ONU Mujeres Colombia/IGAC

WOMEN COUNT PHASE II

COLOMBIA

The issue

Despite significant progress made in phase I of Women Count in Colombia, persistent challenges remain, including:

- The chronic lack of funding for gender statistics limits the ability to innovate in statistical operations, at the risk of increasing barriers to measuring progress towards gender equality.

- Coordination of the national statistical system (NSS) needs to be consolidated and communication between data users and producers needs to be strengthened. Limited production and use capacities at subnational and subpopulation levels is leaving wide information gaps that pose challenges for following up on the 2030 Agenda.

- Gender data gaps on key issues, such as on gender and the environment, land ownership and violence against women (VAW) limit understanding of these issues and stunt the development of effective policy actions.

- There is a need to promote innovation in the production, access, analysis and use of gender statistics, as well as new ways to measure gender gaps using non-traditional sources, such as through localized geospatial analysis.

Our response

Phase II will focus on scaling up the results achieved in phase I and addressing remaining challenges, specifically to:

- **Create an enabling environment**: Create networks of experts in gender statistics who can advise groups and structures;[1] institutionalize user-producer dialogues; update and implement specialized guides; and expand the gender statistics capacities of data users and producers through a national training programme.

- **Increase data production**: Support the first specialized survey on VAW; increase capacities to analyse administrative data, censuses and economic surveys; promote innovation in statistical processes to address key issues such as gender and environment (G&E), women's economic empowerment (WEE), land ownership, disability and investments in gender equality; and support the localized/territorial monitoring of the Sustainable Development Goals (SDGs).

- **Improve data accessibility and use**: Produce and widely disseminate new gender data publications to inform and evaluate public policies, especially linked to development plans; expand alliances with gender observatories to improve the accessibility and use of data with a differential and intersectional approach; exchange knowledge on Colombia's recognized expertise in gender statistics development at regional and international levels.

Thematic priorities

Gender and environment: Diagnose the capacity to measure the nexus between gender and climate change, based on an exchange of knowledge and tools with UN Women's Asia-Pacific Regional Office; explore the use of non-conventional data to produce new research and analysis on the impact of climate change on women and girls, to close data gaps.

Economic empowerment: Expand the processing and analysis of women's economic empowerment data, using the Economic Census, Time-Use Survey (TUS) and Multipurpose Cadastre to generate information that can guide the design of Territorial Care Systems and inform the Comprehensive Rural Reform; support the definitions in the Popular Economy Information System, an initiative prioritized by the Government in the National Development Plan to achieve better territorial policies focused on women from a collaborative economy perspective.

Violence against women: Strengthen and promote inter-institutional coalitions to conduct of the National Survey on Violence against Women; continue to support the inter-institutional coordination mechanisms established to position the survey as the baseline instrument of the entire National Registry, Attention and Monitoring System of Gender-Based Violence (SALVIA), linking two important initiatives.

Innovation: Support initiatives focused on innovation and the modernization of statistical processes and operations to close information gaps in emerging issues, such as inequality and disability; develop geospatial analysis on the care economy to contribute to the development of the care-services map of Colombia.

Results 2023
Creating an enabling environment

- **After seven decades developing its NSS, Colombia has approved its first Law on Official Statistics**. This law, which seeks to strengthen data production and analysis, specifies the need for "inclusion" and "respect for the country's diversity" (Article 4.4) based on an intersectional and "differential approach" (Article 5.4). The National Administrative Department of Statistics (DANE) also approved the National Statistical Plan for 2023–2027 as a new roadmap that explicitly includes differential and intersectional approaches under Strategy No. 2. With these instruments, Colombia has

updated its statistical framework, allowing for the use of new sources to ensure the incorporation of a gender perspective in decision-making, strengthening ethical guidance, and improving transparency in statistical production and dissemination through clear guidelines for NSS actions.

- **Coordination within the NSS is improving, through two new bodies, user-producer dialogues and training for public servants**. Two new mechanisms were created or bolstered in 2023: a new inter-institutional working group called the Inclusive Data Roundtable, was created to guide data management within the SALVIA system, propose evidence-based public policies and guide institutions on effective actions to address VAW; and the Roundtable on Gender and the Cadastre, a technical working group that seeks to influence the generation of evidence and policies to inform the Government's Integral Rural Reform, was made more participatory. Each comprised of 12 government entities that lead public policy in their respective fields[2] and 10 experienced women's organizations, both bodies are now multistakeholder mechanisms that promote coordination, foster dialogue and dynamize advocacy, including through institutionalized dialogues between users and producers of statistics. UN Women is supporting their operation, providing technical assistance, and promoting the participation of different entities therein, making these more inclusive spaces for debate and problem-solving. The Roundtable on Gender and the Cadastre organized its first two consultations with 15 women's organizations in 2023, about their experiences, needs and recommendations regarding the Multipurpose Cadastre and land ownership. Through its partnership with the Agustín Codazzi Geographic Institute (IGAC) and the National Planning Department (DNP) – two government institutions that lead national cadastral operations and land policy formulation, as well as the Integral Rural Reform process – UN Women serves as a technical facilitator at Roundtable meetings, maintaining fluid intergovernmental work, and ensuring that policy recommendations are based on the women's consultations and evidence generated on the Multipurpose Cadastre. In 2023, UN Women and IGAC also trained 250 public servants, including IGAC technicians and Roundtable policymakers.

- **Departmental Gender Observatories are being bolstered by a National Network and new technical committee of allies**. To support capacity-building of the gender observatories supported by Women Count[3], a technical committee of allies was established specifically for the observatories in the Department of Cauca and Nariño, to verify the quality and objectivity of the data they produce as part of the NSS at the

subnational level – including VAW data from the National Police and the Institute of Legal Medicine. The committee will promote gender data user-producer dialogues and coordinated work, gathering 10 experts from data-producing entities and from civil society organizations (CSOs). The technical committee and National Network of Gender Observatories are forums for knowledge-exchange among departmental observatories, on methodologies and tools to strengthen their operations and management. They seek to improve work between statistics users and producers and promote the standardized management of gender observatories' access, analysis and use of evidence with a gender perspective, with the ultimate goal of influencing the timely development of public policies to close gender gaps. UN Women technically advises these bodies, especially on protocols for data management and analysis, strengthening local capacities to ensure that analysis reflects inequalities in various dimensions, including WEE, women's leadership and participation in decision-making, among others.

- **At least 350 people from 23 different entities producing or using statistics improved their knowledge and capacities on gender statistics in 2023, strengthening institutional effectiveness**. In 2023, three trainings focused on: strengthening gender perspectives in humanitarian information; the better use of data in formulating political programmes by women candidates for elected positions[4]; and strengthening gender observatories, especially on the development of inclusive indicators, microdata management, data analysis with a differential and intersectional approach, and strategic data visualization for decision-making. These trainings have increased participants' understanding of: the importance of creating protocols for data management and use; processing, analysing and using data with a differential and intersectional approach to support recommendations for decision-makers; and the need to inform different plans, programmes or policies that contribute to gender equality by generating better evidence in a timely manner. This knowledge is being applied to develop analysis with a gender perspective for the new territorial development plans (2023–2026), especially in the situational diagnosis. In addition, 32 UN Women Colombia staff improved their capacity to use and analyse gender statistics in their advocacy as a result of training in early 2023 on disseminating, visualizing and communicating gender statistics. UN Women also extended this training to four other entities, including the Information Management and Mine Action Program (iMMAP), where 30 people received technical training on integrating a gender approach in humanitarian information management.

Increasing data production

- **More than 200 people and 40 organizations took part in consultations to shape the forthcoming new national VAW survey**. The design of the National Survey on Gender-based Violence against Women (ENVICOM) was finalized by DANE, with technical assistance from UN Women to structure the plan, design and methodology, including of four survey forms. UN Women also helped organize 15 technical dialogues to identify information needs, with more than 40 organizations and 200 people participating at national and subnational levels. As a result of these consultations, adjustments were made to the questions on all three survey forms, including adjustments to the wording of questions related to physical, economic and psychological violence. It was also agreed that violence against women in the context of the armed conflict would not be addressed by the survey, given that this type of violence requires a special approach. The survey, to be rolled out in 2024, has the potential to close information gaps, such as through prevalence analyses, which has the potential to improve the effectiveness of care and responses, and monitoring through the SALVIA system.

- **Two new minimum sets of gender indicators are providing data on people with disabilities and the care economy, while strengthening the capacity of gender observatories to monitor subnational gender policies**. The first set is based on 12 indicators on people with disabilities, while the second is based on six sets of indicators with subnational information on the care economy. Both sets were developed using a differential and intersectional approach, improving the ability to identify different variables, not only by sex, but also by age ranges and by type of disability. UN Women provided technical assistance for the development and estimation of these indicators, whose novelty and strength lie in that they respond to the need for disaggregated data on gender and disability that are localized at the department level for the first time. They also meet the current need for data to inform public policies, such as the National Care Policy. Some examples of the indicators that are now being measured as of October 2023, include: the percentage of people with disabilities over the age of 5, by sex, educational level and self-identified ethnicity; the percentage of caregivers with disabilities in a household and the number of hours dedicated to unpaid domestic care work by sex, age and educational level, etc. These data are useful for gender observatories and departmental gender mechanisms in particular. They now have more localized evidence to guide their decision-making, especially on programmes or strategies for women with disabilities, ultimately

strengthening regional and local public policymaking with a gender perspective. Examples of policies that could benefit include departmental and municipal development plans, and national and local care policies.

- **South-South collaboration is leading to new regional analysis of care work**. Boosting the country's representation in international spaces to promote knowledge-exchange and innovative methodologies in the production, analysis and use of gender statistics, UN Women supported the participation of DANE in two regional spaces that promote cooperation between national statistical offices (NSOs): the yearly International Meeting on Gender Statistics in Mexico, and the yearly meeting of the Statistical Conference of the Americas in Chile. Through its participation in these spaces, Colombia has joined regional efforts to develop innovative initiatives to close information gaps. Specifically, based on the experiences of Mexico and Argentina, an initiative was forged to develop geospatial analysis of care, with the aim of developing a care map for Colombia, which will involve collaborative work with the NSOs of these countries, as well as with the Global Centre of Excellence on Gender Statistics, given its conceptual and methodological work on care maps in the region.

Improving data use

- **Strategic evidence-based advocacy has resulted in a new National Development Plan (NDP) that prioritizes gender data**. In May 2023, the Government of Colombia adopted the new NDP, whose formulation was supported by UN Women in partnership with the DNP, DANE and the Legal Commission for Women's Equality of the Congress of the Republic. This alliance fostered debate to position different gender equality issues at the centre of different articles, including on the strengthening of gender statistics. Strategic CSO advocacy was also fuelled by data from the 2022 publication "Women and Men: Gender Gaps in Colombia", which the Government asked UN Women to consolidate into technical backgrounders showing the main gender gaps in four different departments and proposing policies to accelerate gender equality and women's empowerment at the subnational level. These were shared with different CSOs to strengthen their advocacy, especially during the participatory Binding Regional Dialogues promoted by the Government, wherein CSOs could present evidence-based proposals in at least six territories. This participation contributed to the NDP including a chapter called "Change is with women". As a result, the NDP includes the establishment of the Statistical Information System on the Popular Economy (Article

90), the promotion of new forms of measuring land ownership (Article 91) and the design of the National System for the Registration, Care and Monitoring of Gender-Based Violence (Article 301)[5] – all currently in the initial stages of development, using a differential and intersectional approach.

- **Data analysis on women's land ownership is shaping the country's Integral Rural Reform and increasing women's registration of land tenure in pilot municipalities**. Statistical modelling by UN Women and DANE in 2022 revealed the gendered distribution of property ownership in rural areas – finding that only 36.3% of properties belonged to women (versus 63.7% belonging to men), and that women owned smaller properties (including 75.1% owning micro-farms, versus 62.1% of men). These data were used in 2023 by entities such as the DNP to inform the services the Government should provide regarding land use and development, such as programmes to promote the sustainability and productivity of agriculture and fishing, which are directly linked to rural women's economic empowerment. The new evidence will also be used to put women at the centre of the implementation of the Integral Rural Reform that is currently underway. To further expand evidence for decision-making, UN Women also analysed data from the first eight municipalities to implement the Multipurpose Cadastre in the Department of Boyacá, finding that women's registration of land tenancy has since increased by three percentage points there (from 39.1% in 2019 to 42.1% in 2022). In addition, to complement analysis developed in partnership with DANE, UN Women produced a fourth edition of the statistical note "Situation of Rural Women in Colombia", highlighting findings such as that 29.8% of rural women-headed households experience multidimensional poverty and 30.9% face food insecurity. These data are being used by the Directorate of Rural Women of the Ministry of Agriculture and Rural Development to generate debate and support proposals to strengthen the gender approach in the Integral Rural Reform process. And to increase awareness of the importance of the Multipurpose Cadastre, UN Women, DNP and DANE produced the a booklet about the gender perspective in the Multipurpose Cadastre. UN Women also supported IGAC with materials for its new Intercultural School of Geography for Life, created in May 2023, contributing to the development of the gender module and two other modules, preparing a methodological guide for the incorporation of the gender approach of the Multipurpose Cadastre for the field operation, and produced a series of videos about the conflicts women can face when claiming their lands.

- **A new Index of Preconditions for the Empowerment of Migrant Women is being used to inform strategies for the social and economic integration of Colombia's migrant populations**. The Index seeks to synthesize five dimensions related to women's empowerment in one indicator: economic conditions; technology and machinery in the home; access to public services, including health care; participation in public affairs; and time-use. Based on data from the Large Integrated Household Survey, on women aged 18–57, the Index finds that 92.9% of migrant women do not have the preconditions for economic empowerment, compared to just 57.8% of non-migrant women in five different dimensions. Such data, developed in partnership with DANE, have contributed to improving the visibility of the situation of Venezuelan migrant women in particular, who represent the majority of migrants in Colombia. Index data are already being used by authorities in Barranquilla, Soledad, Santa Marta, Cartagena, Ipiales and Pasto, to guide local strategies for migrant women's socioeconomic integration, especially to promote productive ventures and to provide vocational and life skills training for migrant and returnee populations.

- **The second edition of four departmental Gender Profiles (for Nariño, Cauca, Antioquia and Meta) are improving the accessibility and use of data with a gender perspective**. The updated profiles provide evidence that new territorial authorities can use to advance their formulation of territorial development plans for the period 2024–2027. The findings for these departments show an increase in the proportion of women in the total population and a predominantly young population, with a decrease in the proportion of girls and boys, and an increase in life expectancy, especially for women. They also underline the need to address gender-based violence and high fertility rates among girls and adolescents (for example, in Cauca, births by mothers aged 15–19 decreased from 21.6% in 2019 to 19.3% in 2022; however, this age group still exceeds births for mothers aged 30–34 years). These data also highlight the higher rate of monetary and multidimensional poverty among women (for example, in 2022, 22% of female-headed households were in multidimensional poverty compared to 14.4% of male-headed households). Having updated gender profiles at the territorial level is essential for understanding local dynamics and designing effective policies and programmes. These profiles provide specific data on the needs and challenges of women in different regions, enabling the prioritization of interventions and formulation of inclusive policies and programmes aimed at addressing these needs, as well as the monitoring and evaluation of progress on implementing gender equality initiatives.

Plans for 2024

1. **Creating an enabling environment**: Strengthen the operational capacities of established coordination mechanisms; update and implement the differential and intersectional approach guide with a chapter on administrative data; consolidate the National Network of Women Experts on Gender formed to support CASEN in the incorporation of the differential and intersectional approach; expand efforts to strengthen the capacities of data producers and users through the implementation of a national training programme; complete an institutional evaluation of the impact of gender-responsive budgeting and use of the gender budget tracked in five territories; and seek to reactivate the Steering Committee at the national level.

2. **Increasing data production**: Promote inter-institutional coalitions to finance and implement the national VAW survey; conduct geospatial analyses on the supply and demand of care services and future projections ins in four territorial care systems; expand data collection to close information gaps on key issues from a differential and intersectional perspective; analyse and process WEE data from the Economic Census, upcoming Time-Use survey; and the Multipurpose Cadastre to generate evidence that can guide the design of territorial care systems; support data production and reporting on SDG indicators; and support innovation and the modernization of statistical processes to close information gaps on emerging issues, such as the link between gender and the environment or the relationship between inequality and disability.

3. **Increasing data accessibility and use**: Develop geospatial analyses on the care economy to support the development of Colombia's care map; consolidate the technical capacity of gender observatories, as well as the national network of observatories; and develop new knowledge products to influence public policies on gender equality.

1   Such as the Technical Advisory Council of the National Statistical System (CASEN).

2   Such as the Ministry of Equality and Equity, the Superintendence of Notaries and Registry, the National Planning Department, among others.

3   Women Count supports the National Network, which includes five local gender observatories in Cauca, Nariño, Meta, Antioquia and Quindío.

4   This exercise was linked to a broader training under "In Parity: School of Political Training for Women in All Their Diversity", an initiative led by the Vice-Ministry of Women in partnership with the School of Public Administration (ESAP) and UN Women.

5   https://www.funcionpublica.gov.co/eva/gestornormativo/norma_pdf.php?i=209510