, and land tenure

- Provide enhanced and continued support for alternative economic opportunities in rural areas, paired with support for: rural finance (including financial education); land titling and restitution for women; technical assistance; and rural men's and women's access to value chains and markets.

- Support strengthened social inclusion in producers' organizations. Pair support for alternative economic opportunities in rural areas with USAID support in other priority areas, such as access to justice and access to productive resources — especially critical for victims of conflict and displaced men and women trying to emerge from poverty.

- Build upon progress in programs such as the USAID/Colombia Rural Finance Initiative Program to support alliances among financial institutions such as the Banco Agrario to develop new financial products and services, including lines of credit for rural women and financial education for rural women and men.

Natural resources governance, corruption and illegal economies

- Identify and address linkages between natural resource management and gender equality and women's economic empowerment, including: 1) men's and women's differential use of and access to natural resources; 2) men's and women's roles in conservation of biodiversity, including management of water and forest resources; 3) payment for and access to environmental services; 4) income-generating opportunities for men and women in agroforestry; and 5) renewable energy.

- Address artisanal gold mining, which continues to be an area of concern from the environmental perspective as well as because of the high vulnerability of the men, women, and youth involved in this activity. Provide support not only for economic alternatives but also for policy initiatives and the creation of organizations for artisanal miners, promoting training, technical assistance, and organizational strengthening, including gender equality.

- Support indigenous people and Afro-Colombians to gain authority over mineral resources on their lands, which currently serve as a "bank" of resources for exploitation by third parties.[5]

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[5] Statement by William Carupia, President of the Indigenous Organization of Antioquia, OIA. En: EL MUNDO.COM. Minería en territorios indígenas. Luisa Fernanda Toro Arroyave, March 2012.

Citizen security, keeping people safe

- Strengthen government institutions that play key roles in citizen security, including the Victims Protection Unit within the Ministry of the Interior and the Ministry of Justice, among others.

- Support local human rights organizations through the development of security plans and related training, as well as access to encryption software and servers outside of Colombia to safeguard sensitive data. Include training on self-protection for staff in all USAID programs.

- Include training on self-protection for local partner organizations: women's organizations, cooperatives, indigenous and Afro-Colombian organizations, producers associations, LGBTI, etc.

- Support "Conflict Sensitive Program Management" (CSPM) and promote awareness of impacts of trauma on local staff, beneficiaries, and communities; incorporate strategies to strengthen trauma resilience in RFP/RFAs.

Venezuela and irregular immigration

- Provide urgent support to enhance control at border crossings, where migrants often experience theft, physical violence, sexual violence, and even disappearance. USAID should work with the Colombian government to train border police and to create a monitoring system to curb illegal activity and extortion by border officers. Incorporate activities to strengthen the capacity of border police to combat criminal gangs operating on the border; enhance monitoring for potential cases of trafficking and GBV, and support referrals to specialized GBV service providers.

- Support the Colombian government in implementing its Information System to Document Foreigners to regularize/register the immigration status of Venezuelans in Colombia, with a focus on children, persons with disabilities, women and LBGTI, to allow them to access information, protection, and basic services.

- Enhance the dissemination of information and the delivery of public services to women, children, and LGBTI.[6] While USAID has prioritized the Caribbean coast in this regard, it is important to evaluate other areas in need of this work, such as Bogotá and Medellín.

Gender-based violence

- Develop a specific objective for the next CDCS, on reducing the prevalence of GBV and improving attention to victims.

- In support of the first recommendation, define a baseline and targets for the next five years. Some indicators include: 1) Reduced tolerance of GBV (measured through surveys); 2) Reduced numbers of victims (by sex, age, population group, type of violence); 3) Number of GBV victims aided by GBV responses (disaggregated by sex, age, population group, type of violence); and 4) Reduced tangible and intangible economic costs of GBV.

- Increase GBV prevention programming at the community level, including indigenous and Afro-Colombian communities, addressing prevention of violence against girls and boys and the LGBTI community. Work with cultural, communications, and publicity sectors — for example, to develop large-scale campaigns to prevent GBV.

- Integrate GBV in USAID programing from RED and ENV offices, enabling program staff to help recognize and prevent GBV, and refer GBV survivors to specialized services.

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[6] UN Women. Characterization of the Women from Venezuela in Situation of Prostitution or Sexual Exploitation in the Border Areas of Norte de Santander and Arauca, 2019.

- Support income-generation opportunities, educational opportunities, and skills-building with a focus on survivors of GBV or individuals at risk of abuse, to contribute to their socio-economic rehabilitation and also to prevent retaliatory violence against survivors. Enhance safety and security measures to protect women in rural areas traveling to take advantage of economic opportunities facilitated by USAID programs.

- Undertake behavioral change programming to "denaturalize" violence among GBV, LGBTI, and social leaders; include activities (supported by a budget) to address co-responsible masculinity.

- Create a two-year program employing trained prosecutors and judges to investigate, process, and judge cases related to GBV, to process the backlog of unresolved cases and to improve the 8-percent rate of resolution of current GBV cases.

Youth

- Support access to educational and income-generating opportunities for rural youth, in agriculture and non-agriculture areas, including: 1) further education in rural areas; 2) vocational and skills training, including formal and informal on-the-job training; and 3) the development and financing of business plans. Education, as a new area of activity to consider in the next USAID/Colombia CDCS, would enhance social mobility both for youth remaining in rural areas and for those migrating to the cities.

- Support the design and implementation of specific programs within the Office of Rural Economic Development oriented towards rural youth and their participation in agriculture.

- Address teenage pregnancy, a problem that continues to increase and severely limits development opportunities for young women.

LGBTI

- Support the establishment of a specific section for official response to cases of violence against the LGBTI population. A pilot program, with specialized judges and prosecutors, could be established in areas with a higher level of violence against this population.

- Support LGBTI organizations and movements in strengthening their security measures and self-care, to protect both their members and other beneficiaries of their work.

- Provide technical support to government institutions to reduce discrimination against LGBTI in accessing public services.

- Carry out further studies to highlight the reality of persecution, exclusion, and violence against LGBTI people. Given the scarcity of data, it is important to produce more systematic measures of the crimes being committed against the LGBTI community, so that responses can be improved and progress can be evaluated.

1. INTRODUCTION

1.1 Gender Analysis and Assessment Background and Purpose

In line with the requirements of the USAID Automated Directives System (ADS) 201.3.2.9 and ADS 205, USAID/Colombia hired Banyan Global to undertake a countrywide Gender Analysis and Gender Assessment to inform USAID/Colombia's 2019-2024 Country Development Cooperation Strategy (CDCS). The CDCS will align with the 2012 USAID Gender Equality and Female Empowerment Policy, the 2016 (updated) U.S. Strategy to Prevent and Respond to Gender-based Violence and the (2019) USAID Policy Framework. The USAID/Colombia Gender Analysis and Assessment aims to provide data to enhance the integration of gender equality and women's empowerment in USAID/Colombia strategy and programming. The Gender Analysis and Assessment, taking place simultaneously, focus on five priority thematic areas for USAID/Colombia:

- **Democracy, human rights, governance,** including reconciliation and vulnerable populations (including Afro-Colombians, indigenous, victims, and ex-combatants, among others)

- **Rural economic development,** including value chains, tertiary roads, land tenure

- **Natural resources governance and corruption and illegal economies,** including criminal activity and environmental crimes in gold mining, coca cultivation, and other extractive industries

- **Citizen security: keeping people safe,** including human rights defenders, social leaders, environmental defenders, and youth; preventing youth from participating in illegal activities/violence — a new focus theme for the USAID/Colombia mission

- **Venezuela and irregular immigration**

The Gender Analysis focused on analyzing advances, constraints, and opportunities on gender equality and women's empowerment, including a focus on specific vulnerable population groups such as Afro-Colombians, indigenous peoples, youth, migrants, victims of violence, and ex-combatants, among others. It analyzed gender-based violence as a cross-cutting theme across all thematic areas. As required in the ADS 205, the analysis also looked at the five domains: overview of laws, policies, regulations, and institutional practices; cultural norms and beliefs; gender roles, responsibilities, and time use; access to and control over assets and resources; and patterns of power and decision-making in Colombia. The Gender Assessment also identified the extent to which USAID/Colombia has addressed gender advances, gaps, and opportunities in its current strategic planning frameworks and projects/activities. Both the gender analysis and assessment findings and recommendations point to linkages with the USAID Journey to Self-Reliance sub-dimensions (Table 1), and also to areas for the mission to enhance its focus on women's entrepreneurship and economic empowerment, in line with the Women's Entrepreneurship and Economic Empowerment Act of 2018 (noted using a "WE3" tag).

Table 1 USAID Journey to Self-Reliance

USAID Journey to Self-Reliance Metrics	USAID Journey to Self-Reliance
Capacity	• Open and Accountable Governance • Inclusive Development • Economic Policy
Commitment	• Government Capacity • Civil Society Capacity • Citizen Capacity • Capacity of the Economy

The remainder of Section 1 provides an overview of the gender analysis and assessment methodology and research techniques. Section 2 includes key findings and recommendations, by key thematic area and cross-cutting theme. Section 3 provides an overview of gender equality and women's empowerment in Colombia, by USAID ADS205 domain. Section 4 highlights the findings from the gender integration survey of USAID staff and partners (see below for more information). Annex A includes the SOW for the Gender Analysis and Assessment, and Annex B provides the detailed research methodology. Annex C provides the gender analysis and assessment research matrix. Annex D includes the research question guides, and Annex E includes a detailed review of gender-equality legal, institutional, and policy frameworks in Colombia. Annex F provides a list of key documents consulted, Annex G a list of key stakeholders consulted, and Annex H the results from the gender integration survey of USAID/Colombia staff and implementing partners.

1.2 Gender Analysis and Assessment Methodology and Research Techniques

A research team comprised of two international and two national gender experts carried out the gender analysis and assessment from January to April 2019. The team gathered data on gender equality advances, gaps, and opportunities in Colombia using several tools:

1. A literature review of secondary data, including USAID program documents, GoC and civil society organization reports, and documents from UN agencies and other experts on Colombia.

2. Semi-structured interviews and focus group discussions (FGDs) with USAID staff and partners, including leaders from the GoC, national NGOs, and civil society organizations in Bogota, Medellín, Caucasia, Segovia, El Bagre, Tumaco, Villavicencio/Meta, Barranquilla, Cartagena, and San Jacinto/Bolivar. More detail is provided in Table 2 about the 255 participants (191 females and 64 males) that took part in interviews and/or FGDs.

3. A review of 15 of the mission's current 46 programs, spanning all of the thematic areas and sectors in the mission's portfolio, asking (1) whether the ensemble of programs in each thematic area are building upon current gender equality advances and addressing gaps; and (2) what thematic areas still need improvement.

4. An individual online survey of USAID staff and partners on gender integration knowledge, attitudes, and practices.

Table 2 Overview of Research Techniques and Key Stakeholders Consulted

Technique	Stakeholders
Semi-structured Interviews (Individual and Group)3	• USAID Mission: 14 (27 participants – 19 female and 8 male) in Reconciliation and Inclusion (RIO), Office of Democracy, Human Rights, Governance (DRG), Office of Rural Economic Development (RED), Office of Environment, Office of Transition Initiatives (OTI), Program Office, and the Office of Acquisitions and Assistance (OAA) • USAID IPs COP/DCOP/Gender Specialist: 31 (59 participants – 35 female and 24 male) • Government of Colombia: 8 (9 participants, all female) • Local government: 8 (14 participants – 13 female and 1 male) • CSOs and other stakeholders: 14 (24 participants – 15 female and 9 male) • Donor agencies interviewed: 4 (6 participants: 1 male and 5 female) **TOTAL:** 83 Interviews (146 participants — 102 female and 43 male)
Focus Group Discussions	• Women's: 4 (39 participants, all female) • Mixed: 9 (70 participants: 50 female and 20 male) **TOTAL:** 13 Focus groups (109 participants — 89 female and 20 male)

2. KEY FINDINGS AND RECOMMENDATIONS

2.1 Democracy, Human Rights, Governance, and Reconciliation

2.1.1 Advances, Challenges, Gaps and Opportunities

In recent decades, Colombia has made important strides in the promotion of gender equality and women's empowerment. The 1991 Political Constitution establishes democracy, human rights, plurality, human dignity, and gender equality as priorities. The country has also ratified all international treaties on human

and women's rights, and has made significant progress in the development of national legislation to promote gender equality and to guarantee women's rights. As well, the 2016 Final Agreement of the Peace Accord mainstreams gender equality in 130 of its 578 stipulations. A recent analysis carried out by the Kroc Institute indicates, however, that close follow-up of implementation is still required. Annex E, Table E3 provides an overview of key legislation and policies in this domain.

Gender equality and political participation. Men dominate the exercise of political leadership in Colombia, with women under-represented at most levels of government. Colombia has one of the lowest rates of women's participation in politics in Latin America due to several factors, including: limited efforts to promote and recognize women's leadership; stereotypes regarding women's leadership capacity; women's limited access to economic resources; and women's high domestic work burden.[7] The introduction of a quota law in 2011, which establishes a 30-percent quota for women on electoral lists, has contributed to an increase of women's participation, although it is still insufficient.[8] In 2018, almost half of President Duque's new cabinet ministers were women. According to UN Women, in 2018, women represented 19.7 percent of parliamentarians, 17 percent of provincial assemblies' seats, 18 percent of municipal council seats, 12 percent of mayors, and 15 percent of governors. The data indicate that the representation of women at high levels of decision-making in public administration in 2017 was 41 percent.[9]

The Constitution also established quotas for Afro-Colombian and indigenous communities in Congress: two seats in the Senate and one seat in the House of Representatives for indigenous communities, and two seats in the House of Representatives for Afro-Colombians. These positions are allocated through a separate ballot.[10] The political participation of openly LGBTI leaders has increased, although there are no quotas for their participation. In the 2015 local elections, more than 70 representatives of the LBGTI community participated and four were elected (one as mayor and three to municipal council seats). In the 2018 Congressional elections, there were 14 candidates (including two transsexual women) that were openly LBGTI; two of them were elected.[11]

Women's participation in social movements (civil society) has been critical for securing advances in law and policy on multiple gender-equality issues, such as the prevention and punishment of GBV (Law 1257/2008) or guaranteeing the rights of women victims of conflict (Auto 092/2008 – Constitutional Court). Moreover, women-led CSOs have played a critical role advocating for women's rights and the inclusion and protection of vulnerable populations.

Youth (aged 14 to 28 years) participate largely in youth councils that work in coordination with the Youth Policy Council, the highest decision-making body for youth in the country.[12] Candidates' lists should have a mandated 50 percent participation of women.

Gender equality and governance. The Final Peace Agreement of November 2016 included stipulations to decentralize government in remote, conflict-affected regions. However, there have been challenges to decentralization due to the culture of violence that prevails in many areas (especially those that are remote or rural), related to an increased or strengthened presence of armed groups. The resulting environment of distrust and skepticism contributes to low citizen access to key public services in these remote, conflict-affected regions. A culture of violence and fear also constrains the ability of women and other vulnerable

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[7] Interviews with key stakeholders in different regions, March 2019.

[8] ONU. El Progreso de las Mujeres en Colombia 2018: Transformar la Economía para Realizar los Derechos, 2018.

[9] ONU Mujeres. El Progreso de las Mujeres en Colombia 2018: Transformar la Economía para Realizar los Derechos, 2018.

[10] Sonneland, H. K. AS-COA Explainer: Colombia's 2018 Legislative Elections, 2018.

[11] El Espectador. Estos son los dos congresistas LGBT elegidos este domingo. March 11, 2018.

[12] Law 1622 / 2013, known as the Statute of Youth Citizenship and establishes the institutional framework to ensure the full exercise of young people's rights, youth public policies and strategies to strengthen the capacity of youth to facilitate their active participation.

populations to advocate for their needs within local (decentralized) governance structures. Furthermore, limited representation of women in government is reflected in a lack of policies or service delivery to meet women's specific needs.

The 2018-2022 NDP includes a commitment to strengthening the government institutions that have specific mandates to address gender equality. This commitment includes supporting gender-sensitive design of public policies, at both national and subnational levels.[13] Nevertheless, there are still large gaps in the implementation of gender-responsive governance at the decentralized level, including:

1. Lack of support to enhance the capacity of local governments to incorporate the needs of women and other vulnerable populations and to have more transparent communication with them

2. Lack of support to strengthen local government capacity in areas such as project planning and financial management, to allocate resources more efficiently and to prioritize actions designed to benefit vulnerable populations

3. Weak citizen participation in demands for more transparency, accountability, and oversight in local government

4. Widespread corruption in electoral processes — rarely prosecuted — and irregular voter registration[14]

5. Challenges in coordination across state institutions, in the empowerment and full engagement of regional and local authorities, and in the active participation of civil society — all essential to the peace agreement implementation process[15]

Gender equality and respect for human rights. According to the National Victim's Unit, as of March 1, 2019, the total number of victims of the armed conflict was 8,418,405, including 4,212,278 (or 50 percent) women and 3,308 LGBTI. According to the Overseas Development Institute, about 50 percent of female victims were girls.[16] The National Victims' Unit reported 27,360 registered victims of conflict-related sexual violence. Sexual violence is considered one of the drivers of forced displacement, affecting not only communities generally but also women's rights defenders, especially indigenous or Afro-Colombian women.[17] Between 60 and 70 percent of Colombian women have experienced violence, whether physical, psychological, sexual or political. Most vulnerable to GBV are indigenous, Afro-Colombian, and displaced women. It is also estimated that up to 90 percent of cases of sexual violence go unreported.[18] Human rights defenders, journalists, indigenous and Afro-Colombian leaders, and other community activists also face death threats and violence, mostly from guerrillas and their successor groups.[19]

The lack of reparations (including judicial redress) in cases of conflict-related violence against women is a major challenge. Also lacking are measures to provide economic opportunities to women victims of conflict, or policies to prevent such violence and to protect the rights of women victims of armed conflict (CONPES 3784).[20] The land restitution law (Decree 1448 of 2012) was enacted to restore millions of hectares of land that was abandoned by, or stolen from, internally displaced Colombians during the years of conflict (a

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[13] Departamento Nacional de Planeación - DNP. Bases del Plan Nacional de Desarrollo, 2018.

[14] Management Systems International. Regional Governance Activity. Gender and Vulnerable Populations Integration Strategy, 2015.

[15] United Nations Verification Mission in Colombia. Report of the Secretary General (S/2018/1159). Issued on December 16, 2018.

[16] ODI Development Progress. Case Study Report: Women´s Empowerment and Political Voice, 2015.

[17] Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict. Publication based on the Report of the Secretary-General to the Security Council (S/2018/250) issued on April 16, 2018, 2018.

[18] ODI Development Progress. Case Study Report: Women´s Empowerment and Political Voice, 2015.

[19] Human Rights Watch. World Report, 2018.

[20] Interview with Consejería Presidencial para los Derechos Humanos, March, 2018.

form of reparations), but implementation is again a major challenge. As of August 2017, the courts had issued rulings in just 5,400 cases among the total 106,000 claims received.[21] The difficulties experienced by women with regard to land restitution are addressed in greater detail in Section 2.2.

In 2017, with the support of the Presidential Office on Human Rights (*Consejeria Presidencial para los Derechos Humanos*), an inter-institutional strategy was implemented to guarantee human rights and improve access to justice, especially for women victims of armed conflict. The strategy focused on providing access to justice, strengthening social organization and local authorities, and following up on individual cases. In addition, the creation of the Victim's Unit (*La Unidad para la Atención y Reparación Integral a las Víctimas de Colombia*) was designed to provide psychosocial services and other support to victims of conflict-related violence, as well as information about administrative processes to obtain reparations.

The 2018-2022 National Development Plan also includes specific goals under the Pact for the Equality of Women: improved response for women victims of armed conflict, focusing on psychosocial attention; and a specific gender focus both in stabilizing the territories — recognizing rural women as a pillar for rural development — and in re-integrating female former combatants.

To address these and other weaknesses in providing reparations to victims of conflict, GoC also unveiled the "Peace with Legality Plan" in December 2018, a 15-year plan that aims to improve coordination of multiple initiatives, ranging from rural development and reintegration to government commitments to victims. It is critical to translate this plan into effective action as soon as possible. The GoC in 2018 also inaugurated the Commission on Truth, Coexistence and Non-Repetition (Extrajudicial Truth Commission) with a mandate to promote the understanding of events that took place during the conflict, along with an acknowledgement of responsibility and reconciliation; it is expected that reconciliation efforts will enter a new phase with the nationwide deployment of this Commission.

At the same time, in April 2018 the United Nations office in Colombia received a report from hundreds of organizations claiming that the government has not been able to reduce "serious and systematic" human rights violations. The organizations asserted that the Colombian state was failing to adhere to recommendations made in the last (2013) UN Human Rights Council Universal Periodic Review, calling for it to address: 1) ongoing violence carried out by paramilitary and guerrilla groups; 2) mass killing of social leaders; 3) forced displacement of people; 4) violations of children's rights; 5) violent discrimination against ethnic groups; and 6) police brutality in dealing with public protest. The report also claimed that the National Liberation Army (ELN) was continuing (as of 2017) to commit serious abuses against civilians, including, for example, assassinations, forced displacement, and child recruitment in the province of Chocó.

2.1.2 Integration of Gender Equality and Vulnerable Populations in USAID Planning and Program Cycle and Implementation of Programs

The USAID/Colombia portfolio has multiple programs in its DRG, RIO, and PRO offices that focus on democracy, human rights, governance, reconciliation, and access to justice. These programs account for close to 50 percent of the USAID/Colombia portfolio. The portfolio mainstreams gender equality and women's empowerment, and some programs include support for response services for GBV survivors. Under the Reconciliation and Inclusion Office, some programs, such as the Inclusion for Peace Activity, are specifically targeted to Afro-Colombian and indigenous communities — as more vulnerable and affected by conflict — and to women, LGBTI, and people with disabilities (in an intersectional approach).

A significant advance in gender-equality programming in this thematic area is USAID/Colombia's support for the implementation of gender-responsive budgeting by UN Women through the Overcoming Gender Based Violence to Ensure Women's Full Enjoyment of Rights Program. Although this approach is not mainstreamed in Colombia as a national policy, it provides an innovative tool to plan and allocate resources

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[21] Human Rights Watch. World Report, 2018.

with a gender focus. For example, the city hall of Villavicencio established a policy to include in every area of government at least one gender-sensitive project, with specific objectives, activities, indicators, and budgets. In three years, this city hall has designed and executed 219 projects with gender-sensitive budgets, linked to 18 different offices.[22] This programming includes ethnic-led territorial development, partnering with public entities to strengthen their capacity to develop and implement plans that safeguard the rights of ethnic groups (e.g. prior consultation processes), and developing inclusive practices that increase formal employment opportunities for Afro-Colombians and the indigenous.

Programs such as the USAID/Colombia Regional Governance Activity and the Overcoming Gender-Based Violence to Ensure Women's Full Enjoyment of Rights serve to strengthen the capacities of regional government, promote gender-sensitive budgeting and the formulation of gender public policies, and support the creation of gender offices under local administrations.

Efforts to increase advocacy and women's political participation also fall under this thematic area, including activities to strengthen the capacity and leadership of women's and LGBTI organizations. Such organizations can be empowered in the territories to participate in formulating departmental and municipal development plans to include a gender-and-vulnerable-groups perspective; they can demand accountability through tools like Hagamos Control Ciudadano, a social oversight audit model. Finally, in recognition that reconciliation is critical for a sustainable peace (and thus for self-reliance), programs like the USAID/Colombia Alliances for Reconciliation have used a combination of tools to encourage collective recognition of conflict-related crimes, including such methodologies as "DecidoSer"[23] and the exhibition of conflict-related photographic materials.

Some USAID programs under this thematic area support citizens' access to services, including access to justice — still a major challenge in Colombia. The USAID/Colombia Justice for a Sustainable Peace Activity supports several elements of justice delivery: training critical actors on GBV referral pathways (e.g., Casas de Justicia, Comisarías de Familia, medical staff, prosecutors, judges); strengthening the judicial system in the municipalities to respond to GBV cases; and facilitating access to consultation services through Mobile Justice Sessions (MJS). (Note that 60.7 percent of participants in MJS were women, and they mainly sought consultations related to armed-conflict matters.[24])

Gender equality in program design, implementation, and monitoring and evaluation was variable. In a few cases, programs had developed specific gender assessment protocols before formulating their gender strategies. While most programs define gender-specific activities, they may not have a budget allocated to carry them out. In addition, not all programs have identified gender indicators. Those that do usually relate to the *activity* level — for example, reporting the numbers of women and men who participated in project activities, or the number of activities implemented. Some partners also include gender indicators at the *outcome* level. One program, Overcoming Gender-Based Violence to Ensure Women's Full Enjoyment of Rights, monitors the percentage of women clients who report a "good" level of satisfaction with the delivery of violence-against-women care services. The USAID/Colombia Justice for a Sustainable Peace Activity monitors the number of GBV cases that have progressed at least one sub-stage in the judicial process. The Inclusion for Peace Activity (implemented by the International Organization for Migration - IOM) monitors the number of women from ethnic minorities who strengthened their access to economic

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[22] Meeting with Secretaría de la Mujer de Villavicencio y ONU Mujeres Meta, March of 2019.

[23] The Psychosocial Accompaniment Strategy for the promotion of Program Alliances for Reconciliation, DecidoSer, aims to provide tools for participants to recognize themselves as agents of social transformation. The program encourages participants to contribute to the promotion of social dialogue, build trust that will advance the resolution of conflicts in a peaceful manner, recognize and respect differences, as well as generate new narratives and changes in perceptions, attitudes and behaviors in favor of reconciliation. USAID/Colombia Programa de Alianzas para la Reconciliación: Estrategia de Género e Inclusión, no date.

[24] Chemonics International Inc. USAID Justice for a Sustainable Peace Activity. Annual Report. Fiscal Year 2018, 2018.

opportunities through program activities.

2.1.3 Recommendations for USAID/Colombia

The following are the main recommendations for the next USAID/Colombia CDCS with specific relevance for Project Appraisal Documents (PADs) in the area of Democracy, Human Rights, Governance, Reconciliation, and Access to Justice. They correspond to the Journey to Self-Reliance (J2SR) sub-dimensions related to *Government and Civil Society Capacities*.

- Expand existing USAID access to justice programming to target women, LGBTI, and leaders who have been threatened or assassinated.

- Strengthen CSOs to continue advocacy efforts that can result in more transparency and improved accountability of judicial institutions, more credibility of the judicial system, and an increase in public reporting.

- Provide additional support to broaden the implementation of GBV referral pathways and protection measures, such as:
  - Increase the number of safe houses/shelters for GBV survivors. Disseminate GBV referral pathways, especially in higher risk locations such as for rural areas and in indigenous and Afro-Colombian communities, which are at higher risk of GBV.
  - Strengthen rural and urban institutions involved in the judicial system in urban and rural areas, and improve inter-institutional coordination (Comisarías de Familia, Prosecutors, Judges, etc.) to avoid revictimizing GBV survivors (e.g., through repeated questioning by different institutions) and to improve coordination in the handling of forensic evidence.
  - Strengthen institutions that help enforce implementation of GBV referral pathways (e.g., Accountability Offices: Procuraduría, Defensoría).
  - Support Pop-up Mobile Justice services in rural areas to support not only victims of conflict-related GBV but also to provide support on issues that disproportionately affect women and LGBTI such as: intimate partner violence, land titling, and other family matters that disproportionally affect women and LGBTI.
  - Support organizations that provide legal and psychological support, as key for taking victims out of the circle of violence.

- Support service provision for men who have been traumatized by the armed conflict (who have not received as much attention in past programs).

- Promote gender-sensitive budgeting at the national and sub-national levels through regional governance activities to ensure that public funds are earmarked for gender equality (as was done in Villavicencio).

- Provide additional support to women's groups and LGBTI organizations to integrate gender equality into municipal and departmental development plans to improve access to service delivery and ensure better targeting of public funds.

- Strengthen CSOs to promote political participation of women: prepare women to proactively participate in politics and in local planning processes, to demand accountability on investment plans and public expenditures; and facilitate access to alternative sources of financing through well-designed projects earmarked for gender equality. Continue to encourage "peer-to-peer" learning structures, so established organizations serve as models to nascent organizations.

- Undertake behavioral change programming to increase acceptance of women's political

participation, both by their family members and by the public.

- Continue to promote the development of partnerships with the private sector, as well as with stakeholders that have a local presence and long-term interests in each geographic region, to: 1) create economic and social inclusion opportunities for vulnerable populations; 2) foster reconciliation in conflict-affected regions; and 3) develop the capacities in the intervention areas that contributes to the initiatives' long term impact and sustainability.

- Support local authorities, civil society, local peace councils, and other actors to participate in the nationwide deployment of the Truth Commission as well as in reconciliation initiatives linked to reintegration. Help develop initiatives based on a social vision of reconciliation and reparation.

2.2 Rural Economic Development, Value Chains, Tertiary Roads, Land Tenure

2.2.1 Advances, Challenges, Gaps and Opportunities

Colombia has experienced a strong reduction in poverty, from 49.7 percent in 2002 to 27 percent in 2017, and has seen a sustained increase in the middle class, from 16.3 percent to 31 percent during the same period. However, a series of factors compromise the possibility of greater equality and better quality of life for all. While Colombia has an extensive legal framework that supports gender equality and emphasizes the advancement of women's rights, land titling, and gender-based-violence prevention and response, there remains a significant discrepancy between legal frameworks and their implementation, especially in rural areas. Massive internal migration from rural to urban areas as a result of the conflict in Colombia has contributed to the collapse of families and communities, impeding access to social capital and productive resources. To further reduce poverty, the Government of Colombia has developed the National Development Plan: "NDP 2018-2022. Pact for Colombia. Pact for Equity," which proposes as its guiding philosophy to "leave no one behind." This philosophy is embodied in a set of coordinated strategies for poverty reduction. These include: 1) increasing productivity; 2) improving the regulatory and tax system; 3) increasing the efficiency of public spending; 4) modernizing social policy; and 5) connecting territories, governments, and populations. The NDP 2018-2022 also includes a set of cross-cutting agreements (including the "Pact for the Equality of Women") that serve as coordination mechanisms fostering greater opportunities for all Colombians.

Despite the ongoing rural out-migration, female participation in agriculture and rural development remains high. Annex E - Table E4 provides an overview of key legislation and policies in this area.

- In 2014, 36.6 percent of agricultural production was in the hands of women.

- In 2014, approximately 40.7 percent of rural women and 72.2 percent of rural men depended on agricultural production for their livelihoods.[25] See Annex E- Table E4 for more information about key legislation and policies in this area.

In view of the high level of participation of women in agricultural production, there are significant weaknesses in women's access to land tenure, rural financial services, technical assistance, and markets, of all of which are necessary for rural economic development. Formalization of access to land for women, for example, has the potential to generate multiple benefits; land ownership reduces the risk of dispossession, generates incentives to invest in the properties, and strengthens the sense of belonging in the territories, promoting stronger social involvement. Formalization of land tenure must be supported by other reforms: improved access to financial services for rural men and women; more inclusive decision-making in productive agricultural units; improved physical access (tertiary roads); comprehensive technical assistance (TA); the strengthening of socially inclusive producer's organizations as well as enterprises that add value

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[25] DANE. National Agricultural Census, 2014.

to products; and the formation of partnerships for marketing products.

In recognition of the importance of women's access to land tenure, financial services, technical assistance and markets, the GOC created the Rural Women's Directorate (DMR) through Decree 2369 in December 2015. The DMR has a mandate to develop gender-sensitive policies and instruments to improve the living and working conditions of women in the country. One of the DMR's most important functions is to promote coordination between national and territorial entities for the implementation of comprehensive plans and projects of rural and agricultural development for rural women.[26] This includes the promotion of gender equality in the National Land Agency (ANT), the Unit for Land Restitution (ULR), and the Agency for Rural Development (ARD). The current 2019-2022 National Development Plan makes reference to the status of rural women, and includes, among other objectives, targets on land titling and for access to rural credit and technical assistance for women. However, the targets set in these areas are low, in part because the DMR has a limited budget: for 2019, its budget equals 0.1 percent of the budget of the Ministry of Agriculture.[27]

Technical Assistance. Despite its importance, access to comprehensive technical assistance (TA) to enhance agricultural production is a major challenge: only 7.3 percent of women and 10.3 percent of men involved in agricultural production received TA in 2014. In 2018, the Ministry of Agriculture and its service providers did not provide any technical assistance at all, due to reorganization processes within the Ministry.[28]

Decision-Making. Women's decision-making in productive agricultural units is limited. According to the 2014 Agricultural Census, women only make decisions in 26 percent of cases, while men make decisions in 61.4 percent of cases (and for 12.6 percent, both make decisions together).

Access to Loans. According to data managed by the DMR, in 2018, approximately 27 percent of women involved in agriculture had access to loans in the formal banking sector, in comparison to 71 percent of men. The tendency over the last decade has been a shift from loans received by individuals (women and men) to agricultural cooperatives or other organizations. Of the total amount of formal loans disbursed in agriculture in 2010, women received 14 percent, men received 47 percent, and producers' organizations received 39 percent. In 2018, that percentage decreased, to 6 percent for women and 25 percent for men, while for rural organizations it increased to 69 percent.[29] This highlights not only a shift in financing, but also a need to strengthen rural organizations, especially to ensure a focus on social inclusion and gender equality.

Other available data, from a study carried out by Chemonics for the USAID Rural Finances Initiative Program (RFI), indicates that among program participations, 72 percent of women and 56 percent of men receive less than 5 million pesos per loan. The default rate for women was slightly less than for men: 11 percent for women vs. 13 percent for men in the district capital; and 6 percent for women vs. 7 percent for men in rural areas.[30] Whereas men typically accessed loans through the formal financial system, women manage to access loans through more traditional forms of savings that are outside the financial system. This included local savings groups such as *natilleras*, where they make small monthly deposits and can receive small loans. Unfortunately, the context of insecurity and violence in many rural areas affects the likelihood of men and women taking up loans, as they fear being extorted or having to abandon their few assets in case of displacement.[31]

Land Tenure. Under Colombian law, women and men have equal rights to land tenure. However, in

[26] Colprensa. Un Aliado Estratégico en la Generación de Contenidos, October 16, 2017.
[27] Interview with DMR, March 2019.
[28] Interview with DMR, March 2019.
[29] Data provided by DMR, March 2019.
[30] Tetra Tech. Evaluación de la Iniciativa de Finanzas Rurales: Línea Base. Arlington, USA, 2018.
[31] Interviews with women's organizations in Tumaco and El Bagre. March, 2019.

practice, rural women are much less likely to have documented and registered titles, either as individual property or as joint marital property. Key stakeholder interviews carried out during this assessment revealed that many government officials responsible for land restitution and land titling programs were either not aware of Colombian law or not interested in applying the law — particularly the requirement that titles must be issued and reference the names of both the man and the woman.[32] The USAID/Colombia Land and Rural Development Program (LRDP) has played an important role in advocacy and in training government officials to address these issues, and progress is being made. There are, however, still important gender gaps that are reinforced by social norms regarding the inter-generational transfer of property to men. In addition, women can face challenges and lose their assets if they are not married or have not legalized a *de facto* marital union. More than three million women were displaced during the Colombian conflict, and many of them were in *de facto* marital unions, lacking documentation to prove they owned their land.[33] Even though the law provides for these women to receive land titles in their name, many judges require them to prove their relationship or even to register their union by getting married in order to be entitled to land rights.

The National Land Agency reported that on December 31, 2018, properties were formalized for 3,518 persons, including 1,756 women (50 percent), showing progress in land titling to women. Despite this, much more is needed to address the issue of land titling at a national level.[34] A report by the National Land Agency in December 2017 examined the implementation of the pillars of the Land Fund, Access and Use, and Land Titling and Zoning Plans. Among its findings:

- 8,000 families have ceased to cultivate illicit crops.

- 1,065 property titles have been delivered, of which 44 percent are assigned to women (whether as sole owner or as part of a family or couple).

- $63,000 million pesos were allocated to subsidize the purchase of land and to fund productive projects; 2,438 subsidies went to individuals and families, including 48 percent provided to women.[35]

Fulfilling unmet needs for land titling is a complex and costly endeavor, and even more so for indigenous populations and collective lands of the Afro-Colombian populations; these holdings are larger in size and more stakeholders are involved. In addition, other economic interests, such as gold mining companies, may be involved in these cases.[36]

The uncertainty and complexity of land tenure have been important factors for the expansion of illicit crops, boosted by the increase in influence by Mexican drug cartels, especially in the departments of Meta, Putumayo and Caquetá. The cartels operate by buying large swaths of land and involving the previous landowners in coca cultivation and its transformation into illicit products.[37] Other contributing factors include: low levels of modernization of regional economies, with an unequal distribution of rural properties; vulnerability to changes in prices for land; the clientelist political system and a culture of illegality; the precarious infrastructure for commercialization of agricultural produce; and the intensification of organized armed groups trying to occupy the space left after the signing of the Peace Accords.[38] (See Section 2.3 for

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[32] Interviews with URT and LRDP.
[33] UN Women Study in Countries Living in Conflict, 2012 in Rodríguez Díaz, Eva María, 2018.
[34] Interview ANT, March 2019.
[35] Kroc Institute. Special Report of the Kroc Institute and the International Accompaniment Component, UN Women, Women's International Democratic Federation, and Sweden, on the Monitoring of the Gender Perspective in the Implementation of the Colombian Final Peace Accord, December 2016 - June 2018, 2018.
[36] Interview with LRDP, March 2019.
[37] Interview with Pastoral Social, March 2019.
[38] FIP. Acceso a la Tierra y Sustitución de Cultivos Ilícitos: Desafíos y Oportunidades para el Desarrollo Rural. Serie Notas Estratégicas No. 08, 2018.

more details.)

2.2.2 Integration of Gender Equality and Vulnerable Populations in USAID Planning and Program Cycle and Implementation of Programs

The present USAID/Colombia portfolio includes a number of important programs to address rural development and related topics: improved and secure land tenure; access to financial services; alternative and licit economic opportunities; and linkages to value chains and to markets. A key finding of this assessment is that these programs have made important progress, with a positive impact on the lives of rural men and women and Afro-Colombian and indigenous populations, as well as on women's economic empowerment. Some examples:

- The Land Restitution Unit and the Agency for Land Titling have adjusted their criteria for prioritizing land restitution cases, developing specific criteria that give priority to female-headed families.

- Advocacy along with new methods and training of government officials, supported by the Land and Rural Development Program (LRDP), have resulted in improved land titling processes that formally recognize women. Staff of the San Jacinto Municipal Land Office mention that titling has resulted in women accessing microfinance and families being able to enroll their children in University.[39]

- Access to savings groups and to formal loans, with the support of the Rural Financial Initiative (RFI), has led to improvements in health and living conditions as well as investments in small businesses, and has supported women as well as men to finalize their studies.[40]

- Training and technical assistance provided by (for instance) the Producers to Market Alliance (PMA) has empowered women as well as men to embark on alternative productive projects and to participate in and lead productive organizations. (Women's participation and leadership remain areas for improvement.)

- New income opportunities have been created through (for example) the support provided by PMA and the Community Development Licit Opportunities Program (CDLO), for beekeeping, rubber and cacao production, and value-added activities, including the establishment of market linkages for these products.

USAID programs have, importantly, had other positive though more intangible effects on vulnerable groups, such as rural women and men, victims of conflict, and indigenous and Afro-Colombian populations. Many program beneficiaries expressed that, especially in the absence or ineffectiveness of government agencies, USAID programs helped them to gain a level of justice as land was restituted. Intangible benefits include greater self-esteem and the notion that "someone cares, someone has come to their territory to assist them."[41]

Some qualitative data highlight the way USAID programming has inspired men and women to leave behind illicit activities such as coca production or artisanal mining. USAID/Colombia programs have also made it possible for families and youth to stay in rural areas. Youth remain a vulnerable and key population that do not yet receive sufficient support, in existing USAID programs in this portfolio.

In regard to monitoring and evaluation, most programs in this portfolio are limited to basic indicators measuring the number of men and women that access and benefit from program interventions, as part of their contractual reporting obligation. Though all programs have elaborated their Gender and Vulnerable Population (GVP) strategies, the strategies are often not based on the findings of a gender analysis focused

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[39] Interview with OMT San Jacinto, March 2019.
[40] Focus Group with Caucasia RFI, March 2019.
[41] Focus Group with Resguardo Segovia, Caucasia, March 2019.

on the specific program intervention area; some only mention national statistics. Furthermore, the strategies often do not include concrete affirmative actions to address specific obstacles identified in the target intervention areas. Additionally, most programs do not address the gender inequalities that exist in the territories and that affect beneficiaries' lives, viewing them as falling outside of the scope of their work and not as a contractual obligation. Some USAID implementing partners fail to see, for instance, that GBV has a direct influence on who can or cannot participate in rural economic development opportunities –and that this affects the success of their programs. One USAID program's Gender Specialist identified concrete cases of GBV in participating communities in San Jacinto municipality and found that the violence they face at home was the reason that certain women were not participating in program activities.[42] Though these programs do not have the expertise to address GBV directly, they could develop alliances with specialized organizations to address these issues and thus be able to engage these very vulnerable women in their development activities.

Most programs also do not include activities focused on gender equality and women's empowerment in their Annual Workplans, and even less so in their budgets. Mainstreaming gender equality and women´s empowerment is not sufficient; certain affirmative actions for women, girls, and other vulnerable populations (including men and boys) should be explicitly mentioned in workplans, budgets, and annual and quarterly reports.

2.2.3 Recommendations for USAID/Colombia

The following are the main recommendations for the next USAID/Colombia CDCS and corresponding Rural Economic Development PAD. They correspond to the J2SR sub-dimensions related to *Economic Capacity, Inclusive Development and Safety and Security.*

- **Programming needs to address the increasing percentage of female-headed households.** Although the majority of households in Colombia are headed by men, this percentage decreased between 2002 and 2014 by almost 10 percent (from 74 to 65 percent), while female-headed households increased from 26 to 35 percent. (In certain rural areas, the percentage of female-headed households is even higher.) Conditions are different for female-headed households (social, education, health, workload, etc.), and they are more vulnerable.[43] USAID/Colombia should take this into account in the design of its programming (WE3).

- **Build upon the positive impacts of existing USAID programs and continue to address the magnitude of rural problems and needs.** Provide enhanced and continued support for alternative economic opportunities in rural areas, along with administrative improvements such as: support for rural finance (including financial education); land titling and restitution for women; and rural men's and women's access to value chains and markets. Strengthening social inclusion in producers' organizations also requires additional attention. More precise recommendations (i.e., alternative economic opportunities for youth and modernization of agricultural production) are discussed in Section 2.7.3 (WE3).

- **Pair support for alternative economic opportunities in rural areas with USAID support in other priority areas,** such as access to justice and access to productive resources, which are critical in particular to help victims of the conflict and displaced men and women to emerge from poverty (WE3).

- **In supporting licit opportunities, take into account the Minimum Unit of Production.** The Minimum Unit of Production for key crops provides estimates of the land required to provide,

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[42] Field visit to San Jacinto Municipality, March 2019.
[43] Female-headed households have a larger participation in the poorest decile, even though female heads of household show better educational levels than their male counterparts. UN Women, UNFPA, and UNDP. Brechas de Género y Desigualdad: de Los Objetivos de Desarrollo del Milenio a los Objetivos de Desarrollo Sostenible, 2017.

as a minimum, a monthly income equal to two legal minimum wages (at the present rate): for cocoa, 3 hectares (ha); rubber, 4 ha; and coffee, 1.5 ha. For many households, this means that the formalization of land might be insufficient for transition to a legal agricultural activity. Within this context, it is critical to take into consideration that, according to the National Agriculture Census (CNA) of 2014, female producers have smaller agricultural productive units compared to men. Among productive units with only women producers, 78.4 percent have less than 5 ha of land.[44] This means that engaging women in cocoa, rubber or coffee production might require support for women to form associations or cooperatives to become competitive[45] (WE3).

- **Within the scope of support for land titling and restitution**, scale up valuable experiences from the Land Resources Development Program by creating new Municipal Land Offices and strengthening existing ones (WE3).

- **Build upon the progress made by the USAID Rural Finance Initiative Program** to support the creation of alliances with financial institutions such as Banco Agrario to develop new financial products. Such products might include special, more accessible lines of credit for rural women. Also include a strong component on financial education for rural men and women, including support for youth with business proposals (see Section 2.7.3) (WE3).

- **Address key gender equality and cross-cutting themes** in rural economic development, natural resources governance, and alternative economic opportunities. Examples include:

  - Addressing GBV in target communities, with a focus on including specific measures to mitigate the risk of GBV. For example: train project staff about GBV response referral pathways for survivors; and designate specific staff to provide emotional first aid and to refer GBV survivors to providers in the referral pathway. Consider putting in place alliances with specialized organizations to support this process.

  - Include activities and budgets to promote changes in the traditional division of roles (co-responsible masculinity). Introduce low-cost time-saving technologies to reduce women's work burden, enabling their participation in new productive activities and increasing efficiency both on the farm and in the home.[46]

  - Include activities to raise awareness among rural families on the responsible use of productive resources and income, to reduce the potential for the eventual misuse (through alcohol or prostitution) of newly generated income from USAID-supported interventions.

  - Include activities and funding to address (with men) the issue of women's inability to participate in productive projects because their husbands do not allow them to do so.[47]

  - Include activities and budget to address co-responsible masculinity, to mitigate the risk of increased GBV that may occur when men feel threatened by women's increased income (WE3).

- **Address crosscutting dangers in rural areas.** Examples include: the extortion of producers'

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[46] Labor- and time-saving technologies and practices need to be adapted to local contexts and tailored to women's needs. Some examples include: 1) solar and wind technologies that bring sustainable energy to rural households; 2) access to power to run electrical appliances at home, reducing women's time burden; 3) access to water in homes to reduce time spent on collecting water from distant sources; 4) access to technologies that reduce time spent on firewood collection (such as fuel-efficient stoves); and 5) use of aquaponic systems for home gardens, drip irrigation technology, and other methods.

[47] Focus Groups in Segovia and El Bagre, Caucasia, March 2019.

organizations and small rural businesses by organized armed groups; murders of local leaders; Mexican cartel activities; and a potential return to blanket spraying with glyphosate that could damage productive activities such as honey or cacao production.[48]

2.3 Natural Resources Governance, Illegal Economies, and Environmental Crimes

2.3.1 Advances, Challenges, Gaps and Opportunities

As the primary providers of water, food, and energy at the household and community levels, women in rural settings are often highly dependent on natural resources for their livelihoods and are particularly sensitive to changes in the availability and quality of these resources during and after conflict. Lack of access to land — which underpins the rights to all other natural resources and is a key asset for securing productive inputs — can force women into vulnerable situations and expose them to higher levels of physical and livelihood risk, with follow-on impacts on community welfare. The structural discrimination that women face with respect to resource rights and access also limits their political participation and economic productivity. At the same time, conflict often leads both women and men to adopt coping strategies that challenge traditional gender norms. To meet the needs of their households and to compensate for the loss of revenue due to the absence of male family members (either fighting or killed in the conflict), women may assume new natural resource management roles, either by taking up alternative income-generating activities or by moving into traditionally male sectors. Capitalizing on these shifting roles can contribute to removing the barriers to women's empowerment and to enhancing women's productivity in sectors that may be critical to economic revitalization.[49]

Colombia is one of the world's mega-biodiverse countries; forests cover nearly 55 percent of the land area, significantly higher than the OECD average of 30 percent. In 2010, Colombia had more than 60 million hectares (ha) of forest. In total, between 1990 and 2010, Colombia lost 3.2 percent of its forest cover, or around 2,020,000 ha. Deforestation has resulted mainly from logging for timber, small-scale agricultural ranching, farming, new energy sources such as hydro-electricity, infrastructure, mining, and coca cultivation. In addition to deforestation, illegal gold mining also causes mercury contamination of soil, rivers, and watersheds, which is a threat to public health and results in a tax loss for the government. One of the major drivers of deforestation in Colombia is coca bush cultivation.[50] The national program (PNIS) for promoting "crop substitution" and alternative development recognizes the need for the active participation of men and women in the construction of solutions for their respective communities. Annex E – Table E5 provides an overview of key legislation and policy in this area.

Gold Mining. Gold mining in Colombia has increased by 300 percent since 2016, and illegal or informal mining is a growing challenge, partly because the requisites for legal registration are very complex and expensive.[51] According to the census of mining activities conducted in 2011, gold mining generated 49,889 jobs: illegal mining provided 39,824 (80 percent) of these jobs, while legal mining contributed 10,065 jobs (20 percent). Informal mining includes small mines that have not (yet) been able to formalize their activities as well as artisanal mining by individuals called gold panners, or *barequeras*. These artisanal miners process for a second, third, or fourth time materials already processed by the mining companies. The majority of them are women (estimated at 60 percent), and many panners belong to ethnic populations: 6,207 Afro-Colombians, 596 indigenous peoples, 2,417 women, and 137 children work in this activity.[52]

[49] UNEP, UN Women, PBSO and UNDP. Women and Natural Resources Unlocking the Peacebuilding Potential. Policy Paper No. 4. New York, USA, 2013.
[50] Columbia University – Earth Institute. Coca Production, Deforestation and Climate Change, 2010.
[51] USAID/Colombia. Fact Sheet on Artisanal Gold Mining, 2017.
[52] Güiza, Leonardo, J. D. Aristizábal. Mercury and Gold Mining in Colombia: A Failed State. Published on-line by Universitas Scientiarum. Univ. Sci. 2013, Vol. 18 (1): 33-49, 2013.

The socio-economic conditions of artisanal miners in Colombia are precarious. Typically, this population is essentially rural, with a low level of education, low socio-economic status, and poor coverage by state social programs. According to the 2011 mining census, 64 percent of gold miners completed only primary school education and 20 percent of them were illiterate. Not having secured the rights over the land and minerals, artisanal gold miners are often exposed to the risk of being evicted or invaded.[53]

Formalizing gold mining is a challenge, as the law requires not only a permit (license), but also a management and environmental plan, which are difficult and expensive to formulate. However, once formalized, the market pays approximately 20 percent more for gold if it can be shown that the gold is legal. The mines are mainly owned by men; only a few have female owners (mainly widows).[54] Few women work directly as employees in mining activities. Among those who are employees, many work as cooks and are exposed to constant sexual assault and harassment by male mine workers.[55] Interestingly, the National Learning Service (Servicio Nacional de Aprendizaje-SENA) has started a training program for women to be certified as operators of heavy machinery, in order to become better employed in the mining sector.

The men who work in mining activities often do so for a complete month, spending 2-3 days a month in their community. Some share their gains with their wives, who use it to benefit the whole family. Many, however, spend their money on prostitution and alcohol. In addition, men may have several families. Women who do not receive financial support from their husbands often turn to prostitution to make a living to take care of their families. GBV is a serious problem in the communities in mining areas.[56]

Existing legislation and institutional arrangements do not clearly differentiate or specifically accommodate the different types of small-scale mining. This has been a major factor preventing the effective delivery of assistance to small-scale and artisanal mining.

Formalizing artisanal mining is fairly simple: the mayor can register miners, allowing them to sell up to 200 grams of gold per month in the legal market (Article 156 of the Mining Code of 2001). By registering, they agree not to use mercury; however, the state has no capacity to monitor or control its use. The official number of artisanal gold miners in Colombia was established by the Mining Census of 2011 at approximately 50,000; however, non-official information from miners and local governments indicates a total of around 200,000.[57] Artisanal mining is a last resort for the poor, as it does not require a lot of investment, but those who engage in it are highly vulnerable. The work is dangerous: male and female miners spend many hours in the rivers; women work in small groups and bring their children with them. Surprisingly, a survey carried out by the USAID Program Oro Legal revealed that, despite the existing dangerous working conditions, the main reason that men and women leave artisanal mining is that there is not much gold around anymore.[58]

Coca Cultivation. Coca cultivation in Colombia has increased since 2013 at an annual rate of 45 percent, from 48,000 ha in 2013 to 146,000 ha in 2016. From January 2016 to December 31, 2017, the area under coca reached 171,000 ha, representing an increase of 17 percent (25,000 ha). Sixty-four percent of the increase occurred in the departments of Antioquia, Putumayo, Norte de Santander, and Cauca. Nariño continues to be the department most affected by coca crops.[59]

The expansion of coca cultivation is relevant to natural resources governance because such cultivation

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[53] Ibid.
[54] Interview with USAID Program Oro Legal, March 2019.
[55] FIP. Acceso a la Tierra y Sustitución de Cultivos Ilícitos: Desafíos y Oportunidades para el Desarrollo Rural. Serie Notas Estratégicas No. 08, 2018.
[56] Ibid.
[57] Veiga, Marcelo and Bruce Marshall. The Colombian Artisanal Mining Sector: Formalization is a Heavy Burden. Elsevier. The Extractive Industries and Society. Volume 6, Issue 1, January 2019.
[58] Interview with USAID Program Oro Legal, Medellín, March 2019.
[59] UNODOC. Monitoreo de Territorios Afectados por Cultivos Ilícitos 2017, 2018.

usually takes place in border areas and more isolated areas, often near or within national natural reservations, indigenous populations' reserves (10 percent of coca cultivation), and collective land pertaining to Afro-Colombian populations (16 percent of coca cultivation). Coca cultivation puts these populations at further risk.[60] Opportunities for non-agriculture-related alternative economic opportunities include agroforestry projects, payment for environmental services, and eco-tourism projects. These opportunities have ample possibilities for involving women and youth.

Coca cultivation in remote, rural areas of Colombia often involves the entire family. Women tend to be involved in planting, harvesting, and transferring seeds and inputs for production. For the most part, women engage in these activities to earn subsistence-level income.[61]

A recent report by UNODC/FIP examined coca cultivation in areas served by the National Integral Program for the Substitution of Illicit Crops (*Programa Nacional Integral de Sustitución de Cultivos Ilícitos* – PNIS). It found that 57 percent of households are poor; the average monthly net income per hectare of a coca grower is 410,541 Colombian pesos, equaling 56 percent of a minimum wage.[62] Members of families that live in these areas are predominantly young (41 percent of the population is less than 19 years old) and almost half are women; a third of the families have women as heads of household. Young people are engaged at an early age in coca farming, especially in collecting leaves, resulting in high dropout rates from school: fully 92 percent of children between 6 and 9 years old are working, in the PNIS program areas with coca cultivation.[63]

2.3.2 Integration of Gender Equality and Vulnerable Populations in USAID Planning and Program Cycle and Implementation of Programs

The USAID/Colombia programs that provide support for natural resource management and governance — including environmental crimes in gold mining, coca cultivation, and other extractive industries — are open in principle to addressing gender equality and supporting the participation of women. However, in the words of some implementing partners, "it happens more by accident than through specific strategies." For many of the implementing partners and Contracting Officer's Representatives, there is a need to further clarify the linkages between environment and natural resource management and gender equality and women's economic empowerment (GEWE).

Though most programs in this area have a gender specialist, the person who carries out this function normally also has another function (e.g., communications, monitoring and evaluation). As described in the previous section, most programs in this area also focus gender monitoring largely on measuring the numbers of men and women that access and benefit from program interventions, as this is the main indicator and part of their contractual obligation. Several of these programs have been designed without an explicit gender or women's economic empowerment strategy, although implementing partners are making positive changes to address GEWE during program implementation (through involvement of women's groups and special leadership training for women, for example). Though all programs have elaborated Gender and Vulnerable Population (GVP) strategies, these strategies are often not based on a gender analysis focused on the intervention area. Furthermore, programs often do not translate recommended actions into the program's annual workplans and budgets. As such, they often do not become an integral part of program implementation.

Though these programs can do much more with regard to GEWE and vulnerable populations, they are

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[60] FIP. Acceso a la Tierra y Sustitución de Cultivos Ilícitos: Desafíos y Oportunidades para el Desarrollo Rural. Serie Notas Estratégicas No. 08, 2018.

[61] WOLA. Coca Cultivation in Colombia from a Gender Perspective, 2017.

[62] UNODC/FIP. ¿Quiénes son las Familias que Viven en las Zonas con Cultivos de Coca? Caracterización de las Familias Beneficiarias del Programa Nacional Integral de Sustitución de Cultivos Ilícitos (PNIS), 2018.

[63] Ibid.

having a positive impact especially on rural men and women as well as indigenous and Afro-Colombian populations, as in the following examples.

- Creation of temporary income opportunities through employment in tree nurseries or reforestation of degraded land (Oro Legal Program)

- Participation of men and women in mechanisms for payment for environmental services (Patrimonio Natural Program)

- Strengthening of male and female leadership capacities (Patrimonio Natural program)

- Income generation from honey production in the indigenous Reserve Vegas de Segovia and Afro-Colombian communities (Oro Legal Program)

"Patrimonio Natural" has developed alliances with other USAID programs, such as Alliance for Reconciliation, to raise awareness on GBV through community theater in communities where they work. There is a huge untapped potential for USAID programs to undertake similar forms of collaboration, each from their specific expertise.

2.3.3   Recommendations for USAID/Colombia

The following are the main recommendations for the next USAID/Colombia CDCS and corresponding PAD with respect to natural resources management governance and corruption. They correspond to the J2SR sub-dimensions related to *open and accountable governance, inclusive development, government capacity, citizen capacity,* and *the capacity of the economy*.

- Identify linkages between natural resource management and environment (ENV) and gender equality and women's economic empowerment; include these linkages in the next CDCS, corresponding PADs, and new and existing programs. Some linkages include:

  - The differentiated use and access to natural resources for men and women

  - The invisibility of women (who often do not recognize their own rights and contributions)

  - Women's role in conservation of biodiversity and management of water and forest resources

  - Women's participation in the development of mechanisms for payment for environmental services and access to benefits

  - Income-generating opportunities for men and women in agroforestry, tree nurseries, and ecotourism (hostels, guides, etc.)

  - Renewable energy, more efficient cookstoves, and water filters (resulting in reduced use of fuelwood and positive impact on women's and families' health)

  - The contributions towards gender equality and women's empowerment of several climate change mitigation and climate adaptation options (WE3)

- Address key GEWE considerations, including: GBV, women's workload, co-responsible masculinity, and the context in which these interventions will take place (WE3).

- Address artisanal gold mining both as an environmental issue and as a high-risk livelihood activity. Promote economic alternatives as well as policy improvements; support the creation of organizations for artisanal miners, promoting training, technical assistance, and organizational strengthening, including gender equality (WE3).

- Provide support to address the claims of indigenous people and Afro-Colombians who have

authority over land, but not over its mineral resources, which continue to be exploited by others[64] (WE3).

2.4 Citizen Security and Keeping People Safe

2.4.1 Advances, Challenges, Gaps and Opportunities

The absence of state institutions has left a power vacuum resulting from years of conflict, and illegal armed groups vie to fill this vacuum and exert control over communities. This situation has created an unsafe and insecure environment for political activists, human rights defenders, legitimate social leaders, environmental defenders, and youth. In recent years, specific legislation has been approved to ensure citizen security (Decree 2137, 2018; Decree 660, 2018; Resolution 0845 of June 14, 2018; Decree 1581, 2017; and Decree 154, 2017). Annex E - Table E6 provides an overview of legislation and policy in this area.

According to a baseline study carried out for the USAID Community Development and Licit Opportunities (CDLO) Program, specific threats to citizen security include the presence of armed outlaw groups and organized crime, as well as the damage and other impacts that these groups cause. Positive social leaders are often threatened with violent action. According to the coroner's records, some CDLO municipalities show high rates of homicide. The highest homicide rate is in Tumaco, with 75 homicides per 100,000 inhabitants, compared to the national average of 24. In the northern and southern territories violence has intensified since 2018, in the form of targeted threats and the assassination of leaders. In the central region, security conditions have been more stable, despite the presence of outlaw groups.[65] The community perception is that the departure of the FARC has created a void, which illegal groups are filling. These territories are commercial corridors that play a key role in producing, processing, and exporting illegal substances.[66]

As rural, indigenous, Afro-Colombian, LGBTI, and women's organizations are becoming more active — asserting their rights, advocating for citizen participation, and addressing issues related to the environment or substitution of illicit crops — violence against their leaders is increasing. Attacks on social leaders and human rights defenders are significant, as indicated by data (summarized below) gathered by several non-governmental organizations, multilateral organizations, and state entities such as the Ombudsman's office. The issue is much worse in rural areas than in urban areas. Victims tend to be: communal leaders; leaders who promote the processes of substitution of illicit crops; leaders dedicated to artisanal mining and fishing; indigenous leaders; leaders defending collective rights, human rights, and the environment; and leaders who work with victims' organizations, including with the LGBTI community.[67] The following figures highlight the intensity of such violence.

- Twenty-one leaders from the LGBTI community were assassinated between 2012 and 2015.[68]

- Since the signing of the peace agreement (November 24, 2016), 257 social leaders and human rights defenders have been killed. Of these, 41 percent were murdered at home and 84 percent were men.[69] According to the Early Warning System of the Ombudsman's Office, during the period

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[64] Statement by William Carupia, President of the Indigenous Organization of Antioquia, OIA. En: EL MUNDO.COM. Minería en Territorios Indígenas. Luisa Fernanda Toro Arroyave, March 2012.
[65] Olgoonik Technical Services/Consulting and Advisory Services Program for Colombia. Baseline study: Community Development and Licit Opportunities Program (CDLO), 2018.
[66] Ibid.
[67] Pastoral Social/Caritas Colombiana. Documento de Trabajo Análisis de Coyuntura Nacional Observatorio de Realidad. Presentado en CVII ASAMBLEA PLENARIA, del 4 al 8 febrero 2019, 2019.
[68] Colombia Diversa, Caribe Afirmativo y Santamaría Fundación. Cuerpos Excluidos, Rostros de Impunidad. Informe de Violencia hacia las Personas LGBTI, 2015.
[69] Instituto de Estudios Políticos y Relaciones Internacionales de la Universidad Nacional (IEPRI), Comisión Colombiana de Juristas y Otros. ¿Cuáles son los Patrones? Asesinato de Líderes Sociales en el Post-Acuerdo, 2018.

between January 1, 2017 and February 27, 2018, 23 female human rights defenders were killed, (15 percent of the total number of homicides). Three of these cases included sexual violence and two included torture.

- Murders of female human rights defenders and social leaders doubled, from 7 in 2016 to 14 in 2017.[70]

- In 2018. the Ombudsman registered five attacks against women (out of a total of 26) and one case of forced disappearance in which the victim was a woman. The Ombudsman also documented an increase in threats against women, from 95 in 2016 to 142 in 2017 (30 percent of reported cases).[71]

- According to "Somos Defensores," violence against female human rights defenders continues to increase. Of the 397 human rights defenders attacked between January and June 2018, 26 percent were women.[72] According to an OHCHR report, 62 percent of murders of leaders during 2017 occurred in rural areas.[73]

- According to the national NGO Foundation for Press Freedom (FLIP), 302 incidents of violence and harassment against journalists took place during 2017, including the killing of one journalist (though, as FLIP noted, many incidents might have gone unreported). During the same period, FLIP reported 128 threats, some targeting more than one journalist. According to FLIP, the justice sector brought eight people to trial who were involved in four cases of violence against journalists, while other investigations continue.[74]

- Data gathered since the beginning of 2019 indicate that the violence continues to increase: 29 social leaders had already been killed from January to March 2019. [75]

2.4.2 Integration of Gender Equality and Vulnerable Populations in USAID Planning and Program Cycle and Implementation of Programs

Citizen security and keeping people safe is a new thematic area for USAID/Colombia; it has not yet been integrated into the planning and program cycle of current programs. The context of violence, however, is directly affecting the implementation of programs as well as the safety of implementing partners and local organization staff.

USAID implementing partners are confronted with this issue on a regular basis, as local leaders directly or indirectly involved in the implementation of USAID programs (especially related to LGBTI, environment, human rights, and indigenous leaders) may be victims of violence. Several implementing partners have put in place security officers and contingency planning for staff; they also support local leaders when required. In addition, some programs have developed pathways and training in self-protection.

2.4.3 Recommendations for USAID/Colombia

The following are the main recommendations for the next USAID/Colombia CDCS and corresponding PADs with respect to citizen security. They correspond to the J2SR sub-dimensions related to *government capacity and civil society*.

- Strengthen government institutions that play key roles in citizen security, including the GoC Unit

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[70] Kroc Institute. Special Report on the Monitoring of the Gender Perspective in the Implementation of the Colombian Final Peace Accord for the period of December 2016 - June 2018, 2018.
[71] Ibid.
[72] Ibid.
[73] Ibid.
[74] United States Department of State, Bureau of Democracy, Human Rights and Labor. Colombia 2017 Human Rights Report, 2017.
[75] Karen Bohórquez Contreras. RCN Radio, 2019.

for the Protection of Victims within the Interior Ministry and the Ministry of Justice, among others.

- Support local human rights organizations (many of whom offer legal assistance to victims of different kinds), with the development of security plans and training, access to encryption software, and servers outside of Colombia to safeguard sensitive data.

- Support organizations that address cases of violence (including threats and murders) to bring cases to justice and lessen impunity.

- Include funding in new USAID programs to implement emergency measures for local leaders under threat.

- Include "Conflict-Sensitive Program Management" (CSPM) and enhance awareness of impacts of trauma on local staff, beneficiaries, and communities; incorporate strategies to strengthen trauma resilience in RFP/RFAs.

- Provide training on self-protection for the staff of all USAID Programs.

- Include training and self-protection for local organizations that are allies of USAID programs: women's organizations, cooperatives, indigenous and Afro-Colombian organizations, producers' associations, LGTBI, etc.

2.5 Venezuelan Migrants and Irregular Migration

2.5.1 Advances, Challenges, Gaps and Opportunities

For at least the last two decades, Colombia has been recognized as a country "of origin, transit and destination in the movement of persons."[76] It has ratified international legal frameworks on economic, social, and civil rights and has created specific national legal instruments to support this commitment. These frameworks and instruments guarantee the rights of Colombians outside of the country, as well as the rights of peoples coming to Colombia from other countries. There are four main focus areas of Colombia's migration policy: 1) To facilitate migration flows; 2) To promote responsible and transparent migration; 3) To encourage citizen participation in the selection of their destination; and 4) To promote migratory care in Colombia, with a differential focus by region.[77] Within this context, migration control has included a specific focus and differentiated approaches for dealing with children, pregnant women, indigenous and ethnic groups, LGBTI populations, older adults, persons with restricted mobility, sick people or people with symptoms that aggravate their health, and persons displaced due to disasters and the effects of climate change.

For the large flow of migrants coming to Colombia from Venezuela, the government provides a Temporary Permit of Permanence (*Permiso Especial de Permanencia,* PEP), which allows migrants to stay in Colombia and have access to certain services such as education and health. Those that enter the country through illegal crossings are considered "irregular." In addition, since August 2016, Venezuelans have been able opt for a Border Mobility Card, which permits them to enter and exit Colombia throughout the day, to carry out activities such as trade and the purchase of groceries and medication unavailable in Venezuela. The GoC's Customs Agency (*Migracion Colombia)* is the entity charged with supporting Venezuelan migrants. It has released accumulated data for August 2016 to February of 2018, showing 1,600,000 Border Mobility Cards issued, including 141,000 for minors (51 percent male and 49 percent female).[78]

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[76] Migration Colombia. Network Migrant Booklet - Guarantees and Services for the Migrant in Colombia, November 2013.

[77] Ibid.

[78] Pastoral Social/Caritas Colombiana. Documento de Trabajo Análisis de Coyuntura Nacional Observatorio de Realidad. Presentado en CVII ASAMBLEA PLENARIA, February 4-8, 2019.

Migración Colombia also reported that as of December 31, 2018 there were 1,174,743 Venezuelans residing in Colombia, 59 percent with irregular status; of those, 3 percent had entered the country without permission, and 61 percent overstayed the allowed time of permanence.[79] Among the 41 percent with legal status, 12 percent had a visa, 18 percent had a temporary permit, and 70 percent had a special permit to stay in Colombia. In addition, 2.7 million people had a border mobility card. Data on Venezuelan migrants are not disaggregated by sex or age group. However, data published in September 2018 by Migración Colombia revealed that among 1,032,016 Venezuelans, 44 percent of migrants were women and 15 percent were minors under 17 years of age, of whom 49 percent were girls.[80]

Although Venezuelans are present nationwide, the largest numbers are found in the city of Bogotá and the departments of Norte de Santander, La Guajira, Atlántico and Antioquia, and many intend to remain in Colombia. While migrants live mainly in large cities such as Barranquilla, Cúcuta, Maicao, and Cartagena, they are also moving toward smaller municipalities. For example, in the municipality of Soledad, with a population of approximately 600,000, a recent census shows that since 2017, 113,000 Venezuelan migrants have arrived, only 2,200 of whom are regular.[81]

Colombia has begun to establish migrant procedures and has developed an institutional structure with a dedicated budget to provide services to Venezuelan migrants; however, it was not prepared for such a large and rapid influx of migration flows — 710,366 people in 2018, and 36,619 in January of 2019. The situation has overwhelmed not only government institutions, especially *Migración Colombia,* but also Colombians in general. To date, *Migración Colombia* lacks the specialized staff, procedures, and budget to adequately address existing needs.

Access to public services. Public institutions including the Ministries of Health and Education are similarly overwhelmed; as a result, many migrants do not have access to health and education services.   In the Atlántico department, there is an unmet need for 72 classrooms and 82 teachers for migrant children. In Barranquilla alone, 5,236 pregnant migrant women were attended in 2018.[82] Most Venezuelan migrants, even with (mostly) high educational levels, are poor due to lack of economic opportunity and access to public services. The greatest support for Venezuelan migrants has come from non-governmental organizations, foreign aid workers, and the church. For Colombians, the Venezuelan population are widely seen, and resented, as cheaper workers competing for jobs, or even as criminals. Women in particular are viewed as sex workers, and as a potential threat to families by taking away husbands/partners.

Insecurity and violence (including GBV) traveling to and within Colombia. Crimes committed against Venezuelan migrants both during their journey to Colombia and within Colombia are often not reported; those that try to seek justice often find that authorities are unwilling to register their reports due to their illegal migration status.[83] Venezuelan migrants arriving with scarce resources are often victims of robbery, physical violence, and even sexual violence. Many can find only informal employment (with no employment contract). Some are forced to engage in criminal activities, and many women and LGBTI persons are forced to turn to prostitution activities.

According to the *Instituto Colombiano de Bienestar Familiar* (ICBF), Venezuelan children and pregnant mothers face the highest level of risk when traveling to and within Colombia, including when crossing the border and dealing with officials.[84] They may face exposure to disease, sexual abuse, malnutrition, de-

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[79] The estimate is the result of crossing data records information system for foreigners (SIRE), special permission to stay (PEP), migratory inputs and the Administrative Register of Venezuelan Migrants (RAMV) - acronyms in Spanish.
[80] Ministerio de Relaciones Exteriores. Migración Colombia. Infografías 2018, 2018.
[81] Interview with UN Women/Costa Caribe, Cartagena, March 2019.
[82] Interview with UNHCR, Barranquilla, March 2019.
[83] Interview with UN Women Transforming Communities to Protect Women Gender-Sensitive Response to Migration Project, March 2019.
[84] ICBF is the entity responsible for the protection of children and adolescents and for promoting the well-being of the family in Colombia.

schooling, and abandonment. The ICBF created a care and protection system to serve children under 18 and pregnant and lactating women, which grants them unrestricted access to services. As of October 31, 2018, the ICBF was serving 55,544 children and 2,848 pregnant women from Venezuela through its Early Childhood, Childhood and Adolescence, Families and Nutrition programs.[85]

In an attempt to prevent the trafficking of migrants, the Colombian government recently approved (March 2019) the first national strategy on trafficking.[86] This comprehensive strategy was the work of multiple entities and state institutions, in conjunction with the Office of the United Nations Office on Drugs and Crime (UNODC) Global Program of Action to Prevent and Combat Trafficking of Persons and the Illicit Trafficking of Migrants (GLO/ACT).

2.5.2 Integration of Gender Equality and Vulnerable Populations in USAID Planning and Program Cycle and Implementation of Programs.

USAID has made great contributions to the protection of rights of Venezuelan migrants in areas throughout Colombia. Apart from the large concentration of Venezuelans in the border areas, however, some other areas — including larger and intermediate cities such as Bogotá, Barranquilla, Medellín, and Villavicencio — have not been prioritized for migrant-related program activities. Such areas are attracting a large number of Venezuelans, including women and girls, who are often victims of crime and highly susceptible to being forced into illegal activities. Additional research on these areas and their needs is needed.

All USAID programs, across all sectors, welcome migrants to participate in their programming. There is, however, no special focus or differentiated approach towards this segment of the population in USAID's programming, except for the recent program implemented by UN Women called "Transforming Communities to Protect Women: Gender-Sensitive Response to Migration," in the health and social protection sector. This program supports the response capacity of public entities, for example, by expanding the professional staffs (and strengthening the qualifications of other staff) serving Venezuelan migrants, by providing funding to improve physical conditions of host sites, and by improving information systems to register people requiring services. These contributions have been positively valued by the public entities as well as by the Venezuelan people served, especially pregnant women, mothers of very young children, children, elderly people, people with limited mobility, and even members of the LGBTI population.[87] While it is rather new and has limited geographic scope, this program provides critical support for institutions, especially health service providers, to develop capacities and systems to address the needs of Venezuelan migrants. Forthcoming USAID support, under the recent commitment of 61 million in funding for Venezuelans who have fled their country, should prioritize expanding this type of support.[88]

As well, USAID's efforts to change perceptions about Venezuelans in Colombia, through awareness-raising and education, is of great value in reducing confrontation and violence and in complying with international humanitarian law to protect the rights of this population. Similar programs should be extended broadly to educational entities in communities receiving Venezuelan migrants, where xenophobic behavior has also been reported.

Previous studies have helped to establish a baseline and focus strategies, determine intervention zones, and identify donor allies. USAID collaboration with (national and regional) entities such as UN Women

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[85] Instituto Colombiano de Bienestar Familiar. ICBF Atiende a 55 Mil Menores de Edad Venezolanos, October 31, 2018.

[86] Adopted at the third session of the Intersectoral Commission to Combat the Smuggling of Migrants, March 2019.

[87] Interview with UN Women Transforming Communities to Protect Women Gender-Sensitive Response to Migration Project, March 2019.

[88] USAID. United States Provides Additional Humanitarian Aid to Venezuelans who have Fled their Country, April 10, 2019.

and *Consultoría para los Derechos Humanos y el Desplazamiento* (CODHES) have been critical addressing gender equality, rights protection, and humanitarian action.

2.5.3 Recommendations for USAID/Colombia

Recommendations regarding support of mixed migration from Venezuela, in the next USAID/Colombia Country Development and Cooperation Strategy (CDCS) and any related PADs, include the following. They correspond to the J2SR sub-dimensions related to *government capacity, citizen capacity,* and *economic policy.*

- Support urgent action to enhance control over border crossings, as high-risk places where migrants experience theft, physical violence, sexual violence, and even disappearance. USAID should work with the Colombian government to train border police and to create a monitoring system to help prevent illegal activity and extortion by border officers. Criminal gangs and armed forces from both countries are active along the border. USAID should also incorporate activities to strengthen the capacity of border police to combat criminal gangs operating on the border. As well, it should enhance monitoring for potential cases of trafficking and GBV, and referrals to specialized service providers.

- Support the Colombian government to regularize/register the immigration status of Venezuelans in the Information System to Document Foreigners with a focus on children, persons with disabilities, and LGBTI migrants, enabling them to gain access to information, protection (including access to justice), and basic services. This approach will reduce migrants' vulnerability to becoming victims or engaging in criminal activities to survive.

- Undertake technical support to provide protection as well as detailed information about access to public services for women, children, and members of the LGBTI population.[89] USAID has prioritized the Caribbean coast as an area of intervention in this regard. It is important, however, to evaluate other areas that require this type of care and work, such as Bogotá and Medellín.

- Expand programming to support migrants living in urban centers, which are the largest receptors of migrants. This will expand USAID's portfolio-wide focus on rural areas.

- Support programming to prevent and respond to GBV among migrant populations. Research has shown that migrant populations experience disproportionately high levels of physical violence, sexual violence, trafficking, sexual slavery, and economic violence.[90] Most cases go unreported because of migrants' irregular status. Further studies of the risks for these populations will help focus areas of intervention and strategies.

- Enhance support to strengthen health entities to ensure that the migrant population gains access to health care, especially pregnant women, mothers with young babies, children, and the elderly. Strengthening health information and registration systems is another urgent task. Key stakeholder interviews indicate that they are often denied services because they were not registered.[91] USAID does important work in this regard, in coordination with UN Women, and must continue to push for the improvement of the information entry system nationally. The work in Atlántico, Bolívar and Guajira regions is a case study to apply nationally.

- Continue to support the ICBF to strengthen childcare centers, and to assist women who are

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[89] UN WOMEN. Characterization of the women from Venezuela in situation of prostitution or sexual exploitation in the border areas of Norte de Santander and Arauca, 2018.
[90] UNHCR and IOM Colombia. Plan de Respuesta a Flujos Migratorios Mixtos desde Venezuela. Adenda al HRP Abril – Diciembre 2018, 2018.
[91] Ibid.

pregnant and/or have babies or children to gain access to the care and protection guaranteed by law. USAID should coordinate efforts with other international cooperation agencies and with national and regional organizations working on the issue to help ensure high-impact outcomes.

- Support expanded access to schools in host communities. There is a great need for access to education, both for boys and girls from Venezuela as well as for Colombian children in receiving communities, who may also have limited access to schools.

2.6 Gender-Based Violence

2.6.1 Advances, Challenges, Gaps and Opportunities

Successive governments have promoted a number of legislative advances to prevent and respond to different types of gender-based violence (GBV). Despite the efforts of the Colombian government to develop legislation in this area, Colombia's GBV prevalence and incidence indicators remain high. See Annex E – Tables 1 and 3 for an overview of key legislation and policies.

GBV, including intimate partner violence, femicide and sexual violence, represents a major concern. According to preliminary official figures, in 2018 there were 42,285 reports of intimate partner violence against women, 72 percent in a private setting. In 2017, the incidence of intimate partner violence was slightly higher, at 43,176.[92]

The number of women murdered in 2018 was 960. Of that number, 132 (13.75 percent) were murdered by a partner or former partner, a number relatively unchanged in the last three years: 128 in 2016, 144 in 2017, and 132 in 2018. In 21.8 percent of the 960 cases, the aggressor was a stranger; in 16.6 percent of cases the aggressor was a family member, a partner, or former partner. Most cases continue to occur in urban areas (in 2018, 71 percent).

Sexual violence can be estimated based on the number of forensic exams conducted in cases of sexual assault against women; this figure increased by 9.2 percent in 2018, to 22,304 cases, from 20,419 cases in 2017. The numbers are especially alarming considering that 76 percent of survivors of sexual assault are between the ages of 5 and 17.[93]

Colombia's context of armed conflict exacerbates gender-based violence. According to the National Victim's Unit, as of March 1, 2019, the total number of victims of the armed conflict was 8,418,405, including 4,212,278 women (50 percent) and 3,308 LGBTI.[94] In addition, 27,360 victims of conflict-related sexual violence were registered. Sexual violence is one of the drivers of forced displacement, affecting not only communities but also women's rights defenders, and especially indigenous or Afro-Colombian women.[95] Between January 2016 and October 2017, out of 143 women's right defenders monitored by the Ombudsman Office, 17 percent were victims of sexual assault.[96]

The LGBTI community experiences violence based on prejudice and also faces significant barriers to accessing justice. As discussed in Section 2.8, lesbian, bisexual, and trans women are victims of femicide,

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[92] National Institute of Legal Medicine and Forensic Sciences. Preliminary Data: January – December 2018, 2018.
[93] Ibid.
[94] Women were victims of numerous crimes, including: Displacement, Death threats, assassination, forced disappearance, Property theft (112,868 victims), kidnapping, land mines, torture, sexual violence and psychological violence.
[95] Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict. Publication based on the Report of the Secretary-General to the Security Council (S/2018/250) issued on 16 April 2018, 2018.
[96] According to Sisma Mujer Corporation, in 2016, the participation of the members of the security forces in conflict-related sexual violence was 32.37 percent, followed by members of organized crime groups (22.30 percent) and members of illegal armed groups (19.42 percent).

domestic violence, sexual violence, discrimination, threats, and harassment.[97] Venezuelan migrants and returning Colombians also experience gender-related constraints and gender-based violence, as described in Section 2.5.

The effectiveness of criminal investigations in Colombia is low, and the level of impunity with respect to GBV is high: unofficial estimates for 2018 show that 92 percent of registered cases remain unresolved, although official figures are not available.[98] According to data published by Concejo de Bogotá, approximately 86 percent of femicide and domestic violence reports were closed without investigation or prosecution of the perpetrator.[99]

Advances have been made in developing measures to provide information and support, and to investigate cases. Examples are: the implementation of Line 155 (hotline for GBV victims, operated by the police); the development of referral pathways in different scenarios of violence; the development of protocols to assess the risk of femicide, in Comisarías de Familia and NILMFS; and training offered to government employees. Significant challenges remain, including: 1) effective enforcement hampered by lack of institutional capacity or will; 2) multiplicity and lack of clarity of referral pathways; 3) inadequate dissemination of pathways, especially in rural areas; 4) persistent barriers preventing access to justice; 5) the need for more GBV prevention efforts; and 6) the lack of a robust, integrated data management system for GBV survivors (coordinated among institutions, and readily aggregated and updated).

2.6.2 Integration of Gender Equality and Vulnerable Populations in USAID Planning and Program Cycle and Implementation of Programs

One of the three overarching outcomes of USAID's 2012 Gender Equality and Female Empowerment Policy (GEFE) is the reduction of GBV and mitigation of its harmful effects on individuals and communities. Similarly, overarching priorities of the 2016 update to the United States Strategy to Prevent and Respond to Gender-Based Violence Globally include the prevention of GBV, the protection of survivors of GBV, and promotion of accountability to end impunity. The strategy's objectives include the collection, analysis, and use of data to enhance GBV prevention, as well as the expansion of U.S. Government programming to address GBV.

USAID/Colombia's portfolio has few programs that focus specifically on preventing or responding to GBV. GBV is addressed mainly in specific activities within programs of DRG and RIO Offices, especially through programs focused on access to justice and human rights. Despite its importance in the overall strategy of the U.S. Government and USAID GEFE policy, GBV is not yet addressed in programming of USAID RED and ENV Offices, which represents a missed opportunity to address issues of economic autonomy and access to resources for GBV survivors.

Different stakeholders acknowledged in interviews the contribution of USAID in this area. Programs like the USAID/Colombia Overcoming GBV to Ensure Women's Full Enjoyment of Rights, Human Rights Activity, and the USAID/Colombia Justice for a Sustainable Peace Activity play an important role in the development of referral pathways for specific scenarios of violence, and in supporting access to justice for GBV victims (women and LGBTI). Several municipalities and departments, with the support of USAID, have designed their own referral pathways as well as care and protection measures and have formed prevention committees. Referral pathways have played an important role in raising awareness about GBV and in providing information and orientation to providers and communities. However, the implementation of the referral pathways continues to be a challenge, due to unclear or duplicative pathways, limited dissemination

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[97] Caribe Afirmativo. Enterezas. Mejorando la Respuesta a casos de Violencia contra Mujeres Lesbianas, Bisexuales y Trans, 2018.

[98] Caracol Radio. Interview María Isabel Covaleda, Directora Fundación Maísa y Líder del Movimiento #RomperElSilencio, March 1, 2019.

[99] Vega, Yefer. La Impudidad es el Peor Enemigo de las Mujeres Víctimas de Violencia, September 14, 2018.

(especially in rural areas), weak municipal judicial systems, lack of inter-institutional coordination, and limited institutional capacity or will.

USAID programs such as Justice for Sustainable Peace Activity and the Human Rights Activity have undertaken awareness-raising campaigns, trainings for actors in the referral pathways (e.g., Casas de Justicia, Comisarías de Familia, medical staff, prosecutors, judges), and strengthening of judicial services in rural areas — for example, through mobile justice units. In addition, programs in DRG and RIO offices (like Justice for a Sustainable Peace Activity or Overcoming GBV to Ensure Women's Full Enjoyment of Rights) support organizations that provide legal assistance and psychosocial support. USAID, in coordination with UN Women, also supports activities aimed at cultural transformation to change perceptions and beliefs about women and the LGBTI population, specifically targeting assumptions that women are less worthy of rights.

Programs that implement activities related to GBV typically monitor general indicators, such as "number of people reached by awareness campaigns," that do not necessarily reflect changes in behavior. They may also monitor more specific indicators, such as "number of GBV/SV cases receiving investigative support that have progressed at least one sub-stage in the judicial process," or "percentage of women who report a good level of satisfaction with the use of violence-against-women response services."

2.6.3 Recommendations for USAID/Colombia

Recommendations to support GBV prevention and response in the next USAID/Colombia Country Development and Cooperation Strategy (CDCS) and any related PADs include the following. They correspond to the J2SR sub-dimensions related to *Inclusive Development, Government Capacity,* and *Civil Society Capacity.*

Address GBV across the CDCS and in all USAID programs.

- Develop a specific objective for the next CDCS on "reduction in the prevalence of GBV and improved attention to victims." When GBV is addressed as a specific objective in the CDCS, mainstreaming of this topic in PADs and solicitations will follow; future programs will have to address the issue, either through specific actions or through alliances with specialized organizations.

- In support of the first recommendation, define a baseline and targets for the next five years. Some indicators to be considered are: 1) Reduced tolerance of GBV, which can be measured through a survey; 2) Reduced numbers of victims, monitored by sex, age, population group, type of violence; 3) Number of GBV victims that have benefitted from GBV responses (disaggregated by sex, age, population group, type of violence); and 4) Reductions in the tangible and intangible economic costs of GBV.

Provide further support to address GBV through specific programs.

- Increase GBV prevention programing, focusing on prevention at the community level, including indigenous and Afro-Colombian communities, and on prevention of violence against girls and boys and LGBTI community. This is an area with opportunities for USAID to work with the cultural, communications, and publicity sectors to develop (for example) large-scale campaigns to prevent GBV.

- Provide training on GBV (including on referral pathways) to USAID staff and partners working in the RED and ENV offices, sensitizing staff to prevent GBV, and to recognize and to refer GBV survivors to specialized response services, as well as to pertinent USAID, GoC and donor programs.

- Support income generation and educational opportunities and skills building with a focus on

survivors of GBV or individuals at risk of abuse, as a way to contribute to addressing socio-economic rehabilitation of GBV and prevent retaliatory violence against survivors. Enhance safety and security measures to protect women in rural areas during their travel to commercialize production developed in the context of USAID programs (WE3).

- Strengthen institutions involved in the judicial system in urban and rural areas; strengthen inter-institutional coordination to improve communication (between medical staff, Comisarías de Familia, prosecutors, judges, etc.), to mitigate the risk of impunity due to lack of evidence or flaws in the process.

- Strengthen institutions that support the implementation of GBV referral pathways (e.g., Accountability Offices: Procuraduría, Defensoría).

- Support organizations that provide legal and psychological support, as key to moving victims out of the circle of violence.

- Support organizations that deal with cases (threats, murders) so they are brought to justice and reduce impunity. Provide temporary support to organizations to enable them to take high-impact cases to trial and publicize the results, as a way to reduce impunity and show that laws will be applied to those who commit crimes related to GBV.

- Disseminate protocols and referral pathways among employees of involved public institutions (including in rural areas). This can reduce re-victimization.

- Support alternative methods for GBV survivors to report GBV, such as hotlines and apps (like the one developed by "Casa de Mujeres" in Villavicencio). Develop innovative reporting approaches that go beyond providing orientation; gather information (e.g., identify bottlenecks in access to justice, through APP Ella user input), to enhance advocacy efforts and to improve training for government agencies and civil society organizations.

- Support shelters or safe houses in rural and certain urban areas, especially in areas with high incidences of GBV.

- Strengthen Civil Society Organizations (CSO) to continue advocacy efforts that can result in more transparency and improved accountability from institutions in the judicial system, more credibility of the judicial system, and an increase in reporting.

- Support the harmonization of multiple GoC data systems that gather data on GBV incidence through funding for technical assistance / investment in systems information technology, at least for institutional actors in the justice system. Accurate and updated information is critical as an advocacy tool.

- Support the development of teacher training modules that include gender equality and GBV, along with an education curriculum for GBV prevention and response, taking into account the differences in risk factors between girls and boys, as a way to support prevention efforts and promote co-responsible masculinities.

- Undertake behavioral change programming to "denaturalize" violence against GBV, LGBTI, and social leaders; include activities accompanied by a budget to address co-responsible masculinity.

- Create a program that will provide specially trained prosecutors and judges for a period of two years to investigate, process, and judge cases related to GBV. This will help process the backlog of cases as well as new cases, in order to improve the 92 percent impunity of GBV cases.

2.7 Youth

2.7.1 Advances, Challenges, Gaps and Opportunities

Rural youth and young migrants from Venezuela are the most vulnerable youth subgroups. Estimates indicate that 26.8 percent of Venezuelan migrants that arrived in Colombia during 2018 are between the ages of 15 and 24 and arrive accompanied by their children and entire families. Though data suggest that labor-market integration of Venezuelan migrants is highest in Colombia, compared to other countries that receive Venezuelan migrants, more than 80 percent of employed respondents indicated that they worked in the informal sector.[100] Those that do not find employment opportunities are highly vulnerable to human trafficking, prostitution in mining areas, or recruitment by organized armed groups.[101] A report by the Fundación Redes (Fundaredes) estimates that between 60 and 70 percent of members in certain Colombian gangs, such as Los Rastrojos, are Venezuelans aged 16 to 25.[102] Children and youth coming from disadvantaged backgrounds (single-headed households, incomplete education, and low economic status) are often recruited by armed gangs and drug trafficking groups. The NGO Pastoral Social in Bogotá reports the recruitment of 307 girls and boys by organized armed groups in the first three months of 2019.[103] In addition, many young people in rural areas, especially those without access to land, are involved in coca production, especially leaf collection.

According to the Institute of Legal Medicine, between 2015 and 2016, 263 girls aged 0 to 17 were killed (out of a total of 2,211 women murdered),[104] and in 72 percent of cases of sexual violence the victims were children under the age of 10.[105] Children and young people also face sexual exploitation. Between January and September 2018, 1,399 cases of sexual exploitation were reported to the National Public Prosecutor's Office and the National Police. Though 7,534 cases have been documented in the last five years, the police estimate that at least 13,000 minors are being sexually exploited throughout the country.[106] Even though child labor is prohibited before the age of 15 in Colombia, the *Instituto Colombiano de Bienestar Familiar* (ICBF) indicates that 357,000 children aged 5 to 15 work.[107]

Even though the Colombian constitution requires children ages 5 to 15 to go to school, approximately 1.2 million Colombian children (11 percent of all school age children) currently do not receive any formal education. On average, rural children receive 5.5 years of education, while children from towns and cities remain in school for 9.2 years. Consequently, illiteracy rates among youth over 15 years are almost four times higher in the countryside: 12.5 percent compared to 3.3 percent. Children in rural Colombia are far more likely to drop out of school early than students in urban settings. There are many reasons why children drop out of school, including long distances and lack of infrastructure in rural areas.[108] In 2017, 4.6 percent of annual GDP had been invested in education, but only 5 percent of this expenditure had gone toward school-aged youth in rural areas. Because of this, there is a huge disparity between children in urban

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[100] Freier, Luisa F. and N. Parent. A South American Migration Crisis: Venezuelan Outflows Test Neighbors' Hospitality. Migration Policy Institute, 2019.

[101] Interview with UNHCR and UN Women, Barranquilla, March 2019.

[102] InSight Crime. Women, Youth Primed for Gang Recruitment in Venezuela, December 2018. Venezuela Investigative Unit, 2018.

[103] Interview Pastoral Social, March 2019.

[104] Instituto de Medicina Legal y Ciencias Forenses, Subdirectorate of Forensic Services – Group: National Reference Center on Violence. Boletín Epidemiológico, Violencia de Género en Colombia. Análisis Comparativo de las Cifras 2014, 2015 y 2016, 2017.

[105] El Tiempo. Menores de 10 Años, Víctimas de 72 % de Datos de Violencia Sexual, March 8, 2017.

[106] El Tiempo. Cada Mes se Detectan Más de 100 Niños Explotados Sexualmente, September 2018.

[107] Código Civil, Art. 34; Código de Infancia y Adolescencia – Ley 1098 de 2006; Código del Trabajo - Art. 242; Resolución 1677 de 2013 del ICBF; Resolución 1796 de 2018 del Ministerio del Trabajo.

[108] Children Change Colombia. Exclusion from Education, 2019.

and rural areas.[109] Among one million students enrolled in upper secondary education (ages 15-16) in 2017, 885,814 were in urban areas and 180,316 were in rural areas.

Upper secondary students can choose between general and vocational programs. General programs (general high school diploma) focus on the sciences, arts, or humanities. Vocational programs (technical high school degree) provide a specialization in any of the productive or service sectors, such as commerce, finance and administration, information technology, agriculture and fishing, and tourism. In 2017, 61.6 percent of all students in upper secondary education were enrolled in a general program, and 38.4 percent in a vocational program.[110] No sex-disaggregated data are available.

Young people, especially those from vulnerable backgrounds and those with poor education, experience high levels of failure and frustration, with limited job and entrepreneurial opportunities and limited access to vocational training and higher education. Challenges include the following.

- The greatest engagement of young people in the economy occurs in sectors with little or no added value, such as trade (one-third of total employment).[111]

- There is an over-representation of young women in the informal sector.

- Gender stereotypes and culturally accepted roles of women and men limit job opportunities, especially for female youth.

- Some employers discriminate against young women (e.g., requiring pregnancy tests, offering women lower wages than men).

- Adolescent pregnancy limits young women's level of education. Young mothers are more vulnerable, and the lack of childcare services aggravates their situation: they are 19 percent less likely to participate in the labor market.

- Increased cases of depression and drug use are seen among young people.[112]

According to UNDOC/FIP, youth participation in licit agricultural activities has been increasing. Alternative income sources include the sale of products offered in local markets and pig and poultry activities, as well as wage labor. However, participation in alternative productive activities such as cacao and coffee production have low levels of youth participation (9 percent and 3 percent, respectively); data disaggregated by sex are unavailable.[113] Inadequate education for rural youth limits their productivity and skills acquisition, and lack of access to knowledge and information hinders the development of youth entrepreneurial ventures. In addition, most financial service providers are reluctant to provide services – including credit, savings and insurance – to rural youth, who often lack collateral as well as financial literacy, among other factors.

Pregnancy can have devastating consequences for the health of girls. Many adolescents are not yet physically prepared for pregnancy or childbirth and are therefore more vulnerable to complications. The percentage of women aged 15 to 19 years who are already mothers or are pregnant with their first child has decreased, from 20.5 percent in 2005 to 19.5 percent in 2010 and to 17.4 percent in 2015. However, the rate is still too high. The decrease was greater in urban areas as well as in regions with more opportunities, among

[109] Mouttet, C. Children Beyond our Borders. Colombia's Education System, 2017.
[110] OECD. Reviews of School Resources: Colombia, 2018.
[111] Valencia, Mario. Jóvenes Desocupados. Revista Dinero, April 1, 2019.
[112] Interviews with key stakeholders in Tumaco, March 2019.
[113] UNODC/FIP. ¿Quiénes son las Familias que Viven en las Zonas con Cultivos de Coca? Caracterización de las Familias Beneficiarias del Programa Nacional Integral de Sustitución de Cultivos Ilícitos (PNIS), 2018.

women with the highest educational level, and in the highest wealth quintiles.[114]

2.7.2 Integration of Gender Equality and Vulnerable Populations in USAID Planning and Program Cycle and Implementation of Programs

Though most USAID Gender and Vulnerable Population program strategies mention "youth" as a highly vulnerable group in Colombia, most programs have limited youth engagement. Also, policy dialogue supported by USAID Programs often does not account for the heterogeneity of youth, and programs do not provide them with effective support.

There is a distinct need to improve young rural women's access to education, and to incorporate agricultural skills into rural education more generally. Agricultural training and education must also be adapted to ensure that graduates' skills meet the needs of rural labor markets. In this regard, the USAID Program Producers to Market Alliance (PMA) has developed good practices in its Agriculture Education for Youth Initiative, which can be replicated. The goal of this initiative is to partner with local agricultural technical institutes to improve the skills and knowledge of rural youth.[115]

2.7.3   Recommendations for USAID/Colombia

The challenges that youth face are numerous and varying in nature; addressing them in the next USAID/Colombia CDCS and corresponding PADs is urgent and strategic, as this is highly vulnerable population. In alignment with J2SR subdimensions focused on citizen capacity and government capacity, some key recommendations to USAID/Colombia include the following.

- Within the scope of programs on citizen security and keeping people safe, support skills for self-protection (programs in schools), with a specific focus on youth in programs that address migration in order to reduce recruitment of young men and women by organized armed groups as well as trafficking for prostitution networks.

- Support educational and income-generating opportunities for youth in both agriculture and non-agriculture related opportunities. Education is a new area to consider for the next USAID/Colombia CDCS, to serve as an instrument for social mobility both for youth deciding to stay in rural areas and those migrating to the cities. Focusing on male and female rural youth, include: 1) programs that support access to opportunities for further education in rural areas; 2) programs that support access to vocational and skills training, including formal and informal on-the-job training; and 3) programs that support the development and financing of business plans.

- Strengthen professional tertiary education (technical, technological, and professional-technical programs), through: articulation with upper secondary education; the creation of new courses by the National Learning Service (SENA); the creation of new sites of public universities; and support for rural youth to access tertiary education.

- Programming should also address pregnancy and provide soft skills (including life skills) that result in better job performance. Address teenage pregnancy through prevention campaigns, gender equality, and promotion of co-responsible masculinity. Support infrastructure where young mothers can leave their children while they receive education and skills training or are active in their businesses.

- Support the design and implementation of specific programs within the Office of Rural Economic Development oriented towards rural youth and their participation in agriculture. These could

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[114] Profamilia and Plan Internacional. Determinantes en Adolescentes: Explicando las Causas de las Causas. Un Estudio a Profundidad a Partir de la Encuesta Nacional de Demografía y Salud – ENDS 2015, 2018.
[115] FINTRAC, Inc. Producers to Markets Alliance Annual Performance Report FY 2018: October 2017 – September 2018, 2018.

include some of the following features.

- Focus on innovations in agriculture (including apps such as Uber/tractor) that make it more attractive for male and female youth. Modern production methods, such as in-vitro and aquaculture, might be less labor-intensive and generate a faster level of return than traditional farming (WE3).

- Support the development and use of modern ICTs, to appeal to rural youth and to facilitate access to information; improve agronomic practices by facilitating extension to enhance farm productivity; enable agricultural innovation; provide access to financial services and markets.[116] It is important to consider, however, that rural women have less access to ICTs than rural men because of higher illiteracy levels and lack of financial resources (WE3).

- Support tailor-made educational programs that can provide rural male and female youth with the skills and insights needed to engage in farming and to adopt environmentally friendly production methods (WE3).

- Promote financial products oriented to youth, as well as mentoring programs and start-up funding opportunities that support and encourage youth involvement in agriculture and agribusiness. This could also include encouraging youth to create informal savings clubs (building on experiences with savings groups for rural women) (WE3).

2.8 LGBTI

2.8.1 Advances, Challenges, Gaps and Opportunities

The Constitution of Colombia recognizes the right of the country's citizens to freely develop their personal identity without limitations, except in the case where it would impose on the rights of others (Article 15). It guarantees "the right to respect and protection for autonomy of the will and freedom of individual choice, for matters that determine personal identity."[117] On the right to the free development of personality, the Constitutional Court defines it as "the general protection of the ability that the Constitution recognizes people to self-determine, that is, to give their own rules and develop their own life plans . . .". [118] Several Colombian legal instruments also protect the rights of LGBTI, including the following.

- Article 15 of the Colombian Constitution has been the basis for the recognition, respect and protection of sexual identity and the basis of rules protecting rights of LGBTI (Decree 2893 of 2011).

- Law 1448 of 2011 (the Victims Law) establishes that LGBTI individuals and couples must be included as beneficiaries in reparation and land restitution processes.

- Law 1620 of 2013 established the National System of School Coexistence and Training for the Exercise of Human Rights, Education for Sexuality and the Prevention and Mitigation of School Violence.

- The regulation on the procedure for correcting the "sex" component in identity documents (Decree 1227 of 2015) is an important piece of legislation to protect the rights of the trans population.

- The 2014-2018 National Development Plan established the implementation and monitoring of the national public policy for guaranteeing the rights and freedoms of the LGBTI populations and committed the departments and municipalities of Colombia to include it in their own plans (Law

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[116] FAO. Youth and Agriculture: Key Challenges and Concrete Solutions, 2014.
[117] Corte Constitucional de Colombia. Sentencia T-909 de 2011.
[118] Ibid.

1753 of 2015).

- Decree 762 of 2018 established the LGBTI public policy for Colombia.

The decisions of the Constitutional Court have been the best instrument for the protection of rights and freedoms of the LGBTI population. The Court has made more than 50 rulings over the last 20 years which guarantee previously non-recognized rights of LGBTI persons and same-sex couples. This includes: the free development of one's personality, non-discrimination, property rights, adoption, marriage, education, and work.

However, the implementation of these rulings and constitutional mandates faces major obstacles. LGBTI populations continue to face discrimination in their daily lives because the departments and municipalities where they live do not always apply the rulings. Some parts of the government have refused to recognize the rights and freedoms of the LGBTI population contained in the legislation, creating barriers for LGBTI to access state services. A politically strong sector has been pushing back against "gender ideology" and opposes progress towards gender equality, non-traditional gender roles, and the LGBTI community. This movement opposes any recognition of rights for the LGBTI population, and it has had a large impact on the Colombian population. Several additional obstacles to the recognition, protection and guarantee of rights of LGBTI people are discussed below.

Access to Public Services. Prevailing sexist and misogynistic attitudes are prejudicial towards individuals of diverse sexual orientations, as manifested in discrimination in access to basic services (health and education). Many government officials impede public access to state services and benefits and contribute to the misconception that LGBTI people are sick, unnatural people and therefore should not be accorded rights.[119] Further, some LGBTI are the target of generalized and systematic violence (psychological, verbal, physical and even sexual) resulting from these misconceptions and prejudices.

The LGBTI community and especially the trans population is largely marginalized and experiences high levels of poverty and unemployment.[120] LGBTI youth are less likely to complete schooling. They are also more likely to be forced to leave their parental household early, to experience discrimination when looking for employment opportunities or accessing health services, and to be relegated to low-paying economic sectors, where they are exposed to high risk situations including sex work and in some cases criminal activities. In the case of the latter, they fall prey to the control of criminal groups, who manipulate the LGBTI population and consider them lower-class people who can be dominated due to their situation of vulnerability.[121]

Insecurity and Violence (including GBV) against LGBTI. There is no national registry that tracks incidents of violence against the LGBTI population. Due to the generalized exclusion of LGBTI, and especially the trans population, acts of discrimination and violence are under-reported, because this population does not have confidence in the justice system, fearing that their case will not be registered and/or that they will suffer discrimination from public employees.[122]   When cases are reported, they are often erroneously recorded as personal injury or crimes of passion instead of crimes of violence based on gender identify. There is a high degree of impunity, since most cases do not reach a judgement, or the responsible party is not identified.

Although the issue of violence is familiar to organizations and movements working on the issue, there is little data because collecting it has been not been a priority; many cases go unreported or are misclassified

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[119] Interview with Colombia Diversa, March 2019.
[120] Interview with LGBTI Leader of Caucasia, March of 2019. Colombia Diversa. 53 percent of the LBGTI Population has Experience Workplace Discrimination, September 2016.
[121] Ibid.
[122] Caribe Afirmativo. Enterezas. Mejorando la Respuesta a Casos de Violencia contra Mujeres Lesbianas, Bisexuales y Trans, 2018.

and not processed as gender-based violence related to sexual orientation. One of the few reports on violence against the LGBTI population in Colombia demonstrates that the cases are not isolated incidents; instead they "are crimes because of widespread social prejudices."[123]

The available data below suggest the intensity of such violence.

- Colombia Diversa reports that 405 killings of LGBTI people occurred between 2012 and 2015. Of that total, 110 occurred in 2015. The report found that 43 cases (39 percent) were motivated by prejudice against sexual orientation or gender identity of the victims, while more than half of the cases (58) failed to connect the violence as a hate crime against an LGBTI individual. 21 of the LGBTI people killed were also human rights defenders. The average age of victims was 28 years old. Victims in 95 percent of such cases did not find judicial redress: only 15 sentences for the total of 110 cases in 2015 have been handed down for these killings. In 2016, 108 killings of LGBTI persons were recorded, including 7 of human rights defenders. In addition, 49 threats and 12 attempted homicides were filed.[124]

- Regarding widespread violence and discrimination, the Public Defender's Office reported 155 cases of violence against LGBTI in 2017: "53 percent for gay, 31 percent for transgender, 10 percent for lesbians, and 6 percent for bisexuals. 60 percent of the cases included psychological violence, 27 percent included physical violence, 11 percent include economic violence or inheritance-related crimes, and 2 percent included sexual violence."[125]

2.8.2 Integration of Gender Equality and Vulnerable Populations in USAID Planning and Program Cycle and Implementation of Programs

- USAID is recognized as an important ally by LGBTI movements and organizations at both the national and local level. USAID's contribution has been important in supporting research, accompanying cases, and demonstrating the critical situation of violence against this population in Colombia. Two programs recognized for their support are the Human Rights Activity and Partnerships for Reconciliation, which provide support to raise the profile of organizations. Promoting and defending the rights and freedoms of LGBTI people has raised awareness and supported access to justice to address the systemic institutional as well as random violence against LGBTI.

- Another highly valued contribution is related to the production of tools and strategies for dissemination, awareness, and education on rights of the LGBTI population, such as through the USAID/Colombia Human Rights Activity. As a result of constant discrimination, this population does not recognize their own rights, which is why this work is of great importance to achieve effective respect and guarantee of rights.

- Whereas all USAID programs welcome members from the LGBTI community as participants and beneficiaries, most do not have a differentiated approach to address the specific needs of this population. For most USAID Programs, other than those directly providing support to the LGBTI populations, there is a lack of awareness and strategy to engage this population in program activities.

2.8.3 Recommendations for USAID/Colombia

Recommendations to support LGBTI populations in the next USAID/Colombia Country Development and

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[123] Colombia Diversa, Caribe Afirmativo y Santamaría Fundación. Cuerpos Excluidos, Rostros de Impunidad. Informe de Violencia hacia las Personas LGBTI, 2015.
[124] EL Tiempo, Diario Nacional. El panorama de las Agresiones a la Comunidad LGBT en Colombia, June 2018.
[125] La FM. En 2017 se Atendieron 155 Casos de Violencia contra Comunidad LGBTI, July 2018.

Cooperation Strategy (CDCS) and any related PADs include the following. They correspond to the J2SR sub-dimensions related to *Civil Society Capacity*.

- Carry out further studies to highlight the reality of persecution, exclusion, and violence against LGBTI people. Data are scarce, and it is important to produce more systematic measures of the crimes that are being committed so that proper measures can be taken and evaluated.

- Support the establishment of a specific judicial section to address cases of violence against the LGBTI populations, including a trial structure with specialized judges and prosecutors in regions with a higher incidence of violence against this population.

- Integrate programming across all sectors to empower LGBTI to stand up for their rights; educate officials responsible for guaranteeing access to justice and state services to prevent state discrimination and revictimization.

- Support LGBTI organizations and movements to strengthen their security measures and self-care strategies, to promote self-protection of organization members and beneficiaries. Provide cross-cutting support to LGBTI, women's rights leaders, and environmental and human rights defenders, including the development of security plans and training as well as access to encryption software and servers outside of Colombia to safeguard sensitive data.

- Provide technical support to government institutions to reduce discrimination against LGBTI in access to public services.

3. GENDER ANALYSIS AND ASSESSMENT – GENERAL OVERVIEW

3.1 Law, Policies, Regulations and Institutional Practices

Colombia has an extensive legal framework that supports gender equality and the advancement of women's rights, as well as gender-based violence prevention and response. In addition, Colombia has ratified key international agreements supporting women's rights, such as the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women (Belem Do Pará Convention). Nevertheless, the implementation of these laws remains a significant challenge, especially in rural areas, due to a lack of government capacity, limited budget, and the absence of government institutions, among other factors, resulting in high levels of impunity and lack of credibility of institutions. Annex E – Table E1 provides a summary of Colombia's key gender-related legislation and policies.

The implementation of the USAID/Colombia Gender Analysis and Assessment has coincided with the preparation of the National Development Plan (PND) of the current government (*Plan Nacional de Desarrollo 2018-2022 Pacto por Colombia, Pacto Por la Equidad*). The "Pact for the Equality of Women" is one of the cross-cutting themes of this PND. In particular, the PND mentions the government's intention to promote the prohibition of marriage under 18 years of age and the prevention of early unions, which are described as harmful practices especially for girls.[126] Annex E - Table E2 provides a summary of Colombia's key national action plans and strategies, including the National Gender Policy released in 2012.

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[126] Departamento Nacional de Planeación (2018). Bases del Plan Nacional de Desarrollo, 2018.

In 2018, the GoC approved in 2018 a national strategy to implement the Sustainable Development Goals (SDG). In line with SDG 5, which focuses on the achievement of gender equality and empowerment of all women and girls, Colombia specifically aims to reduce the gap between the number of women and men occupying decision-making posts in public administration. By 2030, it is expected that women will occupy 50 percent of the positions (increased from 44.5 percent in 2018 and from 37.6 percent in 2009). Furthermore, Colombia moved from position 22 in 2006 to position 40 in 2018 in the Global Gender Gap report of the World Economic Forum.[127] Its Gender Inequality Index ranked 87 out of 160 countries in 2017, showing no significant change in the last four years.[128]

3.2 Cultural Norms and Beliefs

Although discriminatory and patriarchal cultural norms and beliefs have been prevalent in Colombian culture, advances have been made over the last decade to reduce them, especially in urban areas. The *Observatorio de Asuntos de Género* (OAG) has conducted studies on social and institutional tolerance to GBV. In the OAG's 2009 study, 17 percent of people surveyed believed that to be defined as a man, one must be strong and brave; in 2014, only 11 percent held this belief. Within the family, the number of people who agreed with beliefs such as "men are the head of the household" or "a good wife obeys her husband even if she disagrees" has also decreased during the same five years.[129] However, machismo remains strong, and stereotypes regarding women's capacity persist. A woman's autonomy is still restricted, such that her body, productive activities, and freedom to mobilize are often still under men's control — especially in rural areas, where traditional cultural norms are more persistent.

While cultural norms and stereotypes differ by type of population and geographic area, they have been used to perpetrate different forms of violence and structural discrimination against women. Moreover, strong stereotypes and prejudice also persist regarding sexual orientation (LGBTI), as does related violence (which is stronger in rural areas). According to the OAG, segments of the population with fewer economic resources and those who are older are more inclined to maintain gender stereotypes. Attitudes toward violence against women have changed over the last decade.[130] However, 37 percent of the surveyed population in 2014 still believed that sexual assault could be provoked by the way a woman dresses, and 80 percent of the surveyed population still believed that cases of intimate partner violence should *not* be reported to public institutions. Regarding institutional tolerance for violence against women, the OAG observed greater progress in institutions involved in justice and protection, compared to the areas of healthcare and education.

The fact that most acts of violence against women take place inside the home highlights that behavioral change must begin there. UN Women, with support from the governments of Latin America and the Caribbean, leads a program on behavioral change focused on co-responsible masculinity in Colombia, with an emphasis on men who support gender equality, protecting their female peers, and sharing household responsibilities.[131]

3.3 Gender Roles, Responsibilities and Time Use

Due to the traditional division of labor, women are primarily responsible for reproductive activities such as domestic work, household management, and care activities (children and the elderly), spending several

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[127] World Economic Forum. The Global Gender Gap Report, 2018.
[128] UNDP. Human Development Indices and Indicators: 2018 Statistical Update. Briefing Note for Colombia, 2018.
[129] Observatorio de Asuntos de Género. Boletín Tolerancia Social e Institucional de las Violencias Contra las Mujeres en Colombia, 2015.
[130] Ibid.
[131] ONU Mujeres. Informe de Investigación. Experiencias Promisorias de Masculinidades no Violentas y Corresponsables en el Ámbito de los Cuidados en Colombia y Otros Países de América Latina y el Caribe, 2018.

hours a day carrying out unpaid work.[132] According to DANE, in 2016-2017, women dedicated 7 hours and 14 minutes per day to unpaid work (domestic and care work), whereas men dedicated only 3 hours and 25 minutes to unpaid work. In addition, women are generally employed in lower-level occupations with lower salaries, usually associated with occupational segregation and informal employment. Men are considered responsible for income-generating activities and for managing the household resources. However, as a result of conflict, displacement, and migration, women's traditional caretaker role has expanded: mothers and grandmothers have become increasingly responsible for providing economic support for themselves and their children. In addition, the number of female-headed households has increased in recent years. At the same time, due to displacement and the need for economic opportunities, men sometimes also assume new roles, such as making handicrafts — as was mentioned by men in a Focus Group in San Jacinto, Bolivar. Men becoming more involved in reproductive activities is less common, but it is happening: in Segovia, Caucasia, men assist in these activities, as women are dedicating more time to beekeeping and honey production.

The economic empowerment of women remains a priority area for gender inequality in Colombia. Women's participation in the labor force increased from 46 percent to 54 percent between 2008 and 2012. However, between 2014 and 2018, this percentage remained constant, at 54 percent. Although more women participate in the labor market, they tend to be concentrated in low-productivity sectors such as agriculture, commerce, and services (involving 71.9 percent of employed women aged 15 years and more, compared to 56.4 percent of men in 2017).[133] Furthermore, when women engage in productive activities, they are only sometimes supported by men assuming more roles in domestic tasks. Generally, there is an increase in women's workload.[134]

Greater access of women to education has contributed to the higher participation of women in productive economic activities. By 2016, 6 out of 10 women between 17 and 21 years of age were enrolled in higher education, compared with 5 out of 10 men.[135] Although more women are attending university than in the past, their enrollment is concentrated in healthcare and social science careers, and their enrollment rate in Science, Technology, Engineering, and Math (STEM) careers remains low. Furthermore, in a life quality survey in 2017, 18.5 percent of women between 15 and 19 years of age indicated that they do not attend school due to domestic responsibilities, and another 16.5 percent due to early pregnancy.

3.4 Access to and Control Over Assets and Resources

Gender gaps with respect to access to and control over assets and resources are evident in the country. The percentage of women aged 15 and above without any income of their own has significantly decreased in the last decade, from 41 percent to 27 percent (2007 to 2017); for men, the figure is only 10 percent, indicating that a considerable gender gap still exists (2017). The incidence of poverty among women is greater than among men, as shown by the 2017 Femininity Index: for every 100 men living in poor households, there were 119 women in a similar situation.[136]

Although women's participation in the labor force in Colombia has increased, the gender gap between men and women has not changed and there is still a 20 percentage point difference. Trends such as lower fertility rates, higher access to education, and changes in the composition and size of families have contributed to the increase in women's participation. However, according to UN Women, when women enter the labor market, they earn lower incomes as a result of discrimination or the informality of their work. Thus, the

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[132] Departamento Nacional de Planeación. Bases del Plan Nacional de Desarrollo, 2018.
[133] Economic Commission for Latin America and the Caribbean. Gender Equality Observatory Indicators.
[134] Interviews with key stakeholders in different regions, March 2019.
[135] Observatorio de Asuntos de Género. Boletín Tolerancia Social e Institucional de las Violencias contra las Mujeres en Colombia, 2015.
[136] ONU Mujeres. El Progreso de las Mujeres en Colombia 2018: Transformar la Economía para Realizar los Derechos, 2018.

country still has a large gender gap in wage equality, despite its reduction in the gap in educational attainment.[137]

Unemployment rates affect men and women differently. Among women, variables such as age, poverty, and education also exacerbate these differences. In 2017, unemployment rates for women and men were 12.3 percent and 7.2 percent respectively. In contrast, poorer women, with less access to education, faced an unemployment rate of 22.2 percent, compared to men under similar conditions with a 10.3 percent unemployment rate. As well, both rural women affected by conflict and Venezuelan migrant women are particularly vulnerable and exposed to gender-related constraints.[138]

Information is scarce on access to rural finance or land tenure, disaggregated by sex. Rural women have less access to resources and productive services such as land tenure, financing, and technical assistance.[139] For further data see Section 2.2.

3.5 Patterns of Power and Decision-Making

Discriminatory social norms tend to limit women's role in exercising power and decision-making, with men generally dominating political leadership in Colombia. Women represent 51.4 percent of the population, and in the 2018 Congress elections, women represented 51.7% of voters. Still, Colombia has one of the lowest rates of women's leadership in politics in Latin America, due to obstacles such as: limited efforts to promote and recognize women's leadership; limited access to resources; heavier workload than male counterparts (domestic responsibilities); fewer opportunities for further professional development; persistent gaps in the labor market; and stereotypes regarding women's capacity.[140]

Women are under-represented at many levels of government. According to UN Women, in 2018 women represented 19.7 percent of parliamentarians, 17 percent of provincial assemblies' seats, 18 percent of municipal council seats, 12 percent of mayors, and 15 percent of governors. While the participation of women is still insufficient, it has increased in the last years, a trend supported by the introduction of legislated candidate quotas in 2011.[141] The data indicate that the representation of women at high levels of decision-making in public administration in 2017 was 41 percent. In 2018, a woman was appointed as vice-president, and women accounted for 50 percent of ministers. However, the percentage of women judges in Colombia's highest court or Supreme Court in 2017 was only 13 percent.[142]

Women's participation in social movements has been critical for securing concrete advances in law and policy across multiple gender-equality issues. Moreover, gender activists have played a critical role in calling attention to conflict-related abuses, as well as the negative consequences of violence and displacement.

The participation of women in decision-making in the corporate world is also affected by cultural norms and discrimination. Corporate Women Directors International (CWDI) reports that in Latin America's largest companies, women hold just 7.3 percent of board seats. However, Colombia is leading in the region, with 16.2 percent of board seats held by women in Colombia's largest companies.[143]

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[137] World Economic Forum. The Global Gender Gap Report, 2018.
[138] ONU Mujeres. El Progreso de las Mujeres en Colombia 2018: Transformar la Economía para Realizar los Derechos, 2018.
[139] Coalición Internacional por el Acceso a la Tierra (CNEP) América Latina y el Caribe and Centro de Investigación y Educación Popular – Cinep. Mujeres Rurales en Colombia. Serie Informes/País. Informe elaborado por: Claudia Belén Lancheros Fajardo, con colaboración de Lina Arias, 2014.
[140] Interviews with key stakeholders in different regions, March 2019.
[141] ONU Mujeres. El Progreso de las Mujeres en Colombia 2018: Transformar la Economía para Realizar los Derechos, 2018.
[142] Economic Commission for Latin America and the Caribbean. Gender Equality Observatory Indicators.
[143] Corporate Women Directors International. CWDI Report on Women Board Directors of Latin America's 100 Largest Companies, 2016.

4. USAID/COLOMBIA INSTITUTIONAL FRAMEWORK ON GENDER EQUALITY AND INCLUSION OF VULNERABLE GROUPS

4.1 USAID/Colombia Strategic Framework and programming

There are numerous USAID frameworks that promote gender equality and social inclusion of vulnerable groups. The 2012 USAID Gender Equality and Female Empowerment Policy provides guidance on pursuing evidence-based investments in GEFE and how to institutionalize them into USAID missions. The U.S. Strategy to Prevent and Respond to Gender-based Violence (updated in 2016), along with the US Global Strategy to Empower Adolescent Girls (launched in March 2016), offer useful approaches to promote gender equality. The USAID Journey to Self-Reliance, the U.S. Women's Entrepreneurship and Economic Empowerment Act of 2018, and the Women's Global Development and Prosperity Initiative (W-GDP) also provide frameworks to support gender equality and women's economic empowerment.

4.2 USAID/Colombia Policy and Practice on Gender Equality, Female Empowerment and Social Inclusion of Vulnerable Groups

Since USAID/Colombia carried out its last CDCS Gender Assessment in 2013, a lot of progress has been made to incorporate USAID gender-equality policies into the USAID/Colombia Mission practices and programs. The creation of a new Inclusive Development Adviser position has been instrumental in supporting this progress.

A comprehensive Gender and Social Inclusion Mission Order went into effect in March 2015 to establish a clear policy and commitment to GEFE as well as to LGBTI persons and persons with disabilities. The Mission Order offers guidance about the specific roles and responsibilities of each office to promote social inclusion; it has been made available in a one-page "Quick Guide" for each office. The Mission Order also sets the foundation for the Mission Gender and Social Inclusion Working group (GSIWG) that has Focal Points from all offices. During the annual review of portfolios, one of the two portfolios reviews focuses on GEFE.

The Mission's Office of Acquisitions and Assistance (OAA) is responsible for ensuring that gender equality and social inclusion issues are incorporated into solicitations, selection criteria, and technical evaluation. The Mission has a mix of Acquisition (Contracts, Task Orders) and Assistance (Cooperative Agreements, Grants) instruments. There are currently 47 awards: 14 Acquisition instruments that represent 56 percent of total portfolio funds, and 33 assistance instruments that account for 44 percent of portfolio funds. The OAA reported that they all have language regarding gender considerations and are generally open to including gender-sensitive language. Solicitations must include specific requirements for how gender should be incorporated in program proposals.

All USAID programs are required to present a Gender and Vulnerable Populations Strategy. This has led many programs to develop differentiated intervention strategies to address gender and vulnerable population barriers/gaps. While some of these GVP strategies are quite good, with concrete and actionable

benchmarks, others are vague, lacking specific indicators and demonstrating room for improvement to incorporate gender in a more meaningful way. The number of gender specialists in programs has increased from approximately 2 in 2013 to 40 in 2019 — though many of these specialists fulfill several functions and their efforts are not strictly devoted to gender.

Overall, the Implementing Partners (IPs) demonstrated a commitment to GVP. Program Chief of Parties (COPs) and technical teams reported that they had received training in GVP; and AORs/CORs indicated they check in regularly and collect information to monitor GVP activity. The Gender Community of Practice, a group led by the mission's Inclusive Development Adviser to coordinate gender and social inclusion integration among USAID program gender specialists, is highly appreciated by implementing partners and program staff. They described a very active WhatsApp group that has facilitated regular communication, supported by biannual meetings to share information and advice about ongoing programs.

Offices within the USAID/Colombia Mission demonstrate varying degrees of GVP integration. Programs in the Reconciliation and Inclusion Office (RIO) and Office of Democracy, Human Rights and Governance (DRG) more naturally lend themselves to gender integration or addressing vulnerable populations, and many of their programs are doing this work. It has been harder to establish the linkages of gender in the Office of Rural Economic Development (RED) and Office of Environment (ENV). Nonetheless, staff demonstrated openness to incorporating gender and asked for some concrete ideas about how to address gender in their programs.

The majority of gender indicators in M&E plans refer to the percentage of female participants. While this is an important step in gathering sex- and age-disaggregated data, an effort needs to be made to collect more meaningful gender indicators that would demonstrate outcomes — such as a reduction in gender gaps, changes in cultural beliefs and stereotypes, changes in the distribution of tasks, increase in income, and decision making. (See Box 1 for more examples.)

Box 1. Examples of USAID/Colombia Gender Sensitive (Outcome) Indicators

- Gender-disaggregated data to examine changes in gender gaps and service utilization
- Changes in cultural beliefs and stereotypes (attitudes, norms, and power)
- Female participation in household decision making
- Changes in the distribution of tasks, household labor
- Female Economic Empowerment
    - Knowledge/use of micro-credit programs
    - Having a bank account
    - Asset ownership
    - Control over money for different purposes
    - Women's access to income/productive resources
    - Increase in income
    - Ability to pay for services
- Gender-Based Violence
    - Percentage (%) of people who say that wife beating is an acceptable way for husbands to discipline their wives
    - Percentage (%) of health units that have documented & adopted a protocol for the clinical management of VAW/G survivors
    - Percentage (%) of youth-serving organizations that include trainings for beneficiaries on sexual and physical VAW/G
    - Percentage (%) of people who agree that rape can take place between a man and woman who are married

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Within USAID/Colombia programs, there are many examples of useful gender integration methods and

tools. However, many people are not aware of them, due to limited communication between Offices in the Mission and Programs. For example, with support from USAID/Colombia, UN Women has developed the Ellas Libre de Violencia app for smart phones to facilitate reporting of GBV. The app provides specific information about local routes of reporting and treatment throughout the country, based on a user's location. This app could be useful for all USAID/program beneficiaries, but it is not widely known even among organizations and programs focusing on GBV. The gender-sensitive budgeting initiative implemented by the Secretary of Women in the Municipal of Villavicencio is an example of a strategy to earmark money for activities to integrate gender, even when a budget has not been designated for gender-related activities. The GSIWG and the Gender Community of Practice have been successful in increasing communication, but more could be done to disseminate this information more widely across the USAID/Colombia Mission and programs.

As discussed in Section 2.6, GBV is a widespread issue that cuts across all sectors and is relevant to the work of all of the offices. GBV is a complex problem that requires a comprehensive and holistic response, with collaboration across sectors and entities. Systems need to be strengthened to be able to serve justice to those who have been harmed; USAID/Colombia is doing this important work, but a concerted effort needs to be made to prevent violence in the first place. USAID/Colombia portfolios should aim to work across levels – with individuals, families, communities, and governments – to shift the gender norms that naturalize violence and perpetuate male dominance over females.

4.3 Results of the USAID/Colombia Staff and Implementing Partners Surveys

The majority of participants among both USAID/Colombia staff and Implementing Partners indicated gender equality is important. A robust 79.5 percent of USAID/Colombia staff have taken the USAID Gender 101 Course, while 54.3 percent of IPs that responded to the survey indicated they have had more than 5 days of training on gender integration. The survey results show that RIO and DRG are doing more to integrate gender into their programs; respondents in other offices were more likely to indicate that integrating gender is moderately important /not important.

When asked about perceived obstacles to integrating gender equality and women's empowerment into project planning, implementation, and M&E, respondents reported their top three obstacles as shown in Table 3 below.

Table 3 Obstacles to Integrating GEWE

USAID Staff	Implementing Partners
1. Limited staff training on gender (84%)	1. Limited staff training on gender (51%)
2. Limited staff time (64%)	2. Limited financial resources for gender programming (46%)
3. Limited staff capacity (51%)	3. Culture/environment (46%)

A more detailed analysis of the survey results is provided in Annex H.

4.4 Recommendations for USAID/Colombia

As mentioned above, there is a lot of positive momentum in recognizing the importance of gender integration. However, there is room for improvement, in line with the following recommendations.

- GSIWG Focal Points from each office should lead a brainstorming session in their office to elucidate some of the links with gender and social inclusion.

- Based on ideas generated during the brainstorming, and together with feedback from the GSIWG, the Focal Points should develop a guiding document for each Mission Office (RED, ENV, DRG, RIO, PRO), regarding linkages between GEWE & GVP and how to include GVP considerations in PAD and Program design.

- Activities for GVP should be reflected in annual work plans, budgets, and progress reports; corrective measures should be taken when required.

- USAID Mission needs to further clarify and communicate to COR/AOR and COPs/Teams, basic concepts including why GVP is relevant to the success of their programs.

- Develop a guiding document for IPs for elaborating Gender and Vulnerable Population Strategies (GVP) for programs that will help IPs create strong GVP strategies; set a guideline for them to check on their progress every six months.

- There are many valuable experiences in USAID Programs. Increase USAID communication within the Mission and Programs on best practices on GVP. Develop a knowledge sharing mechanism to promote cross-feeding.

- Identify and reward gender champions among IPs and Programs.

GVP Indicators

- Program Indicators should be more meaningful than recording "% of women participating in USG supported program activities." More meaningful gender indicators should demonstrate outcomes, such as a reduction in gender gaps, changes in cultural beliefs and stereotypes, changes in the distribution of tasks, increase in income, decision making, etc.

- Ensure each new Program has at least one GVP-specific objective and indicator at the outcome level, connected to contracts (e.g., to show reduction in gender gaps, changes in cultural beliefs and stereotypes, changes in the distribution of tasks, increase in income, decision making, etc.).

- One GVP-specific indicator should be reflected in every MELP. Define the baseline outcome level for the GVP-specific indicator and establish targets for the program duration.

Mission Wide Gender objective and indicator

In addition to mainstreaming GEWE and GVP, define at least one mission-specific gender objective and indicator in the CDCS, PADs, and solicitations. Given the widespread prevalence of GBV, this could be a cross-cutting theme that could be addressed and measured across multiple programs. Indicators could be included that would measure at least one of the following components:

- Prevalence of GBV and improved attention to victims

- Reduced tolerance to GBV (prevention/survey)

- Increased use of GBV response services

- Reduced numbers of victims (by sex, by age, by population group, by type of violence)

- Number of GBV victims that feel they have benefitted from services, by sex, by age, by population group, by type of violence)

4.5 Other Gender Interventions and Action of International Donors

USAID/Colombia is the largest donor supporting GEWE in Colombia, providing more than 80 percent of the funds for this work country-wide. Several multilateral organizations also support GEWE, including UN Women, UNFPA, and UNICEF. Other major donors and key allies include Canada — with a feminist international development framework — and the European Union. Forty-one donors, international donors,

UN agencies, and international NGOs donors come together four times a year at the International Donor Roundtable on Gender (Mesa de Género de la Cooperación Internacional en Colombia – MGCI); this has been a useful space to learn more about what other donors are doing and to disseminate information about relevant programs and research. It provides a space that promotes collaboration, to avoid the duplication of donor efforts and to maximize the collective impact of organizations working to promote gender equality. The MGCI fostered a key relationship between USAID/Colombia and the Canadian Mission that facilitated the transfer of a large project with ProFamilia, when the Mexico City Policy was reinstituted with the change of US administration. International Planned Parenthood Federation (IPPF) is also supporting ProFamilia to work with immigrants in four municipalities of the border region, to holistically address the needs of women migrating from Venezuela.

ANNEX A: SCOPE OF WORK

USAID/Colombia
Gender Analysis and Assessment Scope of Work
For 2019-2024 CDCS

1. BACKGROUND

USAID/Colombia is preparing to develop a new Country Development Cooperation Strategy (CDCS) for FY 2019-2024. The current CDCS is valid from 2014-2019. To inform the new CDCS, USAID/Colombia is conducting the following analyses/assessments:

Mission Gender Analysis: USAID/Colombia will conduct a Mission Gender Analysis to provide a framework and baseline for effective integration of gender concerns in its programs. This responds to USAID gender requirements and complies with ADS 201.3.2.9 and ADS 205 that require that Strategic Plans must reflect attention to gender concerns.

Gender Assessment: A review of attention to gender in current mission's programming (through a desk review of program documents and interviews with implementing partners and Agreement Officer/Contracting Officer Representatives).   The results of the gender assessment will help prepare the gender analysis and its recommendations.

2. MISSION GENDER ANALYSIS[144] AND GENDER ASSESSMENT[145]

The research team will prepare a gender analysis and assessment report.   In alignment with ADS 205, the gender analysis portion of the report will provide a country-wide analysis of gender roles and constraints (including gender-based violence). The purpose of the gender analysis is to inform USAID/Colombia's strategic planning and program implementation. It will identify the key gender inequalities, issues and constraints and make recommendations on how USAID/Colombia can achieve greater gender and social integration in its CDCS, programs and projects. The analysis will help the mission identify, understand, and

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[144] **Gender Analysis:**   An analytic, social science tool that is used to identify, understand, and explain gaps between males and females that exist in households, communities, and countries, and the relevance of gender norms and power relations in a specific context.   Such analysis typically involves examining differences in the status of women and men and their differential access to assets, resources, opportunities and services; the influence of gender roles and norms on the division of time between paid employment, unpaid work (including subsistence production and care for family members), and volunteer activities; the influence of gender roles and norms on leadership roles and decision-making; constraints, opportunities, and entry points for narrowing gender gaps and empowering females; and potential differential impacts of development policies and programs on males and females, including unintended or negative consequences.

[145] G**ender Assessment:**   A review, from a gender perspective, of an organization's programs and its ability to monitor and respond to gender issues in both technical programming and institutional policies and practices.   A gender assessment is a flexible tool, based on the needs of a Mission, and may also include a gender analysis at the country level.   If a gender analysis is included in a gender assessment, this meets the ADS requirements.   Findings from a gender assessment may be used, for example, to inform a country strategic plan or a DO and/or develop a Mission Gender Plan of Action or a Mission Order on gender.

explain the gender gaps[146] between men and women that belong to the following groups: rural/urban inhabitants, Afro-Colombian and indigenous, youth, people with disabilities and persons with other sexual orientations--lesbian, gay, bisexual, transgender and intersex persons (LGBTI). It can also extend itself to look at other disadvantaged populations that exist in households, communities, and in the country, such as victims of the conflict, ex-combatants, and the Venezuelan migrant population. This analysis should also disaggregate population by age: children, youth (10-29) and adults[147] to the extent that there is information available—particularly the youth segment in rural areas—as they relate to the technical areas identified below and, more specifically, those areas highlighted during initial consultation discussions with USAID/Colombia. It is also used to identify the relevance of gender norms and power relations in a specific context (e.g., country, geographic, cultural, institutional, economic, etc.). Of equal importance, the analysis will include concrete recommendations on ways to mitigate gender inequality that can be integrated into USAID/Colombia Development Objectives (DOs), Intermediate Results and sub-Intermediate Results, monitoring and evaluation, and indicators.

Gender Analysis:

Per ADS 205.3.3, the gender analysis must provide descriptive statistics[148] on men, women and LGBTI (education, health, community participation, political participation, economic activity and earning, time use, violence, etc.) and will also provide country and sector-level quantitative and qualitative data on the key gender gaps for urban/rural inhabitants, Afro-Colombian and indigenous populations, and youth in each of the domains described in section 205.3.2: Laws, Policies, Regulations, and Institutional Practices; Cultural Norms and Beliefs; Gender Roles, Responsibilities, and Time Use; Access to and Control over Assets and Resources; Patterns of Power and Decision-making. These data will focus on the country level and on specific sectors where Mission resources are likely to be concentrated. At this level, the analysis should, to the extent possible, also provide information about groups of women or men that are particularly disadvantaged or that have strong unmet needs for empowerment (e.g., LGBTI persons, women from marginalized ethnic groups, women with disabilities, Venezuelan migrants, and so forth). All data and statistics will be disaggregated by age group and demographics (e.g., economically active population, Afro-Colombian and indigenous, family composition (with/without children), economic activity, wealth index, etc.) for the purposes of comparing gender issues within those groups and among non-group members.

It is expected that additional analyses may be needed for key sectors and specific prioritized regions (Bajo

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[146] Gap definition: disparity (Merriam Webster). The gaps in this case are between indigenous or Afro males and females or between Afro/indigenous and non Afro/indigenous women and urban women vs. rural women and/or urban women vs. urban men.

[147] The analysis must disaggregate by demographic group in order to be able to identify youth. USAID Youth in Development Policy defines youth in the cohort of 10-29 years. On the other hand, the UN, for statistical consistency across regions, defines 'youth', as those persons between the ages of 15 and 24 years, without prejudice to other definitions by Member States. For the sake of these analyses and assessments, USAID/Colombia will look at two distinctions under the youth category based on the mission's programming: Youth I: 10-15 years of age, and Youth II: 16-29 in order to program better distinct actions related to education, training, and workforce development.

[148]ADS 205.3.2. Descriptive Statistics in Gender Analysis: Gathering statistics on women and men is a core element of carrying out a gender analysis. As much as possible, these statistics should not treat men and women as monolithic categories, but should reflect the intersection of sex with other characteristics such as age, marital status, income, ethnicity, race, disability status, geographic location, sexual orientation and gender identity, or other socially relevant category as appropriate, in: Education, Health, Political participation, Economic activity and earnings, Time use, Violence, and Other relevant domains. It is important to understand the intersecting identities a person has in order to capture the extent to which they may or may not experience heightened marginalization or exclusion in society. Statistics disaggregated by sex should be collected and reported separately in two different categories (male or female) or fashioned into ratios or absolute or relative gaps to show the status of females relative to males. Indicators pertaining to either males or females only should also be included, for instance, those measuring progress toward women's participation and leadership.

Cauca, Norte de Santander, Tumaco, and Meta[149]) as the activities progress.

Key lines of inquiry for the analysis include the following (all of which should cover the relevant domains listed in ADS section 205.3.2:

1. What are the current gaps between men and women that belong to the following groups (listed below) in terms of gender analysis key domains [150], and provide recommendations on how USAID/Colombia programs can help close gender gaps found in the areas and sectors where USAID/Colombia works:

   a. **Primary:** Youth, urban and rural inhabitants, victims of the conflict, Afro-Colombian and indigenous persons.

   b. **Secondary:** People with disabilities, lesbian, gay, bisexual, transgender and intersex persons (LGBTI), victims of the conflict, and ex-combatants.

2. What are the key issues and constraints to equitable political and socio-economic participation and access to economic, political, and social opportunities of men and women in Colombia, with an emphasis on the priorities listed below (#3) and regions where USAID/Colombia programs operate?

3. What are the opportunities for integration of gender across the following themes:

   a. Democracy, human rights, governance, reconciliation, vulnerable populations (including Afro-Colombians, indigenous, victims, and ex-combatants, among others)

   b. Rural economic development, value chains, tertiary roads, land tenure

   c. Natural resources governance and corruption and illegal economies, criminal activity, and environmental crimes

   d. Citizen security, environmental defenders, and youth

   e. Venezuela and irregular immigration

4. What are the areas of opportunity for USAID's activities within priority sectors to help Colombia overcome those constraints?   In particular, what are some of the opportunities for rural women, particularly rural youth?

5. How does the urban/rural divide differentially affect men, women and LGBTI populations (provide information disaggregated by ethnicity and age)? What are the consequences of migration out of rural areas and into cities in regard to gender and USAID/Colombia programming?

6. What is the legal and policy framework to support gender mainstreaming, including gender-sensitive policies both at the central and local level in those municipalities where USAID works? (This can be done through a spot check of how these municipalities are incorporating these issues)

7. What are the effects and costs of gender-based violence (for different populations, but also within the context of each priority sector listed above in #3)?

8. What is the specific impact on women, particularly those of Afro-Colombian and indigenous origin, of actions taken by illegal armed groups (the so-called GAOs, Grupos Armados Organizados, for its Spanish acronym) at both rural and urban levels, and to what extent they can affect USAID

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[149] Based on the security situation; other options will be identified as needed.
[150] Laws, Policies, Regulations, and Institutional Practices; Cultural Norms and Beliefs; Gender Roles, Responsibilities, and Time Use; Access to and Control over Assets and Resources; Patterns of Power and Decision-making.

programming in the field?

Gender Assessment:

The **gender assessment** portion of the report will build upon the gender analysis to assess USAID's attention to gender sensitivity and gender integration in current USAID/Colombia strategic planning frameworks and projects/activities.

The assessment should also include recommendations for better addressing the gender gaps in the sectors in which USAID works. Findings, recommendations and results from the gender assessment will inform USAID's gender analysis.

In 2014, USAID/Colombia developed gender analyses for each DO or technical office which included the democracy and governance, vulnerable populations, rural development, and environment sectors. The research team will analyze how the gender gaps from that analysis have changed during the past five years. This can be done by taking the gaps identified in both the 2007 (high quality) and 2013 (lower quality) gender assessments and verifying: (1) if USAID did something to address them, and (2) if the conditions have changed in the last years, which is not necessarily directly attributed to USAID/Colombia.

Of note, the last five years have meant significant contextual change for Colombia, including signing and implementation of the peace accord, an influx of more than a million Venezuelans, and a new administration taking office. The assessment recommendations will concentrate on how USAID can operationalize gender and social inclusion within the forthcoming CDCS Results Framework, future Project Appraisal Documents, and implementing partner strategies for gender and social inclusion. It will identify possible entry-points for incorporation of gender and other considerations in carryover activities and potential new programs. Special attention will be paid to partnerships with the private sector. The research team will work with Mission monitoring and evaluation (M&E) focal points to propose CDCS gender indicators and an M&E framework, and as appropriate, to incorporate the Agency's eight gender key issue indicators into the framework. The research questions for the assessment include the following:

1. What are the impacts of the mission's proposed strategic approaches to address gender equality and on gender-based relations, taking into consideration ethnicity, age, and rural/urban residence, as well as other key variables in the different technical and geographic areas of intervention?

2. What are gender-based constraints to and opportunities for equitable participation, including for civil society, in planned and existing USAID/Colombia programs?

3. What are successful examples of gender equality, female empowerment, and addressing gender-based violence in the regions where USAID/Colombia works, as a result of USAID's work?

4. How did GBV contribute to or hinder the achievement of proposed development outcomes?

5. What are the gender issues for which USAID/Colombia possesses a comparative advantage to address, which includes identification of other major donors' gender strategies in the country?

6. Where is USAID/Colombia failing to address gender issues, in what sector, area of work, or geography among others? And why?

7. What is the institutional context supporting gender mainstreaming in the mission (policy, staffing, capacity building)? And among implementing partners?

3. ANALYSIS METHODOLOGY:

Gender Analysis and Assessment:

The gender analysis will comprise a combination of primary and secondary data collection. The desk review will include analysis of secondary data, including national and regional statistical databases, as well as literature relevant to the sector and the region. Relevant statistical indicators will be selected and updated, focused on the sector and region prioritized by each DO. USAID/Colombia will create a Google Drive Folder to provide all the reports that are not found on the internet (i.e., USAID/Colombia CDCS, PAD gender analyses, as well as other relevant reports and information).

Primary data collection will include semi-structured interviews and focus group meetings with USAID staff, implementing partners, government counterparts, the UN System, national NGOs, program beneficiaries, and key civil society stakeholders.

For the gender assessment, the team will rely on a desk review of USAID project documents, such as PAD gender analyses; Cooperative Agreements/Contracts; work plans; monitoring, evaluation, and learning plans; quarterly reports; evaluations; gender and social inclusion strategies for the projects; as well as semi-structured interviews with key informants and focus groups to gather additional information where secondary data are lacking. Efficiencies will be promoted by interviewing the same groups for both the gender analysis and gender assessment. For the gender analysis and assessment, the research team will consider the following:

1. Comprehensive review and analysis of pertinent literature and documents. Relevant materials might include, but not be limited to:

    a. Informe: Situación de Violencia contra la comunidad LGBTI en Colombia

    b. Informe de Investigación: Masculinidades corresponsables en Colombia

    c. Colombia 2017 Human Rights Report

    d. Informe Masatugó: Violencia contra las Mujeres en Colombia 2009-2014

    e. Informes de Red Nacional de Mujeres

2. USAID/Washington documents including, but not limited to:

    a. The Automated Directives System (ADS) 201 and 205

    b. U.S. Strategy to Prevent and Respond to Gender-based Violence

    c. USAID Vision for Ending Child Marriage and Meeting the Needs of Married Children

    d. U.S. Strategy to Empower Adolescent Girls

    e. Counter-Trafficking in Persons Policy

    f. USAID's Youth in Development Policy

    g. USAID Disability Policy Paper

    h. Advancing Disability-Inclusive Development

    i. USAID LGBT Vision for Action

    j. USAID Policy on Non-Discrimination

    k. Equal Employment Opportunity, Diversity and Inclusion

    l. Presidential Memorandum on International Initiatives to Advance the Human Rights of LGBT Persons.

3. USAID/Colombia documents, such as, but not limited to:

   a. Gender Analysis (2007 & 2013), the Mission's 2014-2019 CDCS, results frameworks for the DOs, Gender & Social Inclusion Mission Order (2015), evaluations.

   b. PAD Gender analyses for USAID-funded implementing mechanisms.

   c. Gender and social inclusion strategies developed by implementing partners after the 2015 Mission Order.

   d. Studies and assessments concerning gender conducted by donors, NGOs, national governments, regional organizations, and the academic community.

   e. National statistics on women from the [national statistics institute](#) and the [UNDP Human Development Index Reports](#).

   f. Recent literature that addresses gender issues in specific sectors and areas of strategic interest for the Mission (e.g., Citizen Security; Democracy and Governance (justice, community participation, election, civil society strengthening, conflict mitigation, and violence prevention); Inclusion and Reconciliation (work with victims, reintegration of ex-combatants, persons with disabilities, ethnic minorities); Economic Growth (rural economic growth, eco-tourism, rural youth, value chain development, licit opportunities, rural finance, land issues); Venezuela populations (socio-economic integration, health, food security, GBV, xenophobia); and Environment (resilience to climate change, conservation of biodiversity, sustainable management of natural resources, youth engagement).

4. Meetings and discussions with USAID/Colombia and implementing partners' staff involved in developing the Mission program. These will include where possible:

   a. Entry briefings with the Inclusive Development Advisor, the gender and social inclusion working group, the Reconciliation and Inclusion Office, the Program Office, and the Front Office.

   b. Preliminary briefing session for USAID/Colombia staff on the ADS 205 requirements for addressing gender in USAID programming.

   c. Meetings with DO teams and implementing partners on specific sectors and areas of interest, to jointly identify possible links to inclusive development issues in each DO and come up with recommendations to adequately consider these issues in the draft CDCS; to identify possible entry points for the incorporation of gender and inclusive development considerations into ongoing and future activities taking into consideration the current context of Colombia, and to recommend how inclusive development considerations can be adequately treated in the Mission draft CDCS.

   d. Presentation of the draft gender analysis and assessment to USAID/Colombia staff to obtain feedback.

   e. Presentation of findings externally in a public event, likely with a GOC partner like Consejera de la Equidad de la Mujer, USAID implementing partners, and other donors.

   f. Exit briefings with the Inclusive Development Advisor, Program Office, and the Front Office.

5. Interview selected key expert stakeholders, beneficiaries and other community members involved in current and proposed programs, including local gender expert resource groups; perform focus groups; conduct site visits to selected program activities as time permits, and ask them about problems, successes, and potentialities for improving attention to gender in USAID activities. To the extent possible, a representative from each technical team of USAID/Colombia will accompany the team during the interviews, focus groups, and site visits.

4. MAIN AUDIENCES

The main audience of these analyses and assessment is USAID and its implementing partners; they will particularly help the Program Office and DO teams in the preparation of mainstreaming gender in the CDCS 2019-2024 and program and/or project design work.

5. PERIOD OF PERFORMANCE

Performance Period: For the gender assessment is from January 5, 2018 – May 6, 2019.   Note: Jan. 21st and Feb. 18th, 2019 are holidays.

6. DELIVERABLES

The schedule of deliverables reflects the level of effort and does not include the time that would take USAID to review and approve them.

The timeline would be applied in a strict fashion and would be explicitly stated as part of the contract.

Gender Assessment:

The estimated dates for the Gender Assessment are January 5, 2019 to March 29, 2019.

The research team must submit the following deliverables which are associated to the schedule of payments as shown in the table and paragraphs below:

Table A1. Deliverable Timetable and Payment Schemes

Stages		Deliverables	Due Date
Preparation	1	Contractor submits an **Inception Report (IR)** for the Gender Assessment: ● Review of existing literature and organize resources (to be done before coming to Colombia). ● Detailed methodology (Databases for statistical analysis, secondary data to be used in desk review and domain and gender issues framework, and if applicable- selection and profiles of key informants, instruments to be used, identified risks and mitigation actions). ● Work Plan	January 5 - 20, 2018
Data Processing/field work	2	Gender Assessment: Meetings, expert interviews and a field trip. Contractor submits populated index of final report: Gender Analysis (including the gender assessment), List of interviewees and contact information. Contractor makes presentation of preliminary findings to USAID/Colombia at the end of field mission. Contractor develops a final report and present findings internally, to USAID staff, and externally in a public event, likely with a GOC (working-level) partner like the Consejera para la Equidad de la Mujer USAID implementing partners, and other donors. Exit briefings with the Inclusive Development Advisor, Program Office, and the Front Office	March 4 - 29, 2019
Draft Report	3	Contractor submits draft Gender Assessment report including recommendations.	April 18, 2019
		USAID completes review of draft Gender Assessment Report and provides consolidated feedback on report in one document	April 19 - 26, 2019
Final Report	4	Contractor completes edits on draft Gender Assessment Report based on USAID feedback	April 29 - May 6, 2019

Deliverable 1: Inception Report (IR) and Work Plan.   The IR is key since its contents will provide fully fledged and detailed description of how the gender analysis and the gender assessment will be carried out from beginning to end. It must include a detailed methodology for the Gender Assessment, detailed activities for the operationalization of the desk review and potential primary data collection, including localities and timeline for both fieldwork and the entire work, and necessary annexes to include any other relevant material. The IR is expected to have benefited from (a) review of all statistical databases identifying availability of information; (b) review of all the provided literature including additional secondary information retrieved by the research team; (c) the initial/ kick-off meeting; and (d) any other preparatory work before desk review and data processing. The IR must be clear, coherent and should not have any remaining issues and questions regarding any design or implementation issues. The Work Plan will include a detailed schedule of desk review activities and fieldwork, timeline for data processing and analysis, and drafting of final report, and any other relevant information regarding the assessment.

Deliverable 2: Products include: a) a presentation of preliminary findings of the Gender Assessment to USAID (PowerPoint presentation); b) populated index of the final report outlining the Gender Assessment in the final format agreed upon in the IR, including the main ideas in each section which reflect, in the most accurate way, the content of the final report (findings, conclusions, and recommendations); c) external presentation of findings in a public event, likely with a GOC (working-level) partner like the Consejera para la Equidad de la Mujer, USAID implementing partners, and other donors; and d) exit briefings with the Inclusive Development Advisor, Program Office, and the Front Office.

Deliverable 3: Draft of the gender assessment report. It is important that the report follow the pre-established format in the IR, ensuring all comments made to the populated index were incorporated. The draft of the final report will include tables and graphs, index and acronyms, and appendices (unless the latter are extensive). The report must not exceed 30 pages in length (without including appendices, lists of key informants, etc.) and will include any database in an Excel sheet in electronic format.

Deliverable 4: Final gender assessment report. The team must also submit all data records in Excel in electronic format and any other data collection instruments used. In case of semi-structured interviews, transcription files of key informants must be provided.

The final report (gender analysis that includes the gender assessment) will include the following sections:

Executive summary (3-4 pages): In English. Synthesizes main findings, recommendations, and lessons learned. Does not include new information not available in the report. This must be a stand-alone document.

Purpose (1 page): Clearly specifies the purpose of the analysis/assessment, the use of findings, the decisions for which evidence is being provided, and audiences of the report. The analysis/assessment topics of interest are articulated to the purpose; questions regarding lessons learned are included in this section.

Context and Background (2-4 pages): This section summarizes the sector/ themes under assessment in regard to the main problem addressed, as well as a description of the target population, geographic area, economic, social, historic and cultural context.

Methodology and limitations (3-6 pages): This section includes a detailed description of the methodology and instruments used in the analysis/assessment. This allows the reader to estimate the degree of credibility and objectivity in the data gathered and, in the analyses, performed. In case of primary data collection, instruments and sampling criteria must be explained. Here, a summary table must be included which presents the following: instruments used, types of key informants, information gathered, and limitations or observations encountered during data collection. Similarly, limitations regarding secondary data analysis should be disclosed.

Findings, conclusions, and recommendations (up to 15 pages): This is the main section of the report. Findings will be clearly supported by multiple evidence sources referenced in the text, increasing its credibility. To the extent possible, evidence will be presented by using graphs and tables, and any other form that facilitates the readers' understanding of the text. Recommendations must be concise, specific, practical, and relevant supporting decision-making and the achievement of results on behalf of key stakeholders (including USAID), as appropriate.

Appendices: Will include: a) SoW of the analysis/assessment, b) description of the design and methods used c) copies of the instruments used (if applicable), d) sources used for statistical and desk review analysis (primary and secondary), e) relevant outputs of data processing and analyses; f) other appendices required by USAID or provided by the assessment team.

The report must also include database files with corresponding complete technical description and dictionary.

ANNEX B: DETAILED METHODOLOGY

1. General Research Guiding Principles

The research team used an integrated analysis framework to carry out the Gender Analysis and Assessment. Close cooperation between the research team and key stakeholders both at the national and regional levels facilitated the implementation of this complex exercise. The approach for this exercise was guided by a number of methodological principles:

- **Holistic approach**. The analysis and assessment adopted a systemic/holistic approach on the five thematic areas and the different units of analysis (Afro-Colombians, indigenous people, victims of violence, youth and ex-combatants), and across different cross-cutting themes (such as gender-based violence).

- **Pragmatic and user-oriented approach**. The study findings and recommendations aimed to improve USAID strategy and programming on gender equality and women's empowerment. To achieve this, the research team concentrated on developing recommendations for the USAID/Colombia Program Office and Office of Acquisitions and Assistance (OAA), as well as the following mission technical offices: Reconciliation and Inclusion Office (RIO); Office of Democracy, Human Rights and Governance (DRG); Office of Rural Economic Development (RED); Office of Environment (ENV); and the Office of Transition Initiatives. (OTI)

- **Approach based on participation and learning.** The research approach was inclusive, participatory and collaborative to ensure that all actors and project participants contribute to the findings and recommendations of the research. The analysis and assessment also measure the degree of national participation in programming and program/project implementation. The team strived to consider the inputs of all stakeholders, their expectations and needs, and the comments and observations that they make. To do so, the team used multiple tools, including briefings, debriefings, individual interviews and focus groups with key stakeholders.

Other guiding principles of the Colombian Gender Analysis and Assessment are the following:

1. The analysis and recommendations considered women, men, girls, and boys as full and equal partners and beneficiaries of USAID programming.

2. The guiding questions for the analysis addressed gender equality in an intersectional manner by considering ethnicity, age, sex, disability and other relevant factors derived from the conflict (victims, ex-combatants, etc.).

3. The consultations with key stakeholders in USAID partner and non-partner organizations took into account the specific socio-economic, ethnic, age and cultural characteristics of the organization as a whole and the individuals participating in the organization/institution.

4. The consultations considered the political, social and economic context and the potential opportunities for reducing gender gaps and promoting women's empowerment in each project assessed.

5. The analysis and assessment, and its proposed recommendations avoided any unintended negative effects on current or future project beneficiaries.

6. The team took all necessary measures to ensure a safe and respectful environment for all

participants in the research by: 1. Ensuring gender-sensitive communication and methodological tools; 2. Requesting informed consent from participants in interviews; and 3. Ensuring non-discrimination and full respect for the human rights of all participants in the process.

The team ensured that the data collection strategy and questions adhered to industry standard ethical standards for data collection, such as World Health Organization ethical protocols on researching gender-based violence.

2. Gender Analysis and Assessment Steps

Methodological Approach and Steps

Based on the findings of the preliminary literature review, the mission objectives, and the experience of the team, the research team designed the Gender Analysis and Assessment Research Matrix in Annex C. The matrix links the analysis questions to the data sources and methods.

The design matrix informed the design of the tools for primary data collection in Annex D. These tools, tailored to each stakeholder, collected data on the advances and gaps identified in the literature review below.

From the information that USAID/Colombia provided and the team's knowledge of the Colombian context, the research team consulted 146 participants during interviews with key stakeholders (See Annex G for a full list) and 109 participants in focus groups.

Literature Review

The research team conducted a desk review of secondary data sources (see Annex F) during the month of January through March 2019. The preliminary findings of this desk review are presented in Section 3 of the Inception Report. The purpose of the desk review was to identify the major gender advances, gaps and constraints in Colombia as a whole, with a specific focus on the five aforementioned thematic focus areas that will be the main units of analysis for the 2019-2024 USAID/Colombia CDCS.

Fieldwork: Primary Data Collection

A team of four consultants (two international and two national) conducted the fieldwork in Colombia for a period of four weeks. During the delay caused by the US Government furlough, the research team conducted preliminary interviews by phone with USAID CORs, AORs and implementing partners. During this time, the team also focused on gathering additional information from relevant USAID/Colombia mission and project staff, finalizing the mission methodology, and furthering nuancing the agenda for the fieldwork in and outside of Bogotá.

At the same time, the team conducted an in-depth review of project documentation. This approach supported the preparation of the field work. During the first week of the field work, once in Colombia, the team conducted working sessions and a brainstorming session with AORs, CORs and implementing partners to validate the data reviewed and collected during the furlough period. During the first week of the mission, the team also provided an in-briefing for USAID/Colombia to present the objectives of the Gender Analysis and Assessment and to review USAID's expectations regarding the approach of the in-country data collection, the methodology and the data collection tools. The team presented preliminary results at an Out-brief Presentation at the USAID/Colombia Mission on March 28th that was well attended with representatives from all Offices.

The main data collection tools included the following: a desk review, semi-structured interviews, focus group discussions, and individual online surveys of USAID staff and partners. Specific field question guides (Annex D) for the facilitation of each one of these interviews will be adapted to the different stakeholders.

The tools aligned with the areas of inquiry set out in the Gender Analysis and Assessment Research Matrix. Data collection took place in Bogotá, Medellín, Caucasia, Segovia, El Bagre, Tumaco, Villavicencio Barranquilla, Cartagena, and San Jacinto. The team split into two sub-teams to carry out data collection in each of the focus areas.

Table B1. Tools for Collecting Primary Information

Technique	Stakeholders	Purpose
Semi-structured Interviews	USAID Staff, USAID Implementing Partners, GoC counterparts (Central and local level), GEWE CSOs.	• To gather data on gender equality advances, gaps, challenges, constraints and opportunities in line with the USAID/Colombia priority areas of intervention, cross-cutting issues and geographical areas of intervention. • To assess gender integration within USAID policy, planning, operations and gender capacities, and to identify opportunities for future USAID programming. • To identify opportunities for enhancing collaboration.
Focus Groups	Women and Men Participants in USAID Programs/Projects. International Donor Community.	• To capture project participants' opinions and perceptions regarding gender constraints, and the benefits and opportunities associated with USAID programming. • To determine the way that the projects and the implementing partners are identifying and addressing the advances and gaps.
Online Survey (SurveyMonkey)	USAID Staff USAID Partner	• To assess USAID staff and partner individual and institutional practices, knowledge and attitudes related to GEWE. • To measure the extent to which USAID/Colombia staff and partners integrate gender equality and women's

		empowerment (GEWE) in USAID's strategic objectives, programming, budgeting, implementation, monitoring, evaluation and learning plans, and Performance Management Plans. ● To measure the extent to which the organizational culture, systems and tools of USAID/Colombia and its partners support the integration of gender equality.

3. Assumptions and Risk Management

The present assignment is based on a number of assumptions that are relevant for its successful implementation:

    a. USAID staff members understand the importance of gender equality and women's empowerment both as an objective and a principle in development policy.

    b. The team enjoys the full technical support from key USAID program officers and USAID project staff, implementing partner, and GoC counterparts.

The approach to risk management contains the following elements:

Table B2. Risks and Assumptions

Risk	Possible Mitigation Action
Availability of key program documentation	Contractor to request existing key documentation for each project to be assessed. The methodology is validated in adequate time and measure.

Different stakeholders may have different levels of understanding of the integration of gender issues	The research team will clearly explain the purpose of the Gender Analysis and Assessment goal and activities to all USAID/Colombia staff and partners.
Implementing partners have not carried out a gender analysis or do not have in-depth knowledge of the regional and national context with respect to gender equality.	The research team will contribute to providing nuanced findings and recommendations by department and will identify issues relevant to the particular region before each field visit.
The security situation in any of the departments does not allow for the completion of the field visit.	The team will seek out regular updates on security situations. Alternative data collection plan will be developed if needed.

4. General Gender Analysis and Assessment Research Questions

The Gender Analysis and Assessment focused on answering the following questions, which are divided into three groups:

A. **Regarding the Gender Analysis** (actual gender-related advances, gaps, challenges and opportunities in Colombia):

1. What are the current gaps between men and women that belong to the groups listed below in table 3 with respect to the ADS205 gender analysis key domains[151], what are the recommendations on how USAID/Colombia programs can help to further the advances and close the gender gaps found in the areas and sectors where USAID/Colombia works?

2. What are the key issues and constraints to equitable political and socio-economic participation and access to economic, political, and social opportunities of men and women in Colombia, in the sectors and departments where the USAID/Colombia programs operate?

3. What are the opportunities for integration of gender across the following themes:

   a. Democracy, human rights, governance, reconciliation, vulnerable populations (including Afro-Colombians, indigenous, victims, and ex-combatants, among others)

   b. Rural economic development, value chains, tertiary roads, land tenure

   c. Natural resources governance and corruption and illegal economies, criminal activity, and environmental crimes in gold mining, coca cultivation and other extractive industries

   d. Citizen security, environmental defenders, and youth

   e. Venezuela and irregular immigration

4. What are the areas of opportunity for USAID activities within priority sectors to help Colombia overcome those constraints?   In particular, what are some of the opportunities for the population groups listed in Table 3 below?

5. How does the urban/rural divide differentially affect men, women and LGBTI populations? What

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[151] Laws, Policies, Regulations, and Institutional Practices; Cultural Norms and Beliefs; Gender Roles, Responsibilities, and Time Use; Access to and Control over Assets and Resources; and Patterns of Power and Decision-Making.

are the consequences of migration out of rural areas and into cities with regard to gender equality and USAID/ Colombia programming?

6. What is the legal and policy framework to support gender mainstreaming, including gender-sensitive policies both at the central and local level in those municipalities where USAID works[152]?

7. What are the effects and costs of gender-based violence (for different populations, but also within the context of each priority sector listed above under numeral 3)?

8. What is the specific impact on women, particularly those of Afro-Colombian and indigenous origin, of actions taken by illegal armed groups (the so-called GAOs, *Grupos Armados Organizados*, by its acronym in Spanish) at both rural and urban levels, and to what extent they can affect USAID programming in the field?

9. Regarding specific and practical recommendations for improving USAID/Colombia's work on advancing women's rights and gender equality and female empowerment: Which are the key entry points for promoting GEWE in carryover activities and potential new programs?

B. Regarding the Gender Assessment — consideration of gender equality issues and constraints in USAID/Colombia's programming and implementation:

1. What are the impacts of the mission's proposed strategic approaches to address gender equality and on gender-based relations, taking into consideration ethnicity, age, and rural/urban residence, as well as other key variables in the different technical and geographic areas of intervention?

2. What are gender-based constraints to and opportunities for equitable participation, including for civil society, in planned and existing USAID/Colombia programs?

3. What are successful examples of gender equality, female empowerment, and gender-based violence responses in the regions where USAID/Colombia works, as a result of USAID's work?

4. How did GBV contribute to or hinder the achievement of proposed development outcomes?

5. What are the gender issues for which USAID/Colombia possesses a comparative advantage to address, which includes identification of other major donors' gender strategies in the country?

6. Where is USAID/Colombia failing to address gender issues, in what sector, area of work, or geography among others?   And why?

7. What is the institutional context supporting gender mainstreaming in the mission (policy, staffing, capacity building)?   And among implementing partners?

8. How can USAID/Colombia improve gender integration and social inclusion within the upcoming CDCS Results Framework and further Project Appraisal Documents?

9. Which key gender indicators could be used (and provide to implementing partners) to monitor and evaluate the progression, results and impacts of the mission's work on gender equality and women's empowerment?

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[152] This can be assessed through a spot check of how these municipalities are incorporating these issues.

Table B3. Key Elements to Consider in the Gender Analysis and Assessment

Key Elements	Details
Actors	• **Primary**: Youth[153], urban and rural inhabitants, victims of the conflict, Afro-Colombian and indigenous persons. • **Secondary**: Persons with disabilities, lesbian, gay, bisexual, transgender and intersex persons (LGBTI), victims of the conflict, and ex-combatants.
Sectors (focused on sectors and areas where USAID is working)	• Democracy, human rights, governance, reconciliation, vulnerable populations (including Afro-Colombians, indigenous, victims, and ex-combatants, among others). • Rural economic development, value chains, tertiary roads, land tenure • Natural resources governance and corruption and illegal economies, criminal activity, and environmental crimes in gold mining, coca cultivation and other extractive industries. • Citizen security, keeping people safe: This includes human rights defenders, social leaders, environmental defenders, and youth. The emphasis on youth focuses on preventing the youth from participating in illegal activities/violence. • Venezuela and irregular immigration.
ADS205 Domains	• Laws, Policies, Regulations, and Institutional Practices • Cultural Norms and Beliefs • Gender Roles, Responsibilities, and Time Use • Access to and Control over Assets and Resources • Patterns of Power and Decision-making

The data collection on the ADS205 domains included a focus on women's economic empowerment. The research team used data collection tools that Banyan Global has developed under the USAID/GenDev ADVANTAGE IDIQ – Women's Entrepreneurship and Economic Empowerment Task Order for this purpose.

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[153] USAID Youth in Development Policy defines youth in the cohort of 10-29 years. The UN, for statistical consistency across regions, defines 'youth', as those persons between the ages of 15 and 24 years, without prejudice to other definitions by Member States.

5. Limitations of the Research

It was not possible to access all the RFAs/RFPs because some are confidential.   However, we were able to gather information about their contents during key stakeholder interviews. Many CORs/AORs were not employed during the design of the RFA/RFP, so they could not speak to how GVP was integrated into that component.   The team also did not have access to all of the MEL plans to assess gender equality mainstreaming.   Nevertheless, for the majority of the cases the team was able to access all of the relevant documents and use these for the respective analysis.

ANNEX C: RESEARCH MATRIX

The tables below include the research instrument to facilitate gathering the required information for the Colombia Gender Analysis and the Gender Assessment. The table reports the Research Objectives (rephrased and grouped in 14 dimensions), the specific information needs for each one of them, and the tools proposed to gather the information from both secondary (documents) and primary sources (persons and institutions/organizations). The information needs are the base for designing the information gathering tools (interviews, focus groups, online survey and workshops) that will be tailored according to each specific stakeholder and its context.

Table C1. Guiding Questions for the Gender Analysis

N°	Research Theme	Information Needs	Tools and Sources of Information
1	Current gender gaps and advances between women and men that belong to the targeted group[154] regarding USAID's key priority intervention areas and main domains.[155]	• Gender gaps and advances in access to Assets and Resources; Security and Justice; Economic Development; Management of Natural Resources and Climate Change; Migration; Political and Community Participation. • Specific gender gaps regarding young women and men, and other relevant groups regarding vulnerability.	Literature review: National statistics and data bases (INE), research reports, global indexes, USAID's studies.
2	Key issues and constraints to equitable political and socio-economic participation and access to opportunities for women and men.	• Main restrictions/obstacles/limitations to equitable access to sector's opportunities. • Gender stereotypes and direct and indirect discrimination; gender cultural norms (intersection by ethnic groups); LGBTI situation; youth.	Literature review: Research reports, USAID and others donor's studies, national reports to international mechanisms (CEDAW, ILO Conventions, SDG's, DSOs, etc.). Semi-structured interviews: GEWE experts, USAID staff and implementing partners, UN Gender Advisor, UNFPA, UNCHR, UN Women, IOM,
3	Areas of opportunity for gender integration across key thematic areas[156]	• Potential entry points for gender integration	Semi-structured interviews: GEWE experts, USAID staff and implementing partners, Mission Gender Advisor.

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[154] Primary: Youth, urban and rural inhabitants, Afro-Colombian and indigenous persons, and Secondary: People with disabilities, lesbian, gay, bisexual, transgender and intersex persons (LGBTI), victims of the conflict, and ex-combatants.

[155] Laws, Policies, Regulations, and Institutional Practices; Cultural Norms and Beliefs; Gender Roles, Responsibilities, and Time Use; Access to and Control over Assets and Resources; Patterns of Power and Decision-making.

[156] Key interventions areas: 1) Democracy, human rights, governance, reconciliation, vulnerable populations (including Afro-Colombians, indigenous, victims, and ex-combatants, among others), 2) Rural economic development, value chains, tertiary roads, land tenure, 3) Natural resources governance and corruption and illegal economies, criminal activity, and environmental crimes in gold mining, coca cultivation and other extractive

			Focus groups: USAID project participants, donors, UN Gender Advisor, UNFPA, UNCHR, UN Women, IOM,
4	Legal-policy framework to support gender mainstreaming, including gender-sensitive policies at central and local level.	• Legal framework for gender equality at local and national level. • Public policies and programs addressing gender equality and women's empowerment in the sectors. • Relationship/coordination between sectors and national/local mechanisms for the advancement of women. • Institutional capacities for GEWE in the public implementing institutions.	Literature review: National laws, regulations and policies, gender equality policies and instruments at national and local level. Semi-structured interviews: USAID staff, donors, public representatives, UN Gender Advisor, UNFPA, UNCHR, UN Women, IOM, GEWE CSOs.
5	Gender and Migration	• Migration and its differential gender causes and impacts on women and men into cities	Literature review: National statistics and databases, research documents. Semi-structured interviews: USAID staff, donors, public representatives, UN Gender Advisor, UNFPA, UNCHR, UN Women, IOM, GEWE CSOs.
6	Effects and costs of GBV for the different group populations, within USAID/Colombia key priority intervention areas.	• Characterization of GBV against women and girls (home, community, work place), including femicide. • Human rights violations for women and men: human trafficking, prostitution, early marriage and adolescent pregnancy, access to sexual and reproductive health services. • What is the specific impact on Afro-Colombian and indigenous women of actions taken by illegal armed groups (GAOs) at both rural and urban levels, and to what extent they can affect USAID programming in the field.	Literature review: INE reports, USAID and others donor's studies, national reports to international mechanisms (CEDAW, Istanbul, etc.). Semi-structured interviews: GBV experts and CSOs, USAID staff and implementing partners. Focus groups: Women participants in USAID projects, UN Gender Advisor, UNFPA, UNCHR, UN Women, IOM, GBV CSOs

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industries. This can include using national parks and degrading natural resources for coca cultivation, 4)   Citizen security, keeping people safe: This includes human rights defenders, social leaders, environmental defenders, and youth. The emphasis on youth focuses on preventing the youth from participating in illegal activities/violence (this is a new focus for the USAID/Colombia mission), and 5) Venezuela and irregular immigration

N°	Research Theme	Issues to Analyze	Tools and Sources of information
USAID/Colombia Programming			
7	Results and impacts of gender integration in USAID/Colombia strategic approach and programming (includes questions 1, 3, 4, and 6 of Research Objectives in the SoW).	• Steps and actions taken by USAID after the 2013 gender analysis for Project Appraisal Documents (PADs). • Gender objectives in 2013-2019 programming by development objective. • Evolution of gender gaps identified in 2013 and contribution from USAID/Colombia. • Results and impacts of mission's approach to GEWE from 2013 up to now. • Successful examples/good practices of USAID on GEWE and addressing gender-based violence.	<u>Literature review:</u> USAID project documents, M&E reports. <u>Semi-structured interviews:</u> USAID staff, implementing partners. <u>Focus groups:</u> USAID project participants.
8	Gender-based constraints and opportunities.	• Women's and girls' specific constraints to access USAID/Colombia programs' opportunities. • Potential entry points for enhancing GEWE through USAID/Colombia present and future programs.	<u>Literature review:</u> USAID program documents, M&E reports. <u>Semi-structured interviews:</u> USAID staff, implementing partners. <u>Focus groups:</u> USAID Project participants. <u>Online Survey:</u> Implementing partners
9	USAID/Colombia comparative advantage	• What is USAID doing better in terms of promoting GEWE? • Present and potential synergies and complementarities with other public/private or development initiatives on GEWE.	<u>Literature review:</u> USAID program documents, M&E reports. <u>Semi-structured interviews:</u> USAID staff, implementing partners, int. donors, GEWE experts and CSOs.
10	GBV affecting programming	• Lessons learnt of gender integration and female empowerment • Best practices on addressing GBV	<u>Semi-structured interviews</u>: USAID program management, MEL staff, Mission Gender Advisor. <u>Semi-structured interviews:</u> GBV experts and CSOs, USAID staff and implementing partners.
USAID/Colombia Gender Capacities			
11	Gender Policy implementation and budgeting/ADS 205.	• Adoption, revision and periodic update of Mission Order (MO) on gender.	<u>Literature review:</u> USAID gender and inclusion policies; USAID/Colombia program documents, M&E reports and gender related documents.

		• Compliance with the GEP in program cycle (PAD gender analysis, program objectives). • Reflection of Gender Subkey Issues in annual budget attributions in Operating Plans (OPs). • Role and impact of gender institutional mechanisms (Mission Gender Advisor or/and Gender Points of Contact). • Gender integration in solicitations. • Implementing partners' accountability on gender integration.	Online survey: USAID staff, USAID implementing partners. Semi structured interviews: USAID Mission Gender Advisor, program management and directors.
12	Said staff and partners gender capacity	• Gender training for USAID/Colombia staff and implementing partners. • Availability and use of gender integration technical/practical tools. • Production and reporting of gender-sensitive data and information. • Existence of appropriate gender indicators in Performance Plans and Reports (PPRs). • Gender integration in staff performance plans. • Development of gender sensitizing processes (ex. gender champions).	Literature review: USAID program documents, M&E reports, and other documents produced. Online survey: USAID staff, USAID implementing partners. Semi-structured interviews: USAID human resources management, Mission Gender Advisor. Literature review: USAID program documents, M&E reports, and other documents produced. Semi-structured interviews: USAID human resources management, Mission Gender Advisor, MEL staff
13	Accountability on GEWE	• Coordination and dialogue spaces between USAID/Colombia and other actors, particularly civil society and academy. • Accountability mechanisms on GEWE (to international. community, government and CSOs).	Semi-structured interviews: USAID senior management, Mission Gender Advisor, implementing partners and GEWE CSOs.

ANNEX D: INFORMATION-GATHERING TOOLS

INFORMATION TOOL 1a. SEMI-STRUCTURED INTERVIEW (USAID STAFF)

Introduction:

Good morning. We appreciate your availability to participate in this gender analysis and assessment for USAID/Colombia. The gender analysis and assessment will inform USAID/Colombia's 2019-2024 Country Development Cooperation Strategy. The strategy outlines the USAID mission's priority actions across several thematic areas. These thematic areas include:

- **Democracy, human rights, governance,** reconciliation, vulnerable populations (including Afro-Colombians, indigenous, victims, and ex-combatants, among others).

- **Rural economic development**, value chains, tertiary roads, land tenure.

- **Natural resources governance and corruption and illegal economies,** criminal activity, and environmental crimes in gold mining, coca cultivation and other extractive industries.

- **Citizen security, keeping people safe:** This includes human rights defenders, social leaders, environmental defenders, and youth. The emphasis on youth focuses on preventing the youth from participating in illegal activities/violence. This also refers to community empowerment and citizen's empowerment and citizen's ability to ensure their own protection (citizen oversight, alternative dispute resolution, etc.); state institutions (local and national ability to protect citizens and prevent violence, justice system response, etc.); and youth resilience (education and economic opportunities). This is a new focus theme for the USAID/Colombia mission.

- **Venezuela and irregular immigration**[157]**.**

The interview will take approximately 1 hour. We want to ensure you that all the information you provide and your opinions will be treated **confidentially**.

a) About the office:

1. Can you tell us in general terms what is the focus and the objectives and scope of your office? What kind of projects do you manage?

2. How is the ADS 205 and the USAID Gender Equality Policy applied to what your office does? How do you take it into account?

3. In your experience, what are the main gender gaps, constraints and advances that women and men face in your sector or sub-sector What are the gaps that specifically affect youth, urban and rural inhabitants, victims of the conflict, Afro-Colombians and indigenous persons?

4. What are the key issues and constraints that limit/impede equal participation and access to program activities and opportunities/benefits? How do other conditions, such as ethnic group, age, rurality, disability, LGBTI people, victims of the conflict, and ex-combatants, affect those

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[157] The thematic areas represent those in the 2017 U.S. Strategy for Engagement in Latin America.

gaps/constraints? Can you give us some concrete examples?

5. What has your team done to address the constraints to address the gender constraints to promote more equal relationships between women and men and the empowerment of women and girls?

6. What are the current `specific gender equality and women's empowerment objectives of this office? Are there any specific strategies and activities implemented across projects to achieve them? Is everyone both in the office and also at the project level aware of them?

7. Are you aware of the existence of gender-based violence in the context of where the programs take place? How does it manifest? How does it relate to other expressions of social violence (illicit trafficking, GAOs action particularly on Afro-Colombian and indigenous women, at both rural and urban level, etc.)? According to your experience, does it affect in anyway the participation and access to benefits for women/girls and men/boys regarding the programs?

8. Is migration, from rural areas into cities, an issue in the context of the programs of this office? Why? How does it affect USAID programming in regard to gender? In your experience, are there differential characteristics/expressions of migration on women/girls and men/boys?

9. According to your knowledge, what are the main advantages/challenges in term of gender policy framework and legal/institutional capacities in the public sector institutions (in general and those this office supports through the programs)? Is your office developing any activities to strengthen them?

10. If you would have to mention three main results that this office has produced (through the programs it manages, and during the actual CDCS) or is producing in terms of improving gender equality and women's participation and empowerment, what would they be?

11. What would you say is USAID's added value in this area? Are you coordinating/working with other donors to generate synergies for achieving greater gender impact in your sector?

12. Do you identify any limitations or challenges/lessons learned for better addressing gender gaps and constraints within your Development Objective? Do you have any recommendations on this regard for the upcoming CDCS?

b) Gender Capacities

1. What are the main constraints your office faces to ensure that the implementing partners integrate gender equality in a concrete and effective way such as in solicitations, the development of project appraisal documents (PAD) project-level gender strategies, project MELS plan, project quarterly reports, and project annual reports? Any suggestions on what USAID could do to support them?

2. What kind of support do you receive internally to strengthen the gender integration capacities of this office and its staff? Do you have any suggestions on how to improve them?

3. How do you monitor and evaluate the performance of the implementing partner in terms of actions implemented and results on promoting more equal gender relationships and women's empowerment through the programs? Do you think the monitoring is efficient?

4. Is there any support that you need to be able to support partners to integrate gender equality and women's empowerment more effectively?

Thank you very much.

INFORMATION TOOL 1b. SEMI STRUCTURED INTERVIEW (Partners)

Introduction:

Good morning. First of all, we appreciate your availability to participate in this gender analysis and assessment for USAID/Colombia. The interview will take approximately 45 minutes. We ask your permission to record it, but at the same time we want to ensure you that all the information you provide and your opinions will be treated confidentially.

a) About the program

1. Can you tell us in general terms what is the focus and the scope of the USAID/Colombia-financed project that you manage?

2. How do you define gender equality and women's empowerment within the context of your project/program?

3. What are the current specific objectives of this project in terms of gender equality and women's empowerment? Is everyone both in the office and also at the project level aware of them?

4. Did the project include gender in its solicitation? How so? According to the solicitation, were project proposals rated more favorably if they addressed gender equality and women's empowerment?

5. Did the project conduct a project gender assessment? When it did it conduct the assessment? Are there any good practices that you want to cite about the assessment? What were some of the challenges in conducting the assessment?

6. We had an opportunity to read your project gender strategy. Are there any good practices that you want to cite in the strategy? What were some of the challenges in preparing the strategy?

7. Did the project integrate the findings of the gender assessment or strategy in the project Monitoring, Evaluation and Learning Plan (MELS)? Are there any good practices that you want to cite in this process? What were some of the challenges in so doing?

8. What are the key strategies/actions (specific and non-specific) that the program puts in place to overcome potential constraints for ensuring active participation and empowerment of women?

9. According to your experience and the project you manage/work for: What are the most relevant gender gaps and advances between women and men? What are the key issues and constraints that limit/impede equal participation and access to program activities and benefits?

10. How do other conditions such as ethnic group, youth, urban and rural inhabitants, Afro-Colombian and indigenous person's disability, LGBTI, victims of the conflict and ex-combatants affect those gaps/constraints?

11. In this project, how do women and men (taking into consideration ethnicity, age, and rural/urban residence, as well as other key variables in the different technical[158] and geographic areas of intervention) participate (at the operational and the beneficiary level)? What do they do?

12. Are you aware of the existence of gender-based violence in the context where the program takes place? How does it manifest? How does it relate to other expressions of social violence (illicit trafficking, GAOs action particularly on Afro-Colombian and indigenous women, at both rural and urban level, etc.)? Does it affect in anyway the participation and access to benefits for women/girls and men/boys regarding the program?

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[158] Such as ethnic group, age, rurality, disability, LGBTI, victims of the conflict, and ex-combatants, youth, urban and rural inhabitants, Afro-Colombian and indigenous persons.

13. Which measures has the program taken to mitigate the risk of GBV or to address GBV when it occurred in the past or during program implementation?

14. Is migration, including the migration of Venezuelans and returning Colombians, an issue in the context where the program works? Why? How does it affect the program and the organizations/people involved? In your experience, are there differential characteristics/expressions of migration on women/girls and men/boys?

15. Have you included measures in your project to address the specific needs of Venezuelan migrants? If so, which? Have you included any measures to address gender equality and women's empowerment among the Venezuelan population? Are there any additional measures that you like to take? Are there any constraints to do so?

16. Does the project disaggregate its indicator data by gender?

17. Does the project include specific gender indicators? If so, which?

18. If you had to select three main results that the program has produced or is producing in terms of improving gender equality and women's participation and empowerment, what would they be?

19. Through your experience in this field, is there any lesson learned that you would consider relevant to share with us?

20. Could you share your project's MELS plan and gender assessment (if one exists that is separate from the gender strategy)?

b) About the collaboration with USAID/Colombia

1. Are you aware of USAID Gender Equality and Female Empowerment Policy? Could you tell us briefly what it requires from implementing partners?

2. Are you aware of the USAID Automated Directives System 205, which is focused on Integrating Gender Equality and Female Empowerment in USAID's Program Cycle? How have you incorporated it into your work?

3. Are you aware of any USAID/Colombia guidance on the integration of gender equality and women's empowerment? If so, has the guidance informed your planning or programming in any way?

4. Which kind of support do you receive from USAID to integrate or monitor gender equality and women's empowerment in your program? How does USAID provide this support? Do you think these mechanisms are effective?

5. Is there additional support that you would recommend USAID/Colombia provide in this regard?

INFORMATION TOOL 2. FOCUS GROUPS (Women and Men Project/Program Participants)

Introducción:

Buenos días a todas. En primer lugar, queremos agradecerles su tiempo y disponibilidad para participar en este grupo focal, que forma parte de las consultas que estamos realizando en el marco de un análisis de género de país que USAID/Colombia nos ha encargado. Estamos realizando este análisis para informar la próxima estrategia quinquenal de USAID/Colombia.

Siendo ustedes participantes directas/os en el programa, tenemos mucho interés en conocer cuál ha sido su experiencia al respecto. Les agradecemos de antemano que se sienta libre de expresar sus opiniones, ya que todo lo que aquí se diga será tratado con total confidencial.

1. Les agradeceríamos mucho que se presentaran y que nos contaran brevemente cuál es su relación con el programa.

2. ¿En qué consiste su participación? ¿Pueden contarnos un poco que actividades se desarrollan? ¿Participan las mujeres en las mismas actividades que los hombres y viceversa, o hay actividades en las que participan más unas que otros o al revés?

3. ¿Cuáles son las razones que les han llevado a participar en el programa? ¿Les ayuda o aporta de alguna manera a mejorar sus vidas, las de sus familias y comunidades? ¿Su participación podría mejorarse de alguna manera?

4. ¿Participó Ud. o miembros de comunidades/organización de alguna manera en el diseño del proyecto?

5. ¿Han enfrentado algún problema particular para poder participar, en su familia, en la comunidad o con relación al propio programa? ¿Cuáles son las razones que limitan o impiden su posibilidad de participar?

6. En general, ¿Cuáles son los principales problemas que las mujeres (grupo étnico, edad, discapacidad, personas LGBTI, víctimas del conflicto y excombatientes, jóvenes, habitantes de zonas urbanas y rurales, afrocolombianos e indígenas) enfrentan para poder salir adelante, sacar adelante a sus familias y ser más autónomas? ¿Cuentan con algún tipo de apoyos para solventarlos? ¿Cuáles?

7. Desde su punto de vista, ¿cree que el proyecto tiene en cuenta las necesidades específicas de las mujeres y los hombres en esta área? ¿Cómo es eso? ¿Qué lo hace que falta?

8. En general, ¿Cuáles son los principales problemas que los hombres (grupo étnico, edad, discapacidad, personas LGBTI, víctimas del conflicto y excombatientes, jóvenes, habitantes de zonas urbanas y rurales, afrocolombianos e indígenas) enfrentan para poder salir adelante?

9. Si miran atrás y se ven a ustedes mismas antes de comenzar a participar en estas actividades, y se miran ahora, ¿Ha cambiado algo en ustedes, ya sea en su forma de pensar, de relacionarse con las demás personas? ¿Ha cambiado algo en sus familias y en la relación con sus esposos/compañeros, hijos e hijas o en su participación en la comunidad?

10. ¿Se les ocurre alguna idea sobre cómo se pudiera mejorar el programa para que más mujeres, más hombres, y población más diversa pudieran participar activamente, mejorar su autoestima y desarrollarse individual y colectivamente?

MUCHAS GRACIAS POR SU PARTICIPACION.

ANNEX E: OVERVIEW OF LEGAL AND INSTITUTIONAL FRAMEWORKS

Table E1. Colombia's Key Gender Equality and Women's Empowerment Laws

Legal Instrument	Key Aspects Regarding Gender Equality and Women's Rights
General Instruments	
Constitución Política de Colombia/Political Constitution of Colombia (1991)	Establishes democracy, human rights, plurality and human dignity as basic principles. This Constitution includes several articles regarding economic, social, cultural and political equality, with special attention to those groups that are discriminated against or marginalized. Art. 13: "All individuals are born free and equal before the law, will receive equal protection and treatment from the authorities, and will enjoy the same rights, freedoms, and opportunities without any discrimination on account of gender, race, national or family origin, language, religion, political opinion, or philosophy." Art. 40: "Any citizen has the right to participate in the establishment, exercise, and control of political power …. The authorities will guarantee the adequate and effective participation of women in the decision-making ranks of the public administration." Art. 43: "Women and men have equal rights and opportunities. Women cannot be subjected to any kind of discrimination …."
Código Civil/Civil Code	Art.117: Marriage under 18 years of age is allowed with the written consent of the parents. Therefore, prohibition of marriage before age 18 represents a further goal for reform. Art. 140: Marriage between a man and women under 14 years of age is considered without effect. Art. 154: Causes for separation or divorce. Art. 109: Both spouses will have equal authority in the home; in case of divergence between the spouses, a judge will be involved. Art. 181: A married woman of legal age can freely manage and dispose of her assets.
Bases del Plan Nacional de Desarrollo 2018-2022 Pacto por Colombia, pacto por la equidad/ Pillars of the National Development Plan 2018-2022 Pact for Colombia, Pact for Equity	The National Development Plan (NDP) of the current government is still being discussed and will become law once Congress approves it, during the first semester of 2019. The NDP establishes the strategies, mechanisms and actions that guide the action of the National Government to address the prioritized issues faced by the country in terms of health, education, poverty, inequality, work environment, sustainable development, and armed conflict and criminal activities, among others. The NDP will focus on three structural pacts: equality, entrepreneurship and productivity, and legality. The

	Pacto por la Igualdad de la Mujer (Pact for the Equality of Women) is one of the cross-cutting themes of the NDP 2018-2022. It devotes special attention to gender equality, aiming to: strengthen government's institutions to integrate gender; eliminate gender gaps in education and the labor market; promote political participation and representation; promote sexual and reproductive rights; recognize and redistribute care work; guarantee women's right to a life free of violence; and protect women victims of violence.[159]
Specific Gender Equality Legal Instruments	
Ley 51 de 1981 / Law 51 (1981)	Ratifies the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).
Ley 248 de 1995 / Law 248 (1995)	Ratifies the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women (Belém do Pará Convention). With this law, the Colombian state establishes that every woman has the right to a life free of violence and is entitled to the free and full exercise of her rights.
Ley 294 de 1996 / Law 294 (1996)	Prevents and punishes domestic violence, establishes protection mechanisms and reaffirms equality of rights and opportunities between women and men.
Ley Estatutaria 581 de 2000 "Ley de Cuotas"/ Law 581	Establishes that women should occupy at least 30 percent of positions in the decision-making ranks of the public administration.
Ley 731 de 2002/ Law 731 (2002)	Aims to improve the quality of rural women's lives, establishing provisions to foster equality between men and women including for funding, technical assistance, representation and participation, education, and land tenure.
Ley 823 de 2003 / Law 823 (2003) - Modified by Law 1496 (2011)	This law establishes the institutional framework that orients the policies and actions taken by the Government to guarantee equality for women and the exercise of their rights. One of the main advances of this law is the attempt to ensure equality in the workplace by the principle: "*salario igual a trabajo de igual valor*" (equal salary to equal work).
Ley 1232 de 2008 / Law 1232 (2008)	Establishes the need for the National Government to provide the mechanisms to protect women who are head of family, strengthening their rights and ensuring them dignity, equality, and access to welfare services and financing.
Ley 1257 de 2008 / Law 1257 (2008)	Establishes provisions to raise awareness and to prevent and punish every type of violence and discrimination against women. The law considers strategies at the national and local level regarding education, work, security, and health. Also, it incorporates the duties of Government, family and society to contribute to the elimination of violence and discrimination against women.
Auto 092 de 2008 / Auto 092 (2008)	Recognizes that forced displacement affects women differently because of gender-based violence and

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[159] Departamento Nacional de Planeación—DNP. Bases del Plan Nacional de Desarrollo, 2018.

	discrimination; stipulates that their rights to a life free of such violence and discrimination should be protected and guaranteed. This *Auto* acknowledges the additional vulnerability of indigenous and Afro-Colombian women, in the context of forced displacement and armed conflict.
Ley 1434 de 2011 / Law 1434 (2011)	Creates the "*Comisión Legal para la Equidad de la Mujer*", attached to the Congress, with the purpose of promoting women's participation in the legislature through a state policy that guarantees the exercise of women's rights.
Ley 1448 de 2011 / Law 1448 (2011)	Establishes judicial, administrative, social, economic, individual, and collective measures to benefit victims of the armed conflict. A gender-differentiated approach is incorporated into this law, recognizing that populations with different characteristics based on age, gender, sexual orientation and disabilities, as well as indigenous communities and Afro-Colombians, face different impacts of the armed conflict and therefore require different and additional measures to protect their rights.
Ley 1761 de 2015 / Law 1761 (2015)	Acknowledges the crime of femicide in order to guarantee the prevention, investigation, sanction, and eradication of this type of violence, to ensure women a life free of violence.

Table E2 Colombia's Key Gender Equality and Women's Empowerment Policies, Strategies and Action Plans

National Policies, Strategies and Action Plans	Key Elements Regarding Women's Rights and Gender Equality
Bases del Plan Nacional de Desarrollo 2018-2022 (PND)/Pillars of the National Development Plan 2018-2022	The PND will focus on (1) equality, (2) entrepreneurship and productivity, and (3) legality. The Pact for the Equality of Women is one of the cross-cutting themes of the PND.
Política Pública Nacional de Equidad de Género para las Mujeres (2012)/National Public Policy of Gender Equality for Women (2012)	Reviews the situation of gender equality in Colombia, establishes strategies for the long term, and sets out guidelines for intervention across sectors, to promote institutional strengthening and cultural transformation with the goal of achieving gender equality and equal opportunities for women. The public policy also includes a plan to guarantee women a life free of violence.[160]
Documento CONPES 161 de 2013/CONPES Document (2013)[161]	Presents the National Public Policy of Gender Equality for Women and establishes an Indicative Action Plan for the period 2013-2016, specifying its funding needs and responsible parties.

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[160] Alta Consejería Presidencial para la Equidad de la Mujer (ACPEM). Política Pública Nacional de Equidad de Género para las Mujeres, 2012.
[161] Departamento Nacional de Planeación. Consejo Nacional de Política Económica y Social (CONPES). Documento CONPES 161. Equidad de Género para las Mujeres, 2013.

Table E3. Democracy and Governance Gender Equality and Women's Empowerment Laws, Policies

Legal Instrument	Key Aspects Regarding Gender Equality and Women's Rights
General Instruments	
Peace Accords (Final Agreement signed on November 26, 2016).	The Kroc Institute[162] has identified that, in the text of the Final Agreement of the 2016 Peace Accords, 130 of the total 578 stipulations (concrete, observable, and measurable actions) have a gender perspective. These stipulations commit the parties involved (the Colombian Government and FARC) to implement specific affirmative actions to ensure the leadership and participation of women and the LGBTI population, in programs and institutions related to the implementation of the Final Agreement. In addition, UN Women identified 100 measures featuring a gender perspective in the Agreement that include measures for legislative development. An analysis of the implementation of the 130 stipulations carried out by the Kroc Institute reveals that, as of June 30, 2018, 51 percent of the commitments to gender equality had not been implemented; 38 percent were minimally implemented; 7 percent had reached an intermediate level of implementation; and 4 percent of the commitments (five stipulations) had been fully implemented. In contrast, the rate of implementation for the total stipulations (578) reveals significant differences. There is a significant gap between the commitments with a gender perspective that have not been initiated (51 percent) and the overall proportion of commitments in the Agreement that have not been initiated (37 percent). This represents an implementation gap of 14 percent points.[163]
Specific Gender Equality Legal Instruments	
Progress against sexual violence. Decree 1719, 2014	Measures are taken to guarantee access to justice for victims of sexual violence, especially sexual violence during the armed conflict.[164]
National Policy for Gender Equity for Women, 2012[165]	The policy is based on the principles of equality and non-discrimination and stresses the importance of gender analysis and a differential approach to rights. Explicitly, the policy establishes that, while affirmative actions must be applied to guarantee the rights of all women, additional and specific corrective measures are needed for the categories of women excluded more than others, such as: indigenous women, Afro-Colombians,

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[162] Kroc Institute. Special Report of the Kroc Institute and the International Accompaniment Component, UN Women, Women's International Democratic Federation, and Sweden, on the Monitoring of the Gender Perspective in the Implementation of the Colombian Final Peace Accord, December 2016 - June 2018, 2018.

[163] Ibid.

[164] Data from the Website of UN Women Colombia: http://colombia.unwomen.org/es

[165] Consejo Nacional de Política Económica y Social República de Colombia y Departamento Nacional de Planeación. CONPES SOCIAL 161: Equidad de Género para Mujeres. Bogotá, 2013.

	palenqueras, raizales, campesinas, the poor, sex workers, lesbians, disabled, displaced, inmates, among others.
Decree 1448: Law on Victims and Land Restitution, 2011	Defines the victims of the conflict and their rights, differentiating between male and female victims. The law defines human rights violations in the conflict: homicide, forced disappearance, displacement, sexual violation and other crimes against sexual integrity, kidnapping, dispossession of land, antipersonnel mines and other methods of illicit war, and attacks against the civilian population. It also defines the right of the victims to have their property returned to them if it was either taken or abandoned because of the armed conflict. Restitution of property does not depend on whether the claimant has title or not. The law establishes that women victims have special, preferential, and priority treatment in land restitution.[166]
Decree 1257, 2008.	Dictates norms for sensitization, prevention, and sanctions relating to forms of violence and discrimination against women. This law reforms the Penal Codes and Procedures.
Decree 581, 2000.	Sets a 30-percent quota for women's appointments to public office.
National Decree 542, Administrative Department of the Presidency of the Republic of Colombia, March 2018	Creates the Administrative Registry of Venezuelan Migrants (RAMV, in its Spanish acronym), which is an innovative mechanism supported by IOM to gather information on Venezuelan migrants in irregular conditions, in order to design and implement public policy on immigration.[167]
Resolution. 5797, 2017	Implements a Special Permit of Permanence for irregular migrants from Venezuela.

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[166] ODI Development Progress. Case Study Report: Women´s Empowerment and Political Voice, 2015.
[167] IOM. Regional Action Plan. Strengthening the Regional Response to Large Scale Migration of Venezuelan Nationals into South America, North America, Central America and the Caribbean. IOM Regional Office for South America. Buenos Aires, Argentina, 2018.

Table E4. Rural development related Laws, Policies, and Regulations

Legal Instrument	Key Aspects Regarding Gender Equality and Women's Rights
General Instruments	
Decree 902, 2017	Creates the Land Fund and establishes the procedures for land access and titling processes. This Decree Law includes specific measures focused on gender aimed at "prioritizing the victimized rural population, including victim's organizations, rural women, women heads of household, and the displaced population. As an affirmative measure, it prioritizes the beneficiaries of the Land Fund and establishes criteria for the allocation of points for rural women: it will add a percentage for mothers and fathers who are the heads of their households and who assume full responsibility over their family, as well as widowed women."[168] Article 9 states that "in all land access and formalization processes, activities developed by women under the denomination of 'care economy' (*economía del cuidado*) shall be recognized as activities for the use of rural properties… and especially for the formulation of productive projects in the programs for access to land." Article 25 refers to the allocation of land by the National Land Agency, which must take place "jointly on the names of both spouses and permanent partners."[169]
Agrarian Reform, Decree 160, 1994	Article 24 makes reference to the granting of land subsidies and establishes that these must be handed to each of the spouses or permanent partners. In addition, article 70 states that family agricultural units on unoccupied lands shall be jointly awarded to spouses or permanent partners.
Specific Gender Equality Legal Instruments	
Decree 1876, 2017	Creates the Agricultural Innovation System. This law includes a definition of "gender differential approach" as well as measures for the participation of women and the strengthening of networks of women producers.[170]
Decree 2369, 2015	Creates the Rural Women's Directorate (DMR), which has the mandate to develop policies and differential instruments to improve the living and working conditions of women in the country. It also promotes coordination with national and territorial entities, for the implementation of comprehensive plans and projects of rural and agricultural development for rural women.
Rural Women, Decree 731, 2002	Includes provisions aimed at guaranteeing ownership of land: through joint titling processes, priority titling for women heads of household, and titling of land reform land to community enterprises or associative groups of rural women. The law also includes other provisions focusing on facilitating access to finance for rural women; promoting education for rural women; and creating conditions for rural women to access vocational training programs. The law also promotes the participation of rural women in the control, decision-making, planning and monitoring of the entities and decision-making bodies at the territorial level that deal with the rural sector.[171]

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[168] Kroc Institute. Special Report of the Kroc Institute and the International Accompaniment Component, UN Women, Women's International Democratic Federation, and Sweden, on the Monitoring of the Gender Perspective in the Implementation of the Colombian Final Peace Accord, December 2016 - June 2018, 2018.

[169] Rodríguez Díaz, Eva María. Mujer Rural: Titularidad de Tierras y Acceso a Activos Productivos: Las políticas Públicas para Mujeres Rurales, 2018.

[170] Kroc Institute. Special Report of the Kroc Institute and the International Accompaniment Component, UN Women, Women's International Democratic Federation, and Sweden, on the Monitoring of the Gender Perspective in the Implementation of the Colombian Final Peace Accord, December 2016 - June 2018, 2018.

[171] Rodríguez Díaz, Eva María. Mujer Rural: Titularidad de Tierras y Acceso a Activos Productivos: Las políticas Públicas para Mujeres Rurales, 2018.

Table E5. Environmental Laws, Policies, and Regulations

Legal Instrument	Key Aspects Regarding Gender Equality and Women's Rights
General Instruments	
National Policy for the Social and Economic Reincorporation of Former Members of the FARC-EP, June 2018[172]	Includes a gender perspective in the criteria of the approval process for livelihoods projects; provides recommendations on the implementation of a gender-based approach.
National Comprehensive Program for the Substitution of Crops Used for Illicit Purposes, 2017	A national program (PNIS) for promoting "crop substitution" and alternative development; it recognizes the need for the active participation of men and women in developing solutions for their communities.
Mercury and gold mining in Colombia, Decree 685, 2001 and Decree 2820, 2010	Article 14, describes, as a general requisite of mining operations, the need to have a mining title or mining concession; Articles 8 and 9 of the Decree 2820 mention requiring an environmental permit. The law has no gender perspective.
Decree 2222, 1993	Prohibits the use of mercury for the procurement of gold unless technical studies deem it indispensable. Where authorized, the release of mercury into bodies of water is prohibited (Art. 244); Article 295 requires recovery and collection systems that do not exceed the permissible limits of contamination. The law has no focus on gender equality.

Table E6. Security and human rights Laws, Policies, and Regulations

Legal Instrument	Key Aspects Regarding Gender Equality and Women's Rights
General Instruments	
Decree 660, 2018	Creates and regulates the Comprehensive Security and Protection Program for Communities and Organizations in the Territories.
Decree 1581, 2017	Establishes a Public Policy of Prevention of Violations of the Rights to Life, Integrity, Freedom, and Security of Persons, Groups, and Communities, as well as other stipulations.
Specific Gender Equality Legal Instruments	
Resolution 0845 of June 14, 2018	Provides specific guidance for a Comprehensive Program of Guarantees for Women Leaders and Human Rights Advocates.
Decree 154, 2017	Stipulates that the National Commission on Security Guarantees must ensure the application of a gender-based approach in the design, implementation and follow-up of all strategies and policies reviewed by the Commission.

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[172] Consejo Nacional de Política Económica y Social República de Colombia y Departamento Nacional de Planeación. CONPES SOCIAL 3917: Áreas de Referencia Como Insumo para la Identificación de las Aonas de Interés de Desarrollo Rural, Económico y Social (ZIDRES), 2018.

Table E7. Migration Laws, Policies, and Regulations

Legal Instrument	Key Aspects Regarding Gender Equality and Women's Rights
General Instruments	
Circular 168 of the National Registry of Civil Status, 2017[173]	Girls and boys born in Colombia to Venezuelan parents in an irregular situation (i.e., they do not have a migratory status) are at risk of statelessness. The Colombian government has not been clear in defining whether the fact of having the Special Permit of Permanence serves Venezuelan mothers and fathers to comply with the requirement of having a domicile in Colombia, and therefore access to Colombian nationality. The issuance of the Circular establishes a procedure in the case of children born in Colombia for whom neither Colombia nor any other state grants or recognizes nationality.
National Decree 542, Administrative Department of the Presidency of the Republic of Colombia, March 2018	Creates the Administrative Registry of Venezuelan Migrants (RAMV, in its Spanish acronym), which is an innovative mechanism supported by IOM to gather information on Venezuelan migrants in irregular conditions in order to design and implement public policy on immigration.[174]
Resolution. 5797, 2017	Implements a Special Permit of Permanence for irregular migrants from Venezuela.

[173]   Data from Websites: dejusticia.org and https://www.migrationpolicy.org/country-resource/colombia.
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ANNEX G: LIST OF STAKEHOLDERS CONSULTED

Location	Date	Entity	Name	Program	Position
Bogotá	1/25/19	USAID	German Sanz	Rural Finance Initiative (RFI)	COR
Bogotá	1/25/19	USAID	Gustavo Vargas	Artisanal Gold Mining (Oro Legal)	COR
Bogotá	1/28/19	USAID	Fernando Gomez and Martha Albanese	Producer to Markets Alliance (PMA)	COR and Deputy COR
Bogotá	1/28/19	USAID	Leonardo Reales	Human Rights Activity DRG	AOR
Bogotá	1/28/19	USAID	Edgar Prieto	Community Development and Licit Opportunities	COR
Bogotá	1/29/19	Profamilia	Germán López	Services for Violence Affected Population	COP
Bogotá	1/29/19	Chemonics	Fernando Calado María Mendoza Erika Rodríguez Gómez	Human Rights Activity DRG _ COP /DCOP	COP, DCOP, Gender Specialist
Bogotá	1/30/19	USAID	Thea Villate	Victims Institutional Strengthening Program	AOR
Bogotá	1/30/19	USAID	Hernando Sanchez - AOR	Services for Violence Affected Population	COR
Bogotá	1/31/19	USAID	Cristina Barrera	Inclusion for Peace Activity	AOR
Bogotá	1/31/19	OIM	Camilo Leguízamo	Victims Institutional Strengthening Program	COP and DCOP
Bogotá	1/31/19	FINTRAC	Michael Reiter, Dennis Lesnick, Stefani Wessles, Yoste Castillo	Producer to Markets Alliance (PMA)	COP, DCOP, Gender Specialist
Bogotá	1/31/19	Chemonics	Claudia Elicet Roncancio, Juan Felipe Echeverry	Rural Finance Initiative (RFI)	COP, Gender and Communications Specialist

Bogotá	3/4/19	USAID	Hillery Midkiff, Preston Sharp, Delma Bernal, Vanessa Molina, Adriana Silva, Sandra Suarez, Thea Villate, Martha Albanese, Jennifer Tika, Jenn Jaako	USAID Mission	
Bogotá	3/5/19	USAID	Hillery Midkiff and Thea Villate	Gender-Sensitive Response to Migration and Overcoming GBV to Ensure Women's Full Enjoyment of Rights	
Bogotá	3/5/19	USAID	Lucy Malo	Regional Governance Activity	COR
Bogotá	3/5/19	USAID	Camila Gomez	Alliances for Reconciliation (PAR)	AOR
Bogotá	3/5/19	Tetra Tech	Martha Chaverra	Community Development and Licit Opportunities	Gender Specialist
Bogotá	3/6/19	Ministry of Justice	Laura Cadena	Transitional Justice	Professional
Bogotá	3/6/19	Ambiente y Sociedad	Margarita Flórez		Directora
Bogotá	3/6/19	DEJustica	Nina Chaparro	Dirección de género	Professional
Bogotá	3/6/19	IOM	Hugo Tovar, Tatiana Olarte, Veronica Cristancho	Inclusion for Peace Activity	COP, Gender Manager, Administrative Assistant - Gender Team
Bogotá	3/6/19	UN Women	Lisa Cristina Gómez and Abraham Hidalgo	Overcoming GBV	Advisors
Bogotá	3/7/19	USAID	Amalia Eraso	Justice for Sustainable Peace	COR
Bogotá	3/7/19	Coporación Humanas	Carla Alfonso	Centro Regional de Derechos Humanas y Justicia de Género	Program Coordinator

Bogotá	3/7/19	Chemonics	Cecilia Barraza and Michael McCullough	Justice for sustainable Peace	Gender Expert and COP
Bogotá	3/7/19	Tetra Tech	Adriana Velez and Camila Jaramillo	Land and Rural Development Program	COP and Gender Specialist a.i
Bogotá	3/7/19	USAID	Marcela Chavez	Land and Rural Development Program	COR
Bogotá	3/7/19	MSI	Maria Ochoa, Viviana Gaitan, Laura Guillen	Regional Governance Activity	DCOP, Gender Expert, Technical Writer
Bogotá	3/7/19	USAID	Nate Bills, Emily Waytoti, Michael Torreano, Camila Gomez, Emily Wann	USAID Offices	USAID Office Directors and Deputies
Bogotá	3/7/19	FAO	Manuela Angel Gonzalez, Amanda Roma, Liliana Vidal	FAO Colombia	Staff
Bogotá	3/7/19	USAID	Jessica Bryant	Office of Transition Initiatives	Staff
Bogotá	3/8/19	USAID	Maria Elena Santana, Juliana Monsalve	Patrimonio Natural (Programa Riqueza)	COR, COP
Bogotá	3/8/19	USAID	Preston Sharp and Jenn Laakso	Journey to Self-Reliance DVC	
Bogotá	3/8/19	Fundacion Ideas para la Paz	Génica Mazzoldi Díaz, Roman Huertas, Ilina Cuesta, Paula Tobon, Isabela Marin	Dinámicas del Conflicto y Negociaciones de Paz	Invest. Senior, Staff
Bogotá	3/8/19	Presidencia de la República	Marjorie Isabel Vizcaino Fontalvo	Consejería Presidencial para los DDHH	Advisor
Bogotá	3/8/19	UN Women	Carolina Tejada	Transforming Communities to Protect Women and Girls	Advisor
Medellín	3/11/19	Chemonics	Peter Doyle and Catalina Correa	Artisanal Gold Mining	COP, Gender Specialist
Medellín	3/11/19	Chemonics	Ana María Quiros, Diana Payares	Human Rights Activity	Advisors

Medellín	3/11/19	Gobernación de Antioquia	Valentina Cadavid, Patricia Martínez, Adriana Cardona	Secretaría Departamental de la Mujer	Staff
Caucasia	3/12/19	Chemonics	Ivonne Gómez, Luis Carlos Hernández	Human Rights Activity	Advisors
Caucasia	3/12/19	Alcaldía Municipal	Gail Tatiana Acosta	Mesa Municipal para la Erradicación de Violencias	Secretaria Técnica
Caucasia	3/12/19	Alcaldía Municipal	Ingrid Polanco	Oficina de Atención a Victimas	Coordinators
Segovia	3/12/19	Artisanal Gold Mining	Catalina Correa, Ismael Flores, Héctor Cepulva, Diana Cárdenas, Gerardo Rodríguez		Project staff
Tumaco	3/12/19	Comisaría de Familia	Roxana del Castillo y Sandra Vásquez		Asesora Jurídica, Trabajadora Social
Tumaco	3/12/19	Pastoral Social Tumaco	Mayerly Ulloque, Diana Caicedo	Unidos por la vida y la Justicia, Tumaco Como Vamos	Secretaria Técnica, Coordinadora
Tumaco	3/12/19	Calipso	Luis Hernando Prado		Staff
Caucasia	3/13/19	Lideres Populación LGBT	Maia		Lideresa
Caucasia	3/13/19	FINTRAC	Jesús Arturo Díaz, Jovane Giraldo, David Martínez, Lina Arcos, Ángel Ortero	Alianzas Comerciales	Staff
El Bagre	3/13/19	Producers to Markets Allianza (PMA)	Yoset Castillo, Karina González, Julio Suarez		Project staff
Tumaco	3/13/19	Mesa Municipal de Mujeres	Mariela Meza		Coordinadora
Tumaco	3/13/19	Chemonics	Ayde Grueso	Justice for Sustainable Peace	Regional Coordinator Nariño

Caucasia	3/14/19	Chemonics	Juan Felipe Echeverry	Rural Finance Initiative (RFI)	Communications and Gender Specialist
Tumaco	3/14/19	Fundación Arco Iris	Nixton Ortiz, Ángelo Muñoz	Inclusion for Peace Activity	Director, Technical Advisor
Tumaco	3/14/19	OIM	Tatiana Olarte, Justo Arévalo	Inclusion for Peace Activity	Gender Expert, Tumaco Coordinator
Tumaco	3/14/19	OIM	María Jiménez	Inclusion for Peace Activity	Beneficiary
Tumaco	3/14/19	OIM	Dora Landazuri	Inclusion for Peace Activity	Beneficiary
Bogotá	3/15/19	Pastoral Social de Colombia	Juliana Valderrama y Alejandro Pérez		Staff
Bogotá	3/15/19	Agencia Nacional de Tierras (ANT)	Mariane Mayorga, Yadira Pena	Dirección	Advisors
Bogotá	3/15/19	Unidad de Restitución de Tierras	Raquel Victorino	Dirección Área Social	Director
Bogotá	3/15/19	ACDI VOCA	Andrés Alegría	Alliances for Reconciliation (PAR)	Gender Expert
Barranquilla	3/18/19	UN Women Barranquilla	Nathalia Cruz	Transforming Communities to Protect Women and Girls	Territorial Assistant
Barranquilla	3/18/19	ACNUR Costa Caribe	Ricardo Rojas		Office Chief
Barranquilla	3/18/19	Caribe Afirmativo	Wilson Castañeda, María Fernanda Ferrer, Alfredo Bula		Coordinator and Staff
Meta	3/18/19	Limpal -	Mayra Roldan	Equipo Meta	Coordinatior
Meta	3/18/19	Alcaldía Villavicencio	Betsy Paola Sabogal	Secretaria de la Mujer de Villavicencio	Coordinator Eradication of Violence
Meta	3/19/19	Alcaldía Municipal	Leila Blanco, Claudia Varela, Ruth	La Casa de las Mujeres	
Meta	3/19/19	UN Women	Claudia Varela	Overcoming Violence for Women	Office Coordinator

San Jacinto	3/19/19	Alcaldía Municipal	Jimny Carvajal, Johana Blanco Rivera, Luz Amparo González	Oficina Municipal de Tierras	Office Coordinator and Staff
Cartagena	3/20/19	Profamilia	Ángela Sánchez		Psychologist and Youth Coordinator
Cartagena	3/20/19	Fundación por un Solo Pueblo	Héctor Petit, Álvaro Vegas, Rosa Ged López, Noel Velásquez		Members
Cartagena	3/20/19	UN Women	Nancy Prado	Transforming Communities to Protect Women and Girls	Territorial Assistant
Meta	3/20/19	Chemonics	Ibeth López, Paula Andrea Muñoz	Human Rights Activity	Advisors
Bogotá	3/21/19	Oxford	Julia Zulver	Gender-Based Violence Program Focused on Venezuelans	Researcher
Bogotá	3/21/19	SISMA Mujer	Linda Cabrera		Subdirector
Bogotá	3/21/19	Defensoría del Pueblo	Ruth Liliana Torres	Delegada Derechos de las mujeres y asuntos de género	Advisor
Bogotá	3/21/19	Minstry of Agriculture	Ana Mujica	Dirección Mujer Rural	Director
Bogotá	3/21/19	USAID	Hillery Midkiff		Gender and Social Inclusion Advisor
Bogotá	3/22/19	Corporación Casa de la Mujer	Liliana Silva	Gestión de Proyectos	Coordinator
Bogotá	3/26/19	UN Women	Patricia Fernández Pacheco		Deputy Representative
Bogotá	3/26/19	Mesa de Genero y Desarrollo Inclusivo			Members
Bogotá	3/28/19	Canadian Embassy	Maria Paula		

| Bogotá | 3/28/19 | USAID | | Outbrief Presentation | |
| Bogotá | 3/29/19 | Consejería de la Mujer | María José y Gabriela Muñoz | | Chief of Staff |

ANNEX H: GENDER INTEGRATION SURVEY RESULTS

Results from the USAID/Colombia Staff and Implementing Partners Surveys on Gender Integration

Profile of Respondents

The gender analysis team surveyed USAID/Colombia and implementing partner staff from January through March 2019, using a survey instrument implemented through SurveyMonkey, to gauge staff and implementing partner knowledge, attitudes and practices on gender equality and women's empowerment (GEWE) integration. Separate surveys were sent to USAID/Colombia staff and implementing partner staff. The results presented here are self-reported, and therefore represent the respondent's perceptions of her and his knowledge and practice in this area.

Thirty-nine out of the 94 USAID/Colombia staff responded to the survey, representing approximately 41 percent of total staff in Colombia. Of the respondents, 43.6 percent were male and 56.4 percent were female. Responses were received from USAID/Colombia staff from several offices at the mission, including the Program Office, Environment Office, Reconciliation and Inclusion Office, Democracy, Human Rights and Governance Office, Executive Office, and the Office of Financial Management. The largest representative sample was the Program Office (38.46 percent).

Thirty-six USAID implementing partner staff answered the whole survey. Among them, 71.4 percent identified as female, 25.7 percent identified as male, and 2.9 percent identified as "other." Additionally, 37.4 percent of the respondents were directors of a USAID-funded program, 2.86 percent were technical staff of a USAID-funded program, and 28.6 percent were gender and/or social inclusion advisors to the programs; the rest identified as "other."

Survey Criteria for Measuring Attitudes and Perceptions, Knowledge, and Practice on Gender Equality and Women's Empowerment Tasks

The survey measured attitudes and perceptions, knowledge and practice with respect to the following gender equality and women's empowerment integration tasks:

1. Understanding the specific issues of gender equality and women's rights in Colombia[175]

2. Conducting an analysis of gender equality and women's empowerment

3. Integrating the gender equality analysis findings into project/program design

4. Implementing gender equality and women's empowerment programming

5. Selecting and monitoring project/program indicators that measure changes in gender equality or women's empowerment

6. Integrating gender-based violence prevention and response into programming

7. Integrating LGBTI considerations into the design and implementation of programming

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[175] Measured only for the question on perceptions and attitudes.

Attitudes and Perceptions on GEWE Integration in the Program Cycle

Results differed for different tasks, with a notable variation between the first six tasks and the last task. Between 87.2 and 97.4 percent of USAID staff considered the first six tasks moderately important or very important, while only 79.5 percent responded the same for the seventh task. Similar to the USAID staff survey, between 88.6 and 100 percent of implementing partner staff found the first six tasks either moderately or very important, and only 80 percent found the same for the seventh task.

Knowledge on GEWE in the Program Cycle

Across the GEWE tasks listed above (except for the first, which was not measured), implementing partners overall reported having more knowledge than USAID staff did. Between 71.4 and 74.3 percent of implementing partner staff responded that they are knowledgeable or very knowledgeable about the first three measured tasks (Tasks 2-4). Only 60 percent considered themselves knowledgeable or very knowledgeable on Task 5 (selecting and monitoring program indicators that measure changes in GEWE), as did 54.9 percent on Task 6 (integrating GBV response and prevention into programming). Notably, only 37.1 percent of implementing partner respondents considered themselves knowledgeable or very knowledgeable about Task 7 — integrating LGBTI considerations into the design and implementation of programming. Between 23.1 and 38.2 percent of USAID staff respondents identified themselves as knowledgeable or very knowledgeable about all of the measured tasks. The starkest difference in knowledge was in Task 2 (conducting an analysis of GEWE): while 74.3 of implementing partner respondents identified as knowledgeable or very knowledgeable, only 23.1 percent of USAID staff responded the same. Overall, higher rates of implementing partner staff reported being "very knowledgeable" on each of the tasks as compared to USAID staff.

Access to GEWE Training

Training During Career: The data indicates that 82.1 percent of USAID staff respondents have participated in some gender training since they began working at USAID. Fully 79.5 percent of USAID staff have participated in the USAID Gender 101 course; 25.6 percent of USAID staff have participated in non-USAID gender training during their career; and 18.0 percent of USAID staff have received training on integrating GEWE into monitoring and evaluation. While 23.1 percent of USAID staff have participated in less than a day of training over the course of their career, 59.0 percent have participated in more than a day of training.

Similarly, 80.2 percent of implementing partner staff respondents have participated in gender trainings during their career, and 62.9 percent have received training on integrating GEWE in monitoring and evaluation. Of those that have received training, a majority have participated in 5 or more days of training, while 5.71 percent have participated in one day or less of training, and 88.6 percent have received more than one day of training.

Access to Gender Analysis Tools: 35.9 percent of USAID Mission staff and 62.9 percent of IP staff have access to gender analysis tools. Among USAID staff, some of the tools cited were United Nations courses and USAID workshops. Implementing partner staff reported having access to organizational and USAID toolkits, among other tools.

GEWE in Practice

In all cases, implementing partner staff reported integrating GEWE into their work with higher frequency than USAID staff. For USAID staff, results varied: between 23.1 and 61.6 percent reported integrating the various tasks to either a modest or great extent. Specifically, 25.6 percent of USAID staff reported that they integrate conducting a gender analysis during the project/program design phase to a modest or great extent; 23.1 percent reported the same for integrating gender analysis findings into the USAID strategic framework; and 46.2 percent reported the same for integrating gender analysis findings into USAID

program or project design. Also for USAID staff, 61.6 percent reported to a modest or great extent selecting and monitoring project/program indicators to measure changes in gender equality or women's empowerment, 35.9 percent reported the same for integrating GBV prevention and response in the project/program design and implementation of programming, and 33.3 percent reported the same for integrating LGBTI considerations in the design and implementation of programming.

For implementing partner staff, results also varied but tended to be higher: between 42.9 and 77.2 percent reported integrating the various tasks to either a modest or great extent — with most of those reporting a great extent. Specifically, 77.1 percent of implementing partner staff reported that they integrate conducting a gender analysis during the project/program design phase, 68.9 percent reported the same for integrating gender analysis findings into the USAID strategic framework, 80 percent reported the same for integrating the results of a gender analysis in the design of a project/program, and 71.4 percent reported the same for selecting and monitoring project/program indicators to measure changes in gender equality or women's empowerment. In contrast, 45.7 percent of implementing partner staff reported to a modest or great extent integrating GBV prevention and response into project/program design and implementation, and 42.9 percent reported the same for integrating LGBTI considerations into program and project design and implementation.

Overall, there was a far greater variance between how USAID and implementing partner staff reported the first three of the measured tasks (Tasks 2-4), compared with a less than 10 percent variance between USAID and implementing partner staff on Tasks 5-7.

Obstacles to Gender Integration in the USAID Program Cycle

USAID staff cited several obstacles to gender integration in the program cycle, each cited by 12.8 – 64.1 of respondents. The obstacles most cited were limited staff training on gender (cited by 53.9 percent), limited staff time (64.1 percent), and limited staff capacity (51.3 percent). Implementing partner staff most often cited limited staff training (51.4 percent), culture/environment (45.7 percent), and limited financial resources for gender programming (45.7 percent).

Access to Support for Gender Integration

For USAID staff, between 73 and 81.1 percent responded that they do not have access to a USAID Regional Gender Adviser or Technical Expert, USAID/Washington Gender Advisor or Technical Expert, or other in-country institutional Gender Technical Support. In contrast, 84.6 percent of USAID staff report having access to a USAID Mission Gender Adviser, Technical Expert or Focal Point; however, most respondents (35.9 percent) mentioned that they seek out their support less than once a month.

Overall, more implementing partner staff claim to have access to gender-related technical support. Still, between 18.75 and 40 percent responded that they do not have access to the indicated form of technical support. On average, implementing partner staff also seek support with more frequency.

Dedicated Funding for Gender Integration

Approximately 53.9 percent of USAID staff and 34.3 percent implementing partners reported that the funds they have for gender integration are sufficient. However, 30.8 percent of USAID staff and 34.3 percent IPs staff reported they have *no* funds for gender integration, and 15.4 percent of USAID staff and 31.4 percent of implementing partner staff reported that funds exist, but they are insufficient for gender integration.

Internal GEWE Policies

Fully 84.6 percent of USAID staff responded that there is an official internal policy on promoting GEWE. In contrast, only 54.3 percent of implementing partners responded that their organizations have an official internal policy promoting GEWE.

Gender in Position Description

Only 20.5 percent of USAID staff and 54.3 percent of implementing partner staff responded that their position description includes tasks related to gender integration or women's empowerment.