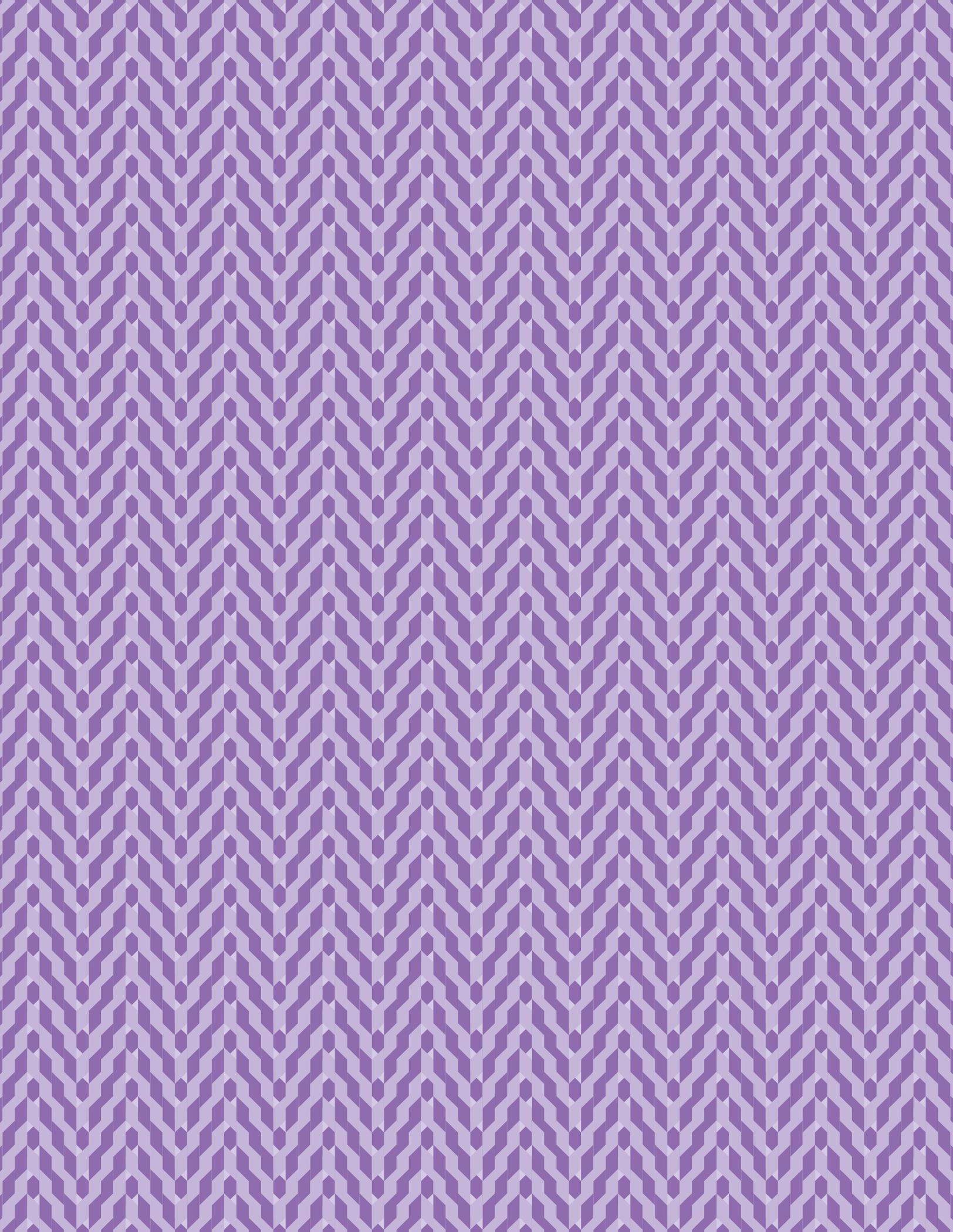


Gender-based  
violence during  
transition:  
Legacies of armed  
conflict and  
challenges to peace





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# Gender-based violence during transition: Legacies of armed conflict and challenges to peace

SECURITY FOR WOMEN AND LGBTI PEOPLE IN  
CONFLICT-AFFECTED REGIONS IN COLOMBIA

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# Gender-based violence during transition: Legacies of armed conflict and challenges to peace

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**FIP**  
FUNDACIÓN IDEAS PARA LA PAZ

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Introduction

01



## 01. Introduction

One of the main challenges to the deactivation of armed conflict and the construction of peace is the reduction of gender-based violence. The recent negotiation process with the FARC, and the agreement reached by the two sides included gender equality and non-discrimination as one of the central topics in regional transformation. This implies the protection and participation of new and additional actors, who become part of the processes that women's, LGBTI<sup>1</sup>, international, and public organizations and entities have been promoting.

In the transition phase and during the implementation of the peace agreement, gender-based violence and humanitarian challenges have increased in several regions, activated by the control and dispute of illegal armed groups. Even if the peace process caused a noteworthy decrease of violence linked to armed confrontation, these dividends have been compromised by threats and risks that persist and affect women and LGBTI people.

Since 2015, Fundación Ideas para la Paz (FIP) has been driving a work agenda that connects peacebuilding with gender equality. With the support of the International Development Research Centre (IDRC), FIP has been implementing the *"Security for women and LGBTI people in conflict-affected regions in Colombia"* project since May 2017.

This project aims to contribute to the reduction of sexual and gender-based violence in three emblematic regions affected by the armed conflict through research and development of alternative approaches with local actors: Puerto Asís and San Miguel in the department of Putumayo; Apartadó in the Urabá region of Antioquia; and Tumaco, in Nariño.

These four municipalities have been affected by dynamics of resettling or domination by armed groups, presence of illegal economies, an increase in the number of homicides, and sexual exploitation. They are also prioritized regions for implementation of the peace agreement, with the development of community or organizational initiatives that aim to prevent gender-based violence.

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<sup>1</sup> The expression LGBTI, an acronym for "Lesbians, Gays, Bisexuals, Transsexuals and Intersex", has been established as a distinctive element of a sector that pretends to seek, in part, the plurality of expressions of sexual orientation and gender identity that differs from heteronormativity.

The persistence of gender-based violence in these regions continues to be an obstacle for the construction of regional peace. In order to build peace and guarantee local security, it is important not to lose sight of two important elements: first, the connections between the different types of gender-based violence, and second, the incidence of these types of violence in the experiences and perceptions of security held by women and LGBTI people.

In the first part of this document, we identify factors that influence gender-based violence and perceptions of security, taking into account the legacies

of the armed conflict and the continuities and ruptures of the current confrontation. The second section contains a set of recommendations to improve security conditions for women and LGBTI people in fragile contexts, with an emphasis on the decrease of gender-based violence and community protection.

*Between April 2017 and April 2019, the FIP team developed three types of activities in each region:*

- *117 activities focused on the diagnosis and collection of information with 1900 people approximately, in addition to 80 private and public sector entities, educators, and international and civil society organizations. In this phase, we conducted individual interviews, focus groups, bilateral meetings, and sessions in which we applied the Exploratory Survey on Perceptions of Security and Tolerance of Gender-Based Violence<sup>2</sup>.*
- *56 validation and positioning activities focused on the results of the project, in which 96 people from the mentioned sectors participated.*
- *46 work group sessions (Regional Nodes for the Analysis of Information), in which more than 200 people participated. The objective was to analyze and explore in depth the findings and alerts found during the diagnostic phase of the project, as well as identifying the priorities and proposed actions in terms of security and gender-based violence in each region.*

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<sup>2</sup> The surveys were carried out through the “Enjoy Quiz Master” software, which employs a projector of the questions, and response cards for each of the participants. The sampling method used was non-probabilistic, in which the selected sample is not the product of a random or representative selection process for the municipal population. The subjects of the non-probabilistic sample were selected in function of their accessibility or links to a group of interest to the project, with the objective of understanding the opinions of specific population groups in the municipality.

Factors that  
influence  
gender-based  
violence and  
perceptions of  
security

02



## 02. Factors that influence gender-based violence and perceptions of security

The security conditions of women and LGBTI people should be understood in the framework of certain local social, economic, and institutional fragilities, the continuation of the armed confrontation, the existence of different orders (legal and illegal), and persistent patterns of discrimination, as well as within the use and justification of gender-based violence.

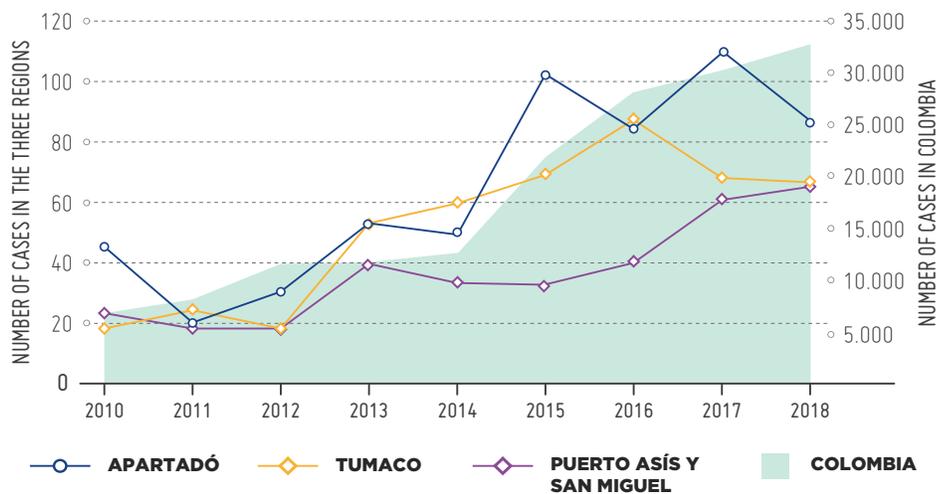
In the three regions, there is a tendency towards an increase in the number of sexual crimes and incidents of intra-family violence, which follow national trends according to the National Police. In the case of sexual crimes, the most noteworthy increase is seen in Apartadó (Antioquia), followed by Tumaco (Nariño), which had a decrease between 2017 and 2018. In these three regions, sexual crimes increased by an average of 23% per year since 2012.

At the national level, sexual crimes increased by 10% between 2017 and 2018. This past year, 86.4% of the victims at the national level were women and girls, and the types of crimes most often registered were “sexual acts with a minor under 14 years of age” (40%) and “sexual intercourse with a minor under 14 years of age” (19%).

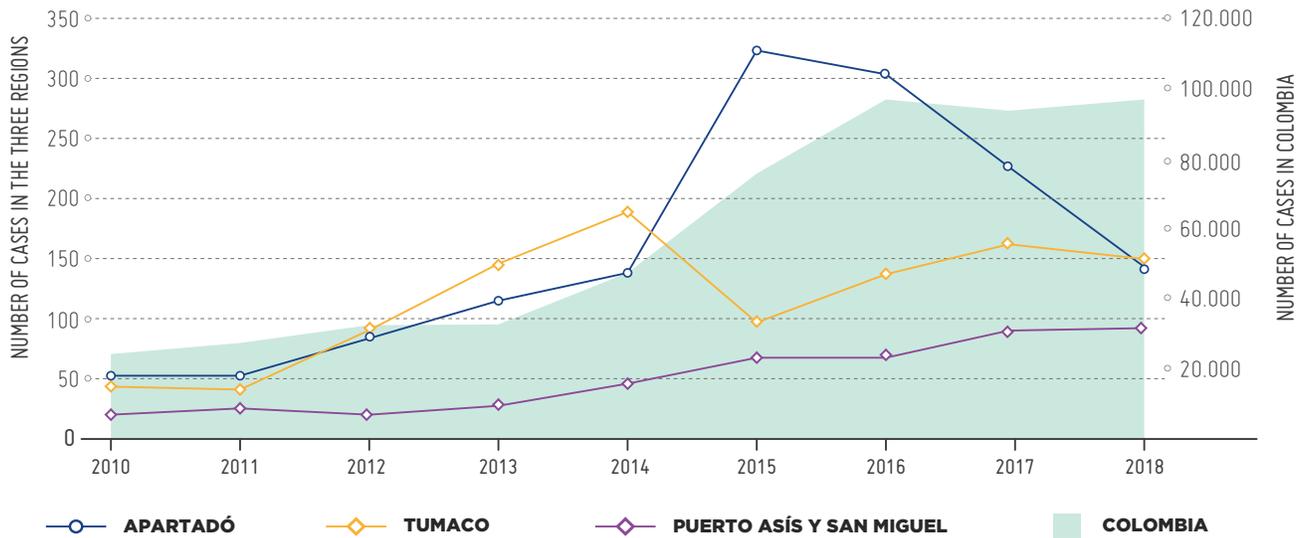
With respect to intra-family violence, reports increased in Apartadó until 2015, and then decreased. In Puerto Asís and San Miguel (Putumayo), the increase was gradual. Between 2017 and 2018 these cases increased by 3.8%, and 80% of the victims of intra-family violence were women and girls.

**GRAPHIC 1**

**NUMBER OF SEXUAL CRIMES IN THE THREE REGIONS AND IN COLOMBIA 2010-2018**



Fuente: Policía Nacional - SIEDCO

**GRAPHIC 2****NUMBER OF INTRA-FAMILY VIOLENCE CASES IN THE THREE REGIONS AND IN COLOMBIA (2010-2018)**

Fuente: Policía Nacional - SIEDCO

In the following section we present the factors that influence the occurrence and repetition of gender-based violence in the areas under analysis, not only including crimes of sexual violence or intra-family violence, but also a broader repertory of aggressions. We also identify particular affectations against women and LGBTI people, and their relationship with perceptions of security.

## 01.

### *Lack of understanding about gender-based violence and their connections*

Although there is a normative framework around gender-based violence as a crime, it does not have an important place in the authorities' view, so they make invisible or underestimate its effects on security. Some regional interpretations and discourses about violence against women and LGBTI people – influenced by stereotypes, tolerance, and discrimina-

tion – interfere with the way these types of violence are addressed and treated as crimes.

Information systems about crime in Colombia have data on gender-based violence disaggregated by sex (men and women). However, the analyses are limited to describing increase or decrease in behavior, without characterizing the different factors that affect it, conditions, or contexts in which the violence occurs. In addition, they often ignore the connections between the different types of violence. In the case of LGBTI people, there is no institutional registration of crimes against them, as this variable is not included.

One point to highlight is that Colombia has still not overcome the cultural and institutional normalization of women's role as being tied to the family. Some public representatives reproduce stereotypes that justify and tolerate these types of violence, which means they treat them as matters to be resolved in the private space instead of as a public matter. There are also stereotypes around the role that women oc-

copy in the home, as well as prejudices against LGBTI people, which affect re-victimization and promote the continuation of these types of violence.

For some types of violence in particular, such as violence among relatives, there is a concentration of registered cases between couples or within the home, which means that violence in other contexts is left out. Finally, information and registration of economic and asset-related violence<sup>3</sup> in contexts of vulnerability are precarious, making it difficult to address the relationship between women or LGBTI people and illegal economies.

## 02.

### *Legacies of the armed conflict with notions of justice, and the processing of conflicts that reproduce gender stereotypes*

In highly complex contexts in which illegal groups had significant control, the justice system and state institutions present barriers: impunity, distrust, and the legitimization of “*parallel justice*” (which has a punitive character and result-oriented). These parallel justice systems, which generate a false perception of security, have reproduced gender stereotypes and influenced standards of masculine and feminine conduct.

For some communities in rural areas, conflicts are processed most effectively through “*la ley del monte*” (any non-institutional arrangements), which is exercised by illegal armed groups and guarantees punishment and punitive resolution of cases. Women went to illegal actors to denounce acts of violence, exposing themselves to risks associated with coercion and control by the armed group.

The LGBTI population encounters multiple barriers to accessing formal justice: speeches that justify violence, intolerance, discrimination, and invisibility with respect to the possibility of registering or denouncing crime as a lesbian, gay, bisexual, transsexu-

al, or intersexual individual. This leaves them amid notions of justice inherited from the armed actors who victimized them and provoked their banishment, and a formal justice system they cannot access and that reproduces cycles of discrimination.

## 03.

### *Gender-based violence as an instrument of social regulation by illegal armed actors*

The justification and normalization of violence associated with gender stereotypes about women and LGBTI people started before the armed conflict. However, over-exposure to acts of violence, regional control exercised by armed groups, and the lack of efficient local mechanisms to resolve conflicts are additional factors that accentuate their persistence (with particular dynamics in the case of conflict-affected areas).

In the case of women, there are stereotypes around ways of dressing, aesthetics, their role in the home, and other behaviors associated with femininity that justify victimization. Other stereotypes justify blaming the victims (as seen in affirmations such as “*women who are hit because they like to be hit*”), and the motives of the aggressors (such as phrases like “*rapists are generally men who cannot control their sexual instincts*”).

There are prejudices against the LGBTI population, patterns of discrimination and stigmas about the life dynamics that make society tolerate violence motivated by sexual orientation or gender identity.

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<sup>3</sup> We understand economic and asset-based violence as measures of control over women’s access to resources and assets (including land), combined with local socio-cultural and normative frameworks that jointly bring about prejudices, insecurity, discrimination, vulnerability, dependence, and subordination of women in detriment to their survival and the satisfaction of their basic needs (Flores and Espejel, 2012).

This tolerance is also visible among state institutions responsible for preventing, addressing, and processing acts of gender-based violence. Revictimization by some public representatives persists, for example, by belittling the impact of non-physical gender-based violence, blaming the victim of the episode, or qualifying it as a private matter.

This stereotyped vision of gender-based violence at the community and institutional level, which belittles its effects and relegates the violence to the private space, allows it to continue to occur in regions which currently exhibit presence of illegal armed actors. There, tolerance becomes an instrument of regional control.

In the case of Tumaco, for example, illegal armed groups continue to use sexual violence, imposing controls on movement and limiting socialization. In Apartadó, social tolerance for economic violence has exhibited itself as sexual exploitation – one of the most visible control strategies used by the Autodefensas Gaitanistas de Colombia (AGC).

## 04.

### *The connection between gender-based violence – including economic violence – and illegal economies*

La violencia económica ocurre en relaciones Economic violence occurs in unequal power relationships in which women and LGBTI people are present. Conditions of economic vulnerability overlap with risks involved in contexts that tolerate gender-based violence and discrimination. This includes illegal armed groups who use violence against women as a regional control strategy.

In contexts with illegal economies such as Tumaco, Apartadó, and Bajo Putumayo, we find evidence of how the inequalities and risks to which women and LGBTI people are exposed become more acute. The economic flow resulting from the illegal coca economy has not meant an improvement in people's welfare

(especially women, children, and adolescents). The coca economy, as well as illegal organizations connected to drugs trafficking, work in the framework of wartime violent masculinities, which reproduce cycles of intra-family violence against girls and women.

Under conditions of economic vulnerability, violence against women worsens and is linked to sexual exploitation. In the case of the LGBTI population, illegal economies – in particular micro-trafficking – have drawn them in, taking advantage of the precarious economic conditions in which they live and the need for survival amid non-inclusive contexts.

In the case of borders, the presence of illegal economies and displacement and migration dynamics experienced by the population affected by conflict leads to high risk. In the case of women, the risks are connected to human trafficking, exploitation, and drugs trafficking.

Economic violence is expressed through limited access to resources, as well as obstacles to autonomy and empowerment that improve living conditions of women and LGBTI people. To this are added restrictions on employment and lack of jobs that would guarantee economic inclusion. The super-imposition of different forms of discrimination is a barrier for the effective, sustainable, and safe transition of women from illegal economies to legal income generation.

In conflict-affected regions, we identified the following obstacles to guarantee routes towards job formality and autonomy:

- Gender stereotypes that exclude women from job contexts and limit them to domestic and care activities. To this, we have to add the lack of income from this work.
- Discriminatory contexts or those not favorable for the reconciliation of women's domestic and work life, which make their continuation in the labor market difficult.

- Contexts that exclude LGBTI people in the work environment because of the visible expression of their gender identity or sexual orientation.
- Regional conditions of vulnerability that reproduce cycles of poverty in which women are the main ones affected. According to DANE data about Monetary and Multi-dimensional Poverty, the incidence of multi-dimensional poverty in 2018 was 3.2% higher in households with women as heads of household compared with men as heads of household. This difference increases to 6.2% in rural areas.

## 05.

### *The connections between tolerance to gender-based violence and perceptions of (in)security*

Women's and LGBTI people's perceptions of security have a common foundation – similar to those of other people – associated with the increase or decrease of crimes such as homicides or robberies. In the current environment of these regions, the negotiation process, signature, and implementation of the Final Agreement, as well as the resettlement of armed actors, impact this perception as well.

Women's and LGBTI people's perceptions of security share two particular elements. First, fear about a possible sexual attack is combined with gender stereotypes about their own fragility and weakness. In this way, fear of sexual aggression lends specific characteristics to perceptions of security by women, lesbians, gays, and transsexuals. This occurs with respect to street harassment (Puerto Asís) or mothers' fear that their daughters will be harassed by neighbors (Tumaco) or family members (Apartadó).

Second, tolerance to gender-based violence in private and public contexts influences how risks, to

which women and LGBTI people are exposed, are perceived. The effects of social, community, or institutional contexts that are permissive and tolerant of gender-based violence can not only be measured and characterized in objective terms of risk and threats confronted by women and LGBTI people, but also in terms of their perception of security and of how they adjust or limit their behaviors and routines based on the same. The indication or isolation of victims and justifications of the behavior of the aggressors influences their perceptions of security.

LGBTI people's perceptions of security are directly proportional to the sense of unpleasantness that falls on them and social stigma that they experience. This population often associates insecurity and fear with their experiences of discrimination and shaming – a relationship that also depends on the particular meaning of their experiences of exclusion.

The connection between tolerance of gender-based violence and the perception of security contributes to understanding how relationships of co-existence are woven. In this way, the connection is a relationship between trust, reciprocity, and forms of problem solving in communities.

This matter is fundamental to understanding the scope of the coercion and regulation mechanisms that illegal actors used and continue to use as gender-based violence. This is especially true regarding their impact on women's and LGBTI people's security and on the weakening of collective protection practices (social, community, or cultural) and self-care from an individual perspective.

## 06.

### *The experiences of women and LGBTI people in private and public spaces are associated with gender-based violence and stereotypes*

Perceptions of security are constructed based on variables associated with gender and the division of spaces traditionally assigned to men and women. It is therefore very important to take into account the weight of gender stereotypes in the definition of public and private spaces.

From this perspective, the attributes of the house, as a private space, include some that differentiate it as a place that could be perceived to be safe or unsafe for women:

- The connotation of a protective space with respect to risks and criminal acts that occur outside. The private space, and what happens “behind closed doors”, work as a response mechanism with respect to an exterior that can be perceived as threatening.
  - The home is safe but not entirely. There is a difference between internal spaces according to their use for rest, leisure, and individual development.
  - Unsafe spaces are not only those in the house in which violent acts and mistreatment occur (the bedroom, for example), such as psychological, symbolic, or other violence. They can also relate to work sessions and housework that imply extended hours, physical labor, overburdening of work without time for personal welfare, and on some occasions infrastructure and inadequate service conditions.
  - Women’s economic dependence is accompanied by the invisibility of their domestic work and non-remunerated work. This increases the risks to which women and girls are exposed within couples and family relationships.
- In public spaces, we identify the following factors that influence women’s perception of security in their block, neighborhood, or village:
- Infrastructure conditions and public services; the offering and institutional architecture, and presence of social organizations;
  - The rules of coexistence and solidarity between neighbors; the actions of the Community Action Boards; conflict resolution processes; and collective actions to resolve collective problems.
  - The coercion of criminal groups, including so-called “social cleansing” or punishment that “improve” – from the result-oriented perspective – the perception of security, but have a high cost for women with respect to the use of gender-based violence as a regulating mechanism in daily life.
  - Women’s unequal access to certain public spaces perceived as more unsafe for them for diverse reasons, such as harassment and fear of sexual assault.
- People with diverse gender identities and sexual orientations have a different way to construct their relationship with private and public space, according to how adverse or favorable the space is for the visibility of their gender identities or sexual orientation.
- The family and the spaces in which one is first self-aware determine the conditions for expression of diverse identities. LGBTI people reiterate their fear

of exposing their identity at home, as they are often excluded from their homes and family circles. This increases their vulnerability as, in the haste of escaping the hostile environment represented by their home, their support networks can be limited. With respect to the uncertainty of their survival, these people are exposed to new scenarios of risk and expressions of violence.

## 07.

*The dynamics of early expulsion of LGBTI people from their families and schools has repercussions on them, because they have to survive in isolation, exposing themselves to adverse environments*

In conflict-affected regions, discrimination confronted by LGBTI people occurs early in their main social spaces. This affects the possibility of them having social networks and developing the capacities and abilities to access job training and preparation activities.

LGBTI people often experience the first acts of discrimination and expressions of violence in their homes and by relatives, which increases their vulnerability. In the haste of escaping the hostile environment represented by their home, they are left with limited economic opportunities, most of which reproduce gender stereotypes, with very specific jobs like hairdressing, and offers to join activities related to criminal groups – mainly micro-trafficking and sexual exploitation.

The erroneous notions and stereotyped images of LGBTI people are linked to violent and discriminatory acts before and during armed conflict. Discrimination and fear remain and emerge when relationships are established with other actors in the region.

Violence against LGBTI people determined by historic and recent discrimination lead to invisibility and hiding as a response to the possibility of being

pointed out or physically or verbally assaulted. These people express the link between fear and “coming out of the closet” as part of their daily lives, which is repeated when they arrive in a new context: a neighborhood, a place of study, work, or any social space.

## 08.

*The impact that the armed conflict left in these regions influences women’s and LGBTI people’s current perceptions of security*

The perceptions of security are related to coercion in contexts in which gender-based violence has become part of the repertoire deployed by armed actors in the territories they dispute, or where they co-exist or dominate. The legacies of conflict show that:

- Regulations exercised by armed actors have persisted, especially with regard to public spaces and their uses and in inter-personal relationships and behavioral norms.
- Current experiences of violence are registered in the specific places in which they occurred during the conflict, so that belonging to a community implies recognizing its victims and going through shared mourning processes.
- The current perception of insecurity is mediated by uncertainty about possible repetition of similar acts.
- Women’s perceptions of insecurity relate to the rupture and weakening of the social fabric and ancestral wisdom that worked as protection and recognition mechanisms in daily life.

- In social, community, and institutional contexts, there are signals of recognition and support to women who are survivors of gender-based violence.

For LGBTI people, the reproduction of gender stereotypes and practices of control over the body and sexuality – mechanisms used by armed actors – have been internalized in the community. This has meant that expressions of violence against them are justified and naturalized.

The conjunction of stereotypes of what it means to be a man or a woman – which were existent before the armed conflict and have been exacerbated by the current confrontation – build narratives of censorship, exclusion, and discrimination around people with diverse sexual orientations and gender identities. This situation has fed into prejudices and influenced the violence of which they continue to be victims.

To this is added the fact that the armed conflict was experienced intensely in these contexts and the confrontation between the State – through the armed forces – and the illegal armed groups, which involved military actions, had effects on women and LGBTI people's perceptions of security. Gender stereotypes and the reproduction of discriminations also took place in the confrontation. This meant that for women and LGBTI people, the armed forces did not represent a means of security but rather of continuity of the confrontation and persistence of discrimination and vulnerability.

Recommendations

03



### 03. Recommendations: Actions to include women and LGBTI people in regional development and agendas for peace in regions affected by conflict

We identified a set of recommendations to improve security conditions for women and LGBTI people in fragile contexts, with an emphasis on working to decrease gender-based violence and increase protection for these populations. One of the main challenges is to advance the peacebuilding agenda in municipalities in which gender-based violence, illegal economies, and legacies of armed conflict are linked.

#### 01.

##### *Priorities to address security conditions for women and LGBTI populations in fragile contexts*

**Include the gender focus in the implementation of a Security and Coexistence Policy**, taking into account three elements: first, the effects of military action on dynamics of gender-based violence; second, the role played by gender-based violence in the reconfiguration of criminal violence; and third, women's and LGBTI people's perceptions of security. Monitoring of Ministry of Defense measures to retake control of areas influenced by armed actors should include monitoring and evaluation indicators that demonstrate the positive and negative effects of these measures on gender-based violence and women's and LGBTI people's perceptions of security.

**Strengthen the role of the Vice Presidency and the High Commissioner for Stabilization in their coordination role**, ensuring the inclusion of a gender focus in the differential treatment in favor of women as part of the "*Peace with Legality*" stabilization plan. It is important that those who lead this process recognize the security conditions experienced by LGBTI people amid violent contexts and transition environments.

**Construct strategies to identify sources of illegal financing and patterns of criminality that affect women and LGBTI people.** It is important that the National Commission on Security Guarantees make progress in this task, and that it takes into account the contributions of national and local women's and LGBTI organizations to facilitate their participation in the construction of security strategies.

## 02.

### *Coordination between national agendas for peace, local capacities, and gender mechanisms in fragile contexts*

FIP recommends that the High-Level Government Office for the Incorporation of a Gender Focus, responsible for the coordination and harmonization of the gender agenda with the Final Peace Agreement, advance in the following tasks:

**Include the LGBTI sector's agenda in that of entities responsible for the Framework Plan for Implementation of the Final Agreement.** Until now, this agenda has been unperceived not only at the level of discourse but also in structuring mechanisms of the agreement. It is necessary to design and implement special measures for LGBTI people as part of gender mainstreaming.

**Link regional offices and mechanisms in the inclusion and development of the gender focus in implementation of the agreement.** Regional gender mechanisms are important. These include women's secretariats, women's management mechanisms, and programs led by Mayor's and Governor's Offices.

**Update and strengthen technical assistance processes developed by the Presidential Advisor on Women's Equality [CPEM, Spanish acronym],** with the goal of including commitments from the Implementation Plan in municipal and department plans on women's and gender equality. The objective is that local authorities take ownership of the challenges of gender-focused implementation of the peace agreement.

## 03.

### *Development of information systems for local management of security and peace with a gender focus*

**Incorporate the gender category in local security analyses,** including the least visible types of violence, with the goal of understanding the factors that affect women and people with diverse sexual orientations and gender identities. The objective is to strengthen decision-making in a differentiated way, for the prevention and control of gender-based violence at the local level. It is necessary to take measures in the short term so that violence is registered even when there is less available information about it.

**Improve information systems about crime with the goal of understanding gender-based violence against LGBTI people,** taking into account that systems such as those of the National Police and the National Institute of Forensic Medicine only show trends for men and women.

**Carry out studies on economic and asset-related violence in urban and rural contexts.** It is important to generate better evidence, strengthen the infor-

mation systems, and monitor assistance and protection routes for this type of violence. The Office of the Presidential Advisor on Women's Equality, which has carried out a study along these lines,<sup>4</sup> and the Ministry of Justice and Law, can have a key role in driving technical discussions about these topics and strengthening their knowledge within and outside state institutions.

**Broaden the scope of the Satellite Allocation of the Care Economy<sup>5</sup> as well as the Use of Time Survey<sup>6</sup> developed by the DANE,** so that the local authorities, regional entities, and other actors in small municipalities with rural vocations can qualify and evaluate their public policies for the economic empowerment of women and the reconciliation of family and work life.

**Generate and develop instruments to measure women's and LGBTI people's perceptions of security by incentivizing this type of regional study at the departmental level.** To understand the impact of implementation of the peace agreement from the perspective of perceptions of security, it is important to use this instrument in prioritized regions and to emphasize that the entirety of the data can be disaggregated taking into account sex, sexual orientation, and diverse gender identities.

## 04.

### *Security and protection strategies at the local level*

These recommendations are directed at three public policy instruments at the regional level: Integral Prevention and Protection Plans; Integral Citizen Security and Coexistence Plans; and chapters on prevention of violence against women in the municipal or departmental development plans.

**Qualify methodologies for information collection and frameworks of understanding around violence against women and LGBTI people in fragile contexts.** Even if public policy instruments incorporate differential risk analysis exercises, it is recommendable to pay special attention to economic and asset-related

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<sup>4</sup> CPEM & Presidential Administrative Department -DAPRE. (2016). *Violencia económica y patrimonial: Una aproximación a través de la atención en los municipios de Riohacha, Buenaventura y el Distrito de Cartagena*. Available at: <http://www.equidadmujer.gov.co/oag/Documents/Violencia-economica-patrimonial.pdf>

<sup>5</sup> According to DANE: This measurement, as a satellite allocation of the National Accounts System, shows the relationship between the Care Economy and the rest of the economy, observing the distribution of time, work, consumption, and income used in both. The Care Economy is understood as the production, distribution, exchange, and consumption of care services..

<sup>6</sup> According to DANE: The National Survey on the Use of Time aims to generate information about the time that people aged 10 years old and above dedicate to work and personal activities. The survey bases its conceptual structure on the separation of human activities in two large groups, work activities and personal activities, following the structure of the National System of Accounts.

violence, and its relationship to other types of violence such as sexual exploitation and intra couple violence, among others.

**Include gender-sensitive budgets**, including funds such as the FONSET<sup>7</sup>, and avoid “*cross-cutting resources*” as part of other activities, programs, or projects. This is so that fulfilment of gender-based violence prevention goals does not depend on other strategies, and so that it has sufficient resources.

**Take measures with respect to risks identified by the People’s Ombudsman’s Early Warning System**, leveraging the regional potential scope of tools such as “*Por qué el conflicto golpea... pero golpea distinto*” [Why the conflict harms...but harms differently]<sup>8</sup> and “*Protegiendo la diversidad*” [Protecting diversity]<sup>9</sup>. Regional entities should guarantee that these strategies synthesize with economic, political, social, and cultural characteristics of the municipality, including practices associated with the recruitment/use and sexual exploitation of children and adolescents.

**Adjust security and rapid response strategies to address patterns of violence against women in private spaces**. It is also necessary to address femicide and homicide of women and their possible connection to sexual violence, intra-couple violence, and violence by relatives.

**Guarantee the implementation of the rural prevention and assistance route for violence against women**. For this, they should take practical conditions into account, including available routes, costs, transport times, public services, and local capacities of the Family Commissaries, Attorney Generals, Forensic Medicine Entities, and others.

**Generate effective guarantees for participation of women and LGBTI people** and their organizations, in decision-making spaces relating to the formulation of, implementation of, and accountability for the three public policy instruments mentioned. This will feed the discussion on the impact of these policies on women and LGBTI people, from the perspective of gender.

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<sup>7</sup> The Regional Citizen Security and Coexistence Funds [FONSET] are allocation accounts and are administrated as special accounts without legal capacity (Decree 399 of 2011, Art. 10). In all municipalities and departments there should be a Fund, administered by the mayor and governor, or Secretary delegated for that function. The investment of fund resources should be exclusively for matters assigned in the Integral Citizen Security and Coexistence Plan.

<sup>8</sup> This is a series of posters published in 2011 by the People’s Ombudsman’s Office Early Warning System and UN Women, which contain tools to identify, characterize, and prevent gender-based violence risks in the framework of the armed conflict.

<sup>9</sup> Published in 2018 by the People’s Ombudsman’s Office with a toolkit to develop actions that favor security and protection of LGBTI population

Involve actors who complement those who usually participate in **prevention and assistance routes**, searching for new inter-sectional approaches. The objective here is to motivate and develop community and collective care and protection practices where they were weakened by the armed conflict, as well as innovating prevention measures led by other sectors (cultural, sporting, communications, private/commercial, youth, unions, and others), including the participation of Community Action Boards in oversight and accountability spaces.

## 05.

### *The generation of local capacities for the implementation of Public Policy to Guarantee LGBTI Social Rights (Decree 762 of 2018) at the local level*

**Improve the institutional architecture to implement it.** According to national policy, respect, promotion, and protection of LGBTI people implies producing institutional steps to assume specific responsibilities with respect to the population's needs and conditions, as well as generating the required response capacity in municipal administration.

**Generate participation and organization spaces.** Promote regional measures to guarantee the participation of the LGBTI population. This means driving the creation and strengthening of participation mechanisms such as specific municipal roundtables to generate a greater level of political incidence and strengthen leadership and social initiatives of this population.

**Drive LGBTI organizational dynamics and participatory processes** that contribute to the identification of common interests, joint priorities and agendas that result in the construction of strategic plans.

## 06.

### *The promotion and guarantee of safe public spaces free of discrimination*

**Provide universal access to safe, inclusive, and accessible public spaces for women and LGBTI people.** It is important to highlight the advantages and opportunities that this type of initiative can have for local actors when they become partners and/or patrons, placing special emphasis on the planning, design, and provision of safe public spaces and transport, as much in municipal seats as in rural areas. In addition, it is necessary to have strategies to broaden and stimulate the use of these spaces by girls, women, and LGBTI people.

**Strengthen the role of the Community Action Boards in community prevention.** The Boards are key spaces to promote safe community environments for women and LGBTI people, based on the recognition of diversity.

**Support community initiatives focused on peaceful coexistence and security, with resources from the Democratic Participation and Strengthening Fund.** This fund is responsible for financing projects in the Democracy, Citizen Participation, and Community Action Office of the Ministry of the Interior. Keeping in mind CONPES 3955 of 2018, the recommendation is that this ministry – responsible for the fund – drive initiatives that aim to equip safe public spaces for women and girls in their communities, as well as strengthening community mechanisms to care for and protect victims of gender-based violence. The Ministry of the Interior also provides activities for the exchange of experiences, to raise awareness of successful community organization actions.

**Drive and prioritize initiatives that aim to transform cultural practices and social and community narratives about different types of violence against women.** The objective is to develop interventions with medium and long term impact, involving other actors who contribute to the reactivation of prevention and community protection practices as well as innovating with initiatives led by cultural, sporting, communications, private, youth, and other sector strategies. The Ministry of Culture should have a protagonist role here, with the promotion of artistic processes and support for cultural activities.

**Avoid community prevention mechanisms such as information networks becoming ways to regulate and control the behavior of women, girls, and LGBTI people.** It is important to avoid stereotypes that justify gender-based violence under the pretext of community protection.

**Implement the tag #AquíEntranTodos<sup>10</sup> [#EveryoneGoesInHere] to generate environments free of discrimination towards people with diverse sexual orientations and gender identities.** It is important that state entities counteract institutional tolerance for gender-based violence. It is also important that the private sector progress in dialogue on the positive implications of implementing inclusion, recognition, and non-discrimination strategies (in the case of commercial establishments, for example). In open public spaces, it is necessary to generate a differentiated approach to people with diverse sexual orientations and gender identities, in order to recognize that lesbians, gays, and trans women are affected by different barriers in each of their uses of space.

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<sup>10</sup> The tag #AquíEntranTodos promotes environments free of discrimination due to sexual orientation in public spaces. It is included in the public policy to guarantee LGBTI Social Rights (Decree 762 of 2018).

## 07.

### *Strengthening the relationship between access to justice and perceptions of security*

Increase the potential of local justice systems and committees, to increase their effectivity. Efficient justice should be guaranteed through an organized offering of services that provides equity in access and resolves conflicts. The priority is to position formal justice closely in the imaginary of people and communities as the preferable option when resolving conflicts.

Identify and characterize the barriers confronted by women when they bring cases to administrative and ordinary justice, as well as in the stages of making claims, investigation, judgment, and sanctions. It is necessary to engage local women's organizations to obtain more relevant information, as well as more appropriate measures for the gender dimension and contextual conditions, as well as training them so they can carry out oversight processes.

Implement efficient channels of access to justice that weaken regulation by armed actors and strengthen ordinary, regular, and transitional justice, as well as alternative mechanisms. It is important to strengthen the capacity and resources of the Houses of Justice, Family Commissaries, police inspections, equity conciliation, and the role of the JEP [Special Jurisdiction for Peace] regional liaison and the public ministries (People's Ombudsman's Office, Legal People's Representative).

Guarantee that the institutional offering for assistance to women victims of violence fulfills standards of access, quality, dignity, privacy, confidentiality, and "do no harm". It is necessary to move past approaches limited to medical emergencies and reduced claims and denouncement sessions towards integral rapid response processes, protection, and assistance that include continuity and monitoring.

## 08.

### *Economic inclusion and autonomy of women in conflict-affected regions*

Public policies for the economic empowerment of women, as well as other types of efforts to generate productive projects, should consider the complexities around economic and asset-related violence and their relationship to other types of violence (such as sexual exploitation and intra-couple violence, among others). We recommend:

Implementing integral economic inclusion and employability projects for women exposed to illegal economies with the goal of guaranteeing them means of life and access to social security, control over assets and means of

production, markets and production and commercialization chains, access to training in areas of interest, and reduction and redistribution of care tasks.

It is necessary for illegal crop substitution activities led through the High Council for Stabilization – especially the National Integral Crop Substitution Program – to have a focus that allows women to substitute one income for another and guarantee their rights and citizenship.

**Strengthen land access policy with a focus on gender.** The processes of formalization and impetus for access by the National Land Agency should consider gaps in gender, and prioritize access for single mothers, women who are victims of the conflict, and those who are dependent on illegal economies.

**Improve the sustainability of economic initiatives targeting women, recognizing their practices and experiences to generate income in border contexts** in which illegal economies, informality, and extractive dynamics prevail. The role of the Ministry of Agriculture is of special importance – especially the Rural Women’s Office – and its coordination with relevant entities to guarantee access to housing, financial services, and seed capital for women in border areas.

**Incorporate follow-up measures to the payments made within the framework of productive proposals** to promote a rural development that does not widen gender gaps in the family or that goes against women’s economic autonomy and their control over resources.

## 09.

### *Economic inclusion of the LGBTI population in conflict-affected regions*

**Drive economic entrepreneurship options that counter stereotypes of jobs** for people with diverse sexual orientations and gender identities, so they can move away from the dynamics and contexts of illegal economies.

**Generate awareness processes in work spaces** that are coherent with principles of equal opportunity and anticipate resistance due to imaginaries constructed around LGBTI people.

**Favor LGBTI inclusion in formal technical training and higher education processes**, including flexible education models that respond to different ways of life and particular dynamics of survival in the lesbian, gay, and trans population. Ensure a technical and higher education offering at the regional level.

## 10.

### *Involvement of the private sector*

Encourage economic autonomy of women taking into account the balance of family and work life, and including incentives for making work conditions more flexible in companies and public entities. This implies linking the public and private sectors around transformations that benefit shared responsibility by men and women in domestic and care tasks.

Drive – at the national and regional level – inter-sectoral actions and multi-actor pacts to prevent violence against women. This generates inclusive and safe work contexts, linked to the objective of “decent work” that forms part of the *Sustainable Development Goals*<sup>11</sup> as well as the “*Guiding Principles about business and human rights*.”<sup>12</sup>

Promote the implementation of EQUIPARES<sup>13</sup> labor equality stamp among people in conflict-affected regions so that it stimulates regional implementation of the Gender Equality Management System by the Ministry of Labor.

Incorporate or strengthen fair trade strategies that aim to promote women’s and men’s capacities to access the resources necessary to be productive in such a way that it constitutes an attribute of the private sector that counters inequality conditions in fragile contexts.



<sup>11</sup> These are the 17 objectives identified by UNDP to end poverty, protect the planet, and guarantee that everyone enjoys peace and prosperity.

<sup>12</sup> See more at: [https://www.ohchr.org/Documents/Publications/GuidingPrinciplesBusinessHR\\_SP.pdf](https://www.ohchr.org/Documents/Publications/GuidingPrinciplesBusinessHR_SP.pdf)

<sup>13</sup> “EQUIPARES”, the Stamp of Labor Equality, is a certification program that aims to recognize businesses that effectively implement the Gender Equality Management System and that generate cultural transformations and close gender gaps in their work.

## 11.

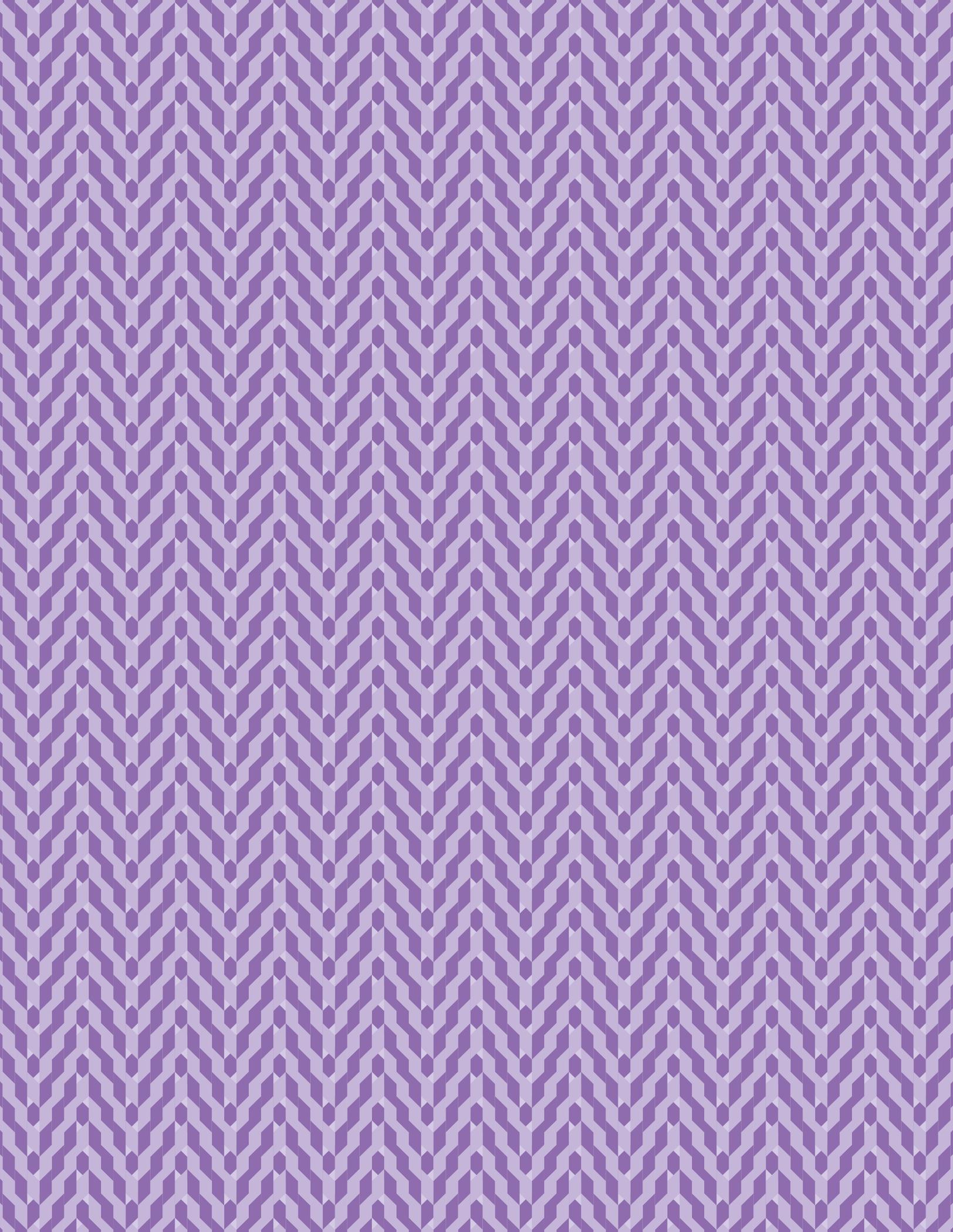
### *Memory, reconciliation, and non-repetition guarantees*

Send out alerts about collective harm that can arise from the rupture and weaken the social fabric and ancestral wisdom that served as protection mechanisms at the community, institutional, and cooperation levels.

Make memory an area of work for cultural transformation, favoring - through institutional action - social constructions that break down the negative imaginaries against people with diverse orientations/identities, at the same time as highlighting the rejection of punishment and harassment practices against these people.

Literally and symbolically recover important places and practices of women, which influence their social and political recognition as well as their economic autonomy and food security.

Give continuity to and strengthen initiatives of the Special Investigation Unit to dismantle criminal organizations and conducts of the Attorney General's Office, focusing on the relationship between illegal economies and crimes against women and the LGBTI population. It is important to dedicate special attention to economic and asset-related violence, as well as their connection to crimes against freedom and sexual integrity. The Analysis and National Investigation Group, regional groups, itinerant groups, and regional coordinators should identify patterns of gender-based violence used as an instrument of social regulation used by criminal structures.



Gender-based  
violence during  
transition:  
Legacies of armed  
conflict and  
challenges to peace



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