

EXECUTIVE SUMMARY
**PROGRAM ASSESMENT “WOMEN CITIZENSHIP FOR PEACE, JUSTICE AND
DEVELOPMENT”**

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INTRODUCTION

The current assessment of the program “*Ciudadanía de las mujeres para la paz, la justicia y el desarrollo*” (Women Citizenship for Peace, Justice and Development), comprises program outcomes and recommendations that may signal improvement in a future delivery project.

The program’s final assessment, which is meant to produce an independent progress and decision making report based on its original objectives and relevant achievements, factual identification of lessons learned and good practices, relevance, effectivity and efficiency, as well as the program’s sustainability and impacts, was developed in two stages: progress and outcomes, and recommendations.

The purpose of the assessment was to identify good practices and lessons learned from the designing stage to the implementation that could provide adequate support for future recommendations. On the other hand, the final assessment report will consider compliance or degrees of compliance of the original objectives.

The primary sources were surveys to institutional parties, grassroots women organizations, and a review of secondary sources related to the development of the program as well as relevant documentation offered by UN Women and the interviewees.

1. BACKGROUND

The Program Women, Peace and Security (Mujeres, Paz y Seguridad - MPS by its Spanish initials) started in 2004 by way of the UNIFEM Regional office (located in Quito, Ecuador). For the period 2009-2010, within the program’s framework and with the support of the Government of Sweden, the Program *Verdad, Justicia y Reparación para las mujeres en Colombia* (Program Truth, Justice and Reparation for Women of Colombia or VJR by its Spanish initials.) is installed. Simultaneously, UN Women emerges from the fusion of United Nations entities¹ responsible for the promotion of gender equality and women’s rights.

In 2011-2012, after the creation of UN Women, the VJR Program focused on strengthening recently created Colombian governmental institutions within the framework of the law for the benefit of victims and land restitution (Act 1448 of 2011).

In 2011, Colombia claims priority in Latin America and the Caribbean and obtains the Country Office and UN Women Colombia assumes responsibility as the coordinating agent

¹ *División para adelanto de la mujer; Instituto internacional de investigaciones y capacitación para la promoción de la mujer; Oficina del Asesor especial en cuestiones de género; and Fondo de desarrollo de las Naciones Unidas para la mujer (UNIFEM)*

on gender-based issues setting new challenges in its relation with the Colombia government.

In 2012, the negotiating process between the Colombian government and the *Fuerzas Armadas Revolucionarias* (Colombian Revolutionary Armed Forces, FARC, by the Spanish acronym,) are underway and this new scenario opens the way to promoting Resolution 1325 on women participation in the negotiating processes and the positioning of gender-based agenda in the agreements. Since, the VJR Program has been directed at strengthening the political impact of women organizations.

In 2013, a country representative is named for Colombia, which starts a process of strategic planning nationwide. In 2004, a cooperation agreement with the Government of Sweden and UN Women is reached by means of the Swedish Embassy in Colombia in support of the Program “*Ciudadanía de las mujeres para la paz, la justicia y el desarrollo*” (Women Citizenship for Peace, Justice and Development) for the purpose of integrating the women’s rights agenda, its voices and leadership in the process of political and social reconstruction of a sustainable peace in accordance with international standards.

2. PROGRAM “CIUDADANÍA DE LAS MUJERES PARA LA PAZ, LA JUSTICIA Y EL DESARROLLO”

UN Women Colombia Strategic Note 2014-2017 was defined based on the analysis of gender status nationwide and in accordance with UN Women Colombia Strategic Plan, which focuses on the political and economic empowerment of women, prevention and eradication of violence against women, and women leadership in areas such as peace and security.

Together with the above indicated outcomes, lessons learned, and recommendations made in the Program VJR assessment and with the support of the Government of Sweden, the design of the Program *Ciudadanía de las Mujeres para la Paz, la Justicia y el Desarrollo* was fundamentally geared towards:

- Strengthening the outcomes regarding transitional justice with a focus on gender, monitoring of truth components, justice and reparation by way of new approaches, inclusion of a component on *Desarme, desmovilización y reintegración* (Disarmament, Demobilization and Reintegration – DDR, by its Spanish initials).
- Opening a new area on women for peace that may contribute to positioning women’s voices and leadership in a possible post-conflict scenario, and warrant their participation in a development process through political and economic empowerment.

With the implementation of the Program, the following outcomes were expected:

- Development of local and nationwide initiatives to foster women’s active citizenship and the inclusion of women’s rights in early recovery processes, conflict resolution, and the construction of peace.

Moreover, for the achievement of these outcomes the Program proposes to seek the following:

Transitional justice:

- The processes, mechanisms, and steps of transitional justice related to the construction of the truth and recovery of the history must include gender-based issues and women’s rights.
- Implementation of a gender-based transitional justice underscoring context analysis, case prioritization, sexual violence, and security
- Implementation of transitional justice as it pertains to transforming reparations with emphasis on psychological-social care, collective reparation, and land restitution under Program advisement and technical support.
- Designing and implementing DDR steps (by its Spanish initials) prompted by the peace processes, conflict resolution, and transitional justice that address gender issues under Program advisement and technical support.
- UN Women coordinates and leads efforts in MPS of SNU (by its Spanish initials) and international cooperation efforts within the framework of the *Plan de Acción de Siete Compromisos de las Naciones Unidas* (UN Action Plan for the Consolidation of Peace)

Women’s active citizenship:

- Women victims and rural women originally from a program focused territory have had access to opportunities and economic empowerment under a transformational approach.
- Civil society organizations participate and influence peace processes, conflict resolution, and transitional justice from a gender-based perspective and women’s rights.
- Legal frameworks and public policies include steps to guarantee women participation in the decision making processes, in particular those related to peace making, transitional justice, and DDR.

Six main strategies have been identified within the program for the achievement of the following:

- Developing State capacities
- Strengthening organizations under the leadership of civil society
- Coordination between the State and Civil Society

- Coordinating between the UN System and international cooperation to obtain a joint impact
- Knowledge management to generate capacities, monitoring, and assessment
- Cultural transformation through Communication

The execution of the Program represented a total of USD 6.07 million per projected resources within the Sweden-UN Women Agreement. However, because funds were allocated in Swedish Crowns (the currency of the donating country), the Program received a total of USD 5.48 million owing to exchange rate, which represented a decrease in resources of USD 584,000.

3. FINDINGS AND CONCLUSIONS OF THE PROGRAM EVALUATION

Program Relevance

1. The Program design responded to issues clearly identified through the conditions analysis (nationwide situational analysis of gender equality and women’s rights) and previous experiences. Likewise, identification of participants was consistent with the objectives of the Program and its strategic outline.
2. The level of technical confidence accrued by public institutions and civil society organized in UN Women and the Government of Sweden was significant when establishing commitments geared towards achieving cultural change, as in the case of the gender related issues.

Program Efficiency

3. Although the program followed defined planning processes, its flexibility allowed for timely and relevant responses to the country’s particular needs within the given context.
4. The execution of resources was delegated to the UN Program for Development (UNDP). This administrative model produced at times delays in the hiring process of human resources, convening procedures, and activity timetables, which in turn translated into operational inefficiencies.
5. Even though the staff supporting activities in national institutions satisfied expectations identification of adequate profiles was limited in the case of regional projects with a strategic component or action.

Coordination

6. High level coordination with national entities and clear channels of communication was possible. Coordination with delegates from said entities was undertaken in

collective planning and monitoring exercises in round tables created ad-hoc for follow-up purposes.

7. In some instances, adequate Program coordination allowed entities to synchronize and overcome redundancy. An example of this is *Red Construyendo* (Building Network), a strategy that allowed the articulation of three entities for the purpose of undertaking common goal oriented actions.
8. At regional level, however, coordination efforts are still under construction with important efforts being made to identify UN Women officials or achieve support through contractors.
9. Coordination with women organizations benefiting from program actions was notable given their administrative and technical capability.

Program Efficiency

10. The program satisfied aspirations by impacting transitional justice processes through inclusion of gender-based regulated norms in the national legislation.
11. The program allowed a gender approach from the organizational designing stage. The challenge was met through the *Centro Nacional de Memoria Histórica* (National Center for the Collective Memory), *la Defensoría del Pueblo* (the Ombudsman Office), *la Unidad Nacional de Protección* (the National Protection Unit), *la Fiscalía General de la Nación* y *la Rama Judicial* (The General Attorney’s Office and the Judicial Branch) with the creation of an office or the technical support of a committee created to that end.
12. Strengthening of technical and methodological capacities for the reconstruction of the collective memory. This translated into an important number of actions and outcomes that contributed to the toolbox for reconstruction of the collective memory and the gender-based museum guide implemented by *the Museo Nacional de Memoria Histórica* (National Museum of the Collective Memory). It allowed for the consolidation of memory processes key to the establishment of the truth and contributing to reparation and non-retention.
13. Inclusion of a gender perspective in the Human Rights Observatory, which contributed to the differential identification of offers, risks, and relevant players; a strategy design geared towards the gender-based comprehensive care of victims extending beyond compensation; formulation of the Special Program for Women, Children and Youths in the process of land restitution; and, design of the strategy “For a 50-50 Colombia in 2030: Economic empowerment for women of rural background within the framework of peace building.”

14. Reinforcement of the *Comisión Nacional de Género de la Rama Judicial* (Judicial Branch National Gender Commission) to push forward gender-based doctrine and judicial development, as well as generation of a guide for the inclusion of gender perspective in justice and peace related decisions and a training proposal for judges in matters of land restitution.
15. During the implementation phase of the Peace Agreements between the Colombian Government and the FARC (by the Spanish initials), the actions of the program were geared toward designing tools that would allow public officials a gender-based approach in territory planning exercises, as well as qualify and strengthen women participation in the design of development programs with a regional approach – PDET (Spanish initials).
16. High level participation in the processes of collective reparation. The accompaniment of the Swedish Embassy and UN Women in the women’s collective reparation processes: ANMUCIC, OFP, *Narrar para Vivir*, *Liga de Mujeres Desplazadas de Bolívar*, Bojayá, ASOMUPROG, y AFRODES, has conferred on UN Women ample dialogue capacity and technical suitability to make recommendations to the process. Additionally, the Program’s different impacts and outcomes have brought forth effective support and synergy.
17. Under the program, actions for economic empowerment with a perspective of change are significant especially when the institution has identified the absence of strategies that may allow for inclusive development. The actions favorable to women’s economic empowerment introduced a differentiating aspect from other productive models in that they include the development and strengthening of capacities with a focus on women’s self-esteem and confidence, as well as leadership development.
18. High valuation of participating women in the economic empowerment processes reveals the importance of simultaneously attending capacity strengthening and women leadership, activities that foster cultural change through the promotion of new “masculinities”.
19. The strategy of strategic relationships implemented through the Program opened spaces of dialogue involving public entities, national and regional; women’s organizations; cooperation organisms, among others. And, it allowed positioning of a gender-based agenda. Likewise, legislative follow-up, among other elements, allowed monitoring the Framework Plan for Agreement implementation.

Sustainability of Program Actions

Factors identified in promoting Program outcome sustainability are:

- Women empowerment and strengthening of women organizations allows continuity, and to foster future vindication of rights, debate and decision making participation, new leaderships, among other.
 - Developing technical capacities within State entities fosters tools that facilitate concrete gender-based actions that warrant or vindicate women’s rights.
 - Developing models of core demands such as training and upholding rights made evident the relevance of empowerment mechanisms and the roads maps to satisfying these.
20. On the other hand, identified factors that can compromise outcomes are:
- Insufficient processes to promote a gender-based cultural change not only in communities but in State entities, mainly, at territorial level.
 - Political will and availability of resources in State entities to ensure continuity of strategies or Program private actions.
 - High dependency on cooperation resources, public entities and civil society, used to finance mission activities.
 - Weaknesses in knowledge management strategies among State entities, a situation that may restrict dissemination and use of knowledge, and does not allow it to transcend officers into the entities.

Transverse Actions

1. To move forward with the “territorial peace” approach. Supporting the implementation of the agreements and the consolidation of gender equality in this context requires redirecting efforts so that a territorial intervention in synch with its political reality may be achieved. Such a perspective affords continuity for actions that promote the empowerment of women and the strengthening of their organizations, as well as allowing actions that have a direct impact on their realities. It is necessary to move from demonstrative experiences to the installation of articulated processes responding to local priorities in matters of construction of peace and post-conflict especially gender-based, peace, and security.
2. Strengthening a knowledge management strategy as a transverse component of the various actions derived from UN Women cooperation, and geared to achieving sustainability of actions developed. Thus, the strategy must aim to seek transference from UN Women to the entities or organizations through the people who act as focal points in them or organizations they represent and institutionalizing knowledge management.
3. Cultural transformation. Consolidation of a gender-based focus demands not only strengthening women empowerment processes and adjustments in norms and public policy frameworks, but also fostering processes aimed at achieving cultural transformation. That is why the different action items to be implemented must comprise actions geared towards the transformation of cultural environments and the generation of relevant critical reflection areas. In this way, design and

implementation of a common component for all interventions must focus on deconstructing beliefs and practices associated to traditional masculinity, which necessarily implies working with male family and community members. Likewise, it is necessary to work with local public officials since --in many cases -- they lack knowledge of gender-based issues. This impacts validation or restitution of women’s rights and, in more critical cases, places women integrity at risk.

Consolidation of strategies

4. Localization of *RedConstruyendo* (BuildinNeetwork). The challenges faced by associated entities when undertaking the task of localizing actions that would allow reports of sexual violence, accompaniment of victims in processes and vindication of their rights in accordance with the teachings derived from the initial training.
5. Considering the context analysis regarding the design and implementation of the PDET and, particularly, the financial uncertainty of these, as well as the deconstruction of development plans, we suggest that UN Women participation focus on the consolidation of a methodology and, later, its transfer to the *Agencia de Renovación del Territorio* (Territorial Renovation Agency) to ensure the institutions, local and national, and reliance on tools that will foster a gender-based approach in the territorial planning processes.
6. A suggestion is to support the *Unidad de Restitución de Tierras* (Land Restitution Unit) with the implementation of the *Estrategia “Por una Colombia 50-50 en el 2030: estrategia de empoderamiento económico de mujeres rurales en contexto de construcción de paz”*, not only as a means of strengthening its territorial technical capacity but also to ensure continuity of the consolidation processes comprised by the Strategy.

Developing State Capacities

7. To complete actions aimed at strengthening the CNMH (by its Spanish initials). The success of the program in this area, together with the demands of financial and technical support for the construction and sustainability of peace, strongly suggest that actions related to the truth and historical memory should end with the still pending delivery of the *Museo Nacional de Memoria Histórica* (National Museum of the Historical Memory). Appropriation of methodologies useful in the reconstruction of the truth and the historical memory, as well as published research that will soon be handed to the Commission of the Truth leads to infer that special contributions to this area may have reached an end, at least, with regards to the entity and the CNMH.
8. Redirect efforts towards the new institutions. Efforts to strengthen the institutional stand of FGN, Ombudsman Office, and UNP have made it evident that the technical tools and those necessary for gender-based transverse action have been handed

down to its addressees. Moreover, the success of the peace commitments will be ensured owing to persistent institutional efforts to own and sustain the actions undertaken. In its place, and given that the new institutions have assumed responsibilities, it is important to reallocate resources *Justicia Especial para la Paz (Special Justice for Peace)*, *la Agencia de Renovación del Territorio (Territorial Renovation Agency)* and other entities comprised by the transitional judicial system.

9. Monitoring results. In light of the transparency required by the country’s judicial system and to make results forcibly visible owing to penalties carried for sexual assault, as well as the protective measures for women and female collective victims of the armed conflict, it is recommended that fluency of processes be considered in the design and implementation of the operations in JEP, UARIV, URT, etc. at the hands of civil society, a special justice observatory for peace, and transitional justice mechanisms.
10. Having the Health system as a counterpart regarding psychiatric and psychological support for victims in different contexts: Denouncing, establishing rights, processing individual or collective reparation, memory reconstruction, etc. is urgent more than necessary. It is impossible to guarantee quality care or risk contention in mental health without a health system.
11. Strengthen initiatives aimed at the promotion of gender-based planning and budgeting considering the high dependency of public entities on cooperation resources for design and action planning. Guarantees and sustainability of gender-based actions also depend, in addition to political will, to the allocation of resources for their formulation and implementation.
12. Promotion of monitoring mechanisms for gender-based public policies, which include two action fronts. On the one hand, follow-up and verification of norm implementation at territorial level and, on the other, legislative monitoring of missing norms that may promote gender equality in the country.

Strengthening base organizations

13. To persist on the technical support for collective reparation processes given the need for qualified advice demanded by base-organizations in the construction of a diagnosis and reaching an agreement on a reparation plan. Equally important is the support given in the execution stage, in light of recent experiences that have revealed how valuable UN Women intervention is in bringing satisfying actions to fruition whether cooperation assumes the financial commitment or simply assumes verification of task executions.

Support for the consolidation of the Peace Agreement

14. Actions for the restitution of FARC women’s rights. The grave situations suffered by FARC women during the armed conflict, investigated and documented during this phase of the Program, demand the design and implementation of actions geared towards restitution of their rights. In particular, it is important to highlight that any positive impact derived from changes produced in their life will trigger a domino effect favorable to their families, as well.
15. It is necessary to strengthen actions geared to fostering education for peace and contributing to rebuild the territory and social network. In accordance with UN General Assembly Resolution No. 53/243, “Declaration and Program of Action on a Culture of Peace”, a culture of peace refers to “a set of values, attitudes, traditions and modes of behavior and ways of life, ending of violence and the promotion and practice of non-violence through education, dialogue and cooperation,” therefore, “the field of Education for Peace conceives peace not only as the absence of war and/or violence, but also as a positive, dynamic and participatory process in which dialogue and the regulation of conflicts are promoted, in a spirit of mutual understanding and cooperation.” In light of the above, the pedagogical component for peace must be transversal, present in the different actions that may be decided on within the framework of cooperation of UN Women-Sweden, and regardless of the intensity or level of conflict impact in the territories or communities involved. In designing an education strategy for peace, it is important to establish a dialogue with the Office of the High Commissioner for Peace and articulate Capacity Strategies for Peace and Coexistence, CaPaz, with the education for peace proposal formulated by UN Women.