



# Security Council

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## United Nations Verification Mission in Colombia

### Report of the Secretary-General

#### I. Introduction

1. The present report is submitted pursuant to Security Council resolution [2754 \(2024\)](#), by which the Council extended the mandate of the United Nations Verification Mission in Colombia, and resolution [2366 \(2017\)](#), in which the Council requested the Secretary-General to report on the implementation of the mandate of the Mission every 90 days. The report covers the period from 27 March to 26 June 2025.

#### II. Major developments

2. The Mission's verification of the implementation of the Final Agreement for Ending the Conflict and Building a Stable and Lasting Peace and assistance to the signatory parties in overcoming ongoing challenges continued throughout the period under review, which was marked by progress in some key areas of the Final Agreement, persisting concerns regarding security in some regions of the country and increased political polarization.

3. On 7 June 2025, an attempt was made on the life of Miguel Uribe Turbay, a senator and presidential aspirant. Actors across the political spectrum in Colombia strongly condemned the attack. The Secretary-General has called for a full investigation to bring those responsible to justice and stressed the importance of peaceful elections. The incident recalled past political violence and raised concerns about the security guarantees in the upcoming electoral process. Initiatives were launched to promote cross-party commitments to non-violence. The Office of the Ombudsperson, with the support of the Episcopal Conference of the Catholic Church, the Mission, the Office of the High Commissioner for Human Rights in Colombia and the Organization of American States called upon all political actors to endorse a Commitment to a Free and Peaceful Electoral Process in Colombia. On 10 June, the Mission participated in a high-level meeting of the Comprehensive Security System for the Exercise of Politics, a body created by the Final Agreement. The meeting was chaired by the President of Colombia, Gustavo Petro.

4. In public statements during the reporting period, President Petro highlighted steps taken by the Government to advance in the implementation of the Final Agreement, particularly regarding land distribution. He also highlighted factors that have limited progress over the years, including outstanding legislation and the need for dedicated financial resources. Some of these issues were discussed by the



Commission for the Follow-Up, Promotion and Verification of the Implementation of the Final Agreement – the main forum for strategic coordination between the signatory parties – during a session in May, in which the parties agreed on an action plan for 2025 (see para. 13).

5. Increased political tensions, linked to pre-election dynamics, were displayed in debates between the Executive Office and Congress on proposed social reforms. The differences began to sharpen in May, after the President filed a request before the Senate to hold a popular consultation on labour rights – a mechanism provided by the Constitution under certain circumstances. The Senate rejected the request and subsequently approved a labour reform bill as an alternative to the Government-proposed bill on the same matter that it had initially declined to discuss. As a result, the Government decided to reverse its position on holding the popular consultation, as announced by President Petro on 20 June. The President also expressed his intention to consult with the electorate on holding a possible national constituent assembly, as part of the 2026 election process. A proposal for healthcare reform submitted by the Government in February 2023 remained under consideration in Congress and is expected to generate renewed political debates.

6. Implementation of the Final Agreement continued amid this challenging context. In May, President Petro held a Cabinet meeting focused on progress in rural reform – a key Government priority. The Ministry of Agriculture highlighted progress in obtaining 577,000 hectares of land for the Land Fund created under the Final Agreement. The transition of members of the former Fuerzas Armadas Revolucionarias de Colombia-Ejército del Pueblo (FARC-EP) into civilian life continued, with 95 per cent of former combatants having finalized their individual reintegration plans, in spite of a complex security context (see para. 22). Groups of former combatants, both in territorial areas for training and reintegration and in other locations, remained particularly vulnerable to security risks as a result of the presence of different illegal armed groups in the regions where they are located. During the reporting period, 10 former FARC-EP members were killed, bringing the number killed since the signing of the Final Agreement to 470 (see para. 34). On transitional justice, the Special Jurisdiction for Peace convened its first verification hearings for July, the last procedural step before the issuance of restorative sentences (see para. 41). Regarding the ethnic chapter, while progress remained slow overall, the Government issued several regulations aimed at enhancing the role of Indigenous authorities and communities in implementing certain aspects of rural reform (see para. 48).

7. The Mission continued to closely monitor conflict dynamics, which varied considerably across regions. The Catatumbo region continued to experience the consequences of the crisis that began in January, with ongoing clashes between the Ejército de Liberación Nacional (ELN) and the armed group known as the Estado Mayor de los Bloques y Frentes (EMBF) severely affecting the lives of many communities. According to the Office of the Ombudsperson, some 65,000 individuals were displaced between January and April 2025, and many are yet to return to their homes. The Ombudsperson, the Mission and others in the international community called for respect for international humanitarian law. In historically conflict-affected areas, such as Antioquia, Arauca, Bolívar, Cauca, Chocó, Cesar, Guaviare, Nariño, Putumayo and Valle del Cauca, local populations were similarly affected as a result of clashes between armed groups. For instance, in Antioquia, Bolívar and Chocó, the expansion of the Autodefensas Gaitanistas de Colombia or Clan del Golfo (AGC) led to confrontations with EMBF and ELN. During the reporting period, there was a significant rise in the number of attacks against public security forces by AGC in Antioquia, Córdoba and Sucre, as well as direct confrontations between them. In early April, the police killed one of the group's top commanders. Furthermore, the Estado Mayor Central (EMC FARC-EP) and ELN carried out attacks, some using drones, in

Cauca Department and the Catatumbo region, respectively, targeting public security forces. On 10 June, 24 coordinated attacks by EMC on public security installations across Cauca and Valle del Cauca Departments resulted in the deaths of five civilians and two members of the public security forces, as well as dozens injured. In Guaviare Department, seven soldiers were killed in an ambush by EMBF, following the non-renewal of the bilateral ceasefire in April

8. On 23 April, the Government issued a decree formally ending its declaration of a state of exception for the Catatumbo region, Norte de Santander Department, which was initially enacted to allow for extraordinary measures in response to the crisis at the start of the year. The Government maintained in force 11 related decrees enabling the adoption of specific measures on issues such as illicit crop substitution, food production and the provision of basic services. At the end of April, the Constitutional Court completed its review of the state of exception, which it deemed partially constitutional and imposed limitations on its scope. The Court upheld ongoing measures related to public security and humanitarian aid, but rejected provisions addressing structural issues, which it considered to predate the emergency, such as the presence of armed groups and illicit economies. The Court is yet to issue a decision on the legality of taxes imposed on certain industries to finance the measures.

9. The Government's peace dialogues with various armed groups showed limited progress and faced public scepticism about their overall impact in conflict-affected regions. Negotiations between the Government and ELN remained suspended. The parties held indirect exchanges through public statements and there was no concrete progress in reactivating the talks. In April, 127 civil society organizations, including women's organizations, participated in a one-day congress aimed at mobilizing support for peace, with 362 in-person participants and approximately 7,000 virtual attendees. Participants underscored the importance of dialogue and called for the prompt reactivation of peace talks between the Government and ELN.

10. On 16 April, the Government decided not to extend the ceasefire that had been in force since October 2023 with EMBF. Nonetheless, it issued a decree establishing a one-month unilateral suspension of all offensive military actions and special police operations against EMBF to allow the dialogue to progress. This included concrete steps towards an eventual demobilization of Frente 33, the EMBF front based in Catatumbo. Following conversations, on 23 May the Government announced the establishment of a seven-month temporary assembly zone for Frente 33 in the Tibu municipality, Norte de Santander Department.

11. The Government and the Coordinadora Nacional Ejército Bolivariano (CNEB) held two rounds of negotiations, reaching agreements on the voluntary substitution of 30,000 hectares of illicit crops by local communities in Nariño and Putumayo Departments by 2026. The parties also agreed to begin establishing temporary assembly zones, with 60 members of the CNEB in Nariño and 60 members in Putumayo, and where Government-led local development projects would be implemented. The CNEB agreed to participate in demining activities and to hand over weapons.

12. On 5 April, the Comuneros del Sur – an ELN splinter group – handed over 585 explosive devices to the national army for destruction, as part of the first phase of the gradual disarmament process agreed upon with the Government in September 2024. In addition, Comuneros and the Government signed agreements concerning the substitution of 5,000 hectares of illicit crops, the search for persons reported as missing and the establishment of a designated mining district intended to regulate and formalize mining activities while promoting sustainable development in Nariño Department. Progress in socio-legal dialogues in urban areas remained slow. The dialogues between local criminal groups and the Government in Medellín, Antioquia

Department, continued during the reporting period, and local criminal groups extended the agreements to reduce extortion. Meanwhile, dialogues were suspended in Buenaventura, Valle del Cauca Department, and in Quibdó, Chocó Department. In Buenaventura, formal talks between the Government and the two local criminal groups involved have not resumed since March. However, the local criminal groups restored a truce between them on 2 April, which has contributed to a decrease in hostilities and urban violence. A clear legal framework for the consolidation of these urban dialogues has yet to be established.

### **III. Implementation of the Final Agreement**

13. Progress in the implementation of the Final Agreement remained uneven, with key challenges unaddressed across the different chapters. This calls for an overarching and strategic response, as well as the direct involvement of the signatory parties in oversight and coordination at the highest level. The parties held a session of the Commission for the Follow-Up, Promotion and Verification of the Implementation of the Final Agreement on 8 May – the first in 2025, in which the Mission participated. The agreed-upon action plan for the remainder of 2025 focuses on joint monitoring and coordination measures pertaining to each chapter of the Final Agreement. Regarding the comprehensive rural reform, the action plan focuses on executing projects in the framework of the development programmes with territorial focus. On security guarantees, the action plan includes an objective to reinforce the Comprehensive Security System for the Exercise of Politics. On reintegration, the plan focuses on accelerating the implementation of the Comprehensive Reintegration Programme. The action plan includes the identification of possible solutions to resolve the situation of former FARC-EP members who remain in prison nearly nine years after the signing of the Final Agreement. The action plan also contains measures to improve coordination and implementation of the ethnic chapter and the gender provisions of the Final Agreement.

#### *Comprehensive rural reform*

14. In May, President Petro and the Minister of Agriculture presided over the third session of the Executive Committee of the National System for Rural Reform. The session reviewed overall progress, highlighting key achievements and persisting challenges, such as limited institutional capabilities and coordination, burdensome regulations and security risks. Notable outcomes included decisions to better align land distribution with financial and technical support for food production, as well as to advance the design of a 10-year rural reform policy.

15. A bill regulating the operational and procedural aspects of the Agrarian Jurisdiction – established two years ago – remained under consideration in Congress. The bill is a prerequisite for the functioning of the Jurisdiction established to resolve land disputes, which are among the root causes of the armed conflict. One of the essential roles of the Jurisdiction is to provide clarity and legal security related to land property, helping prevent the resurgence of land-related conflicts while facilitating land distribution efforts.

16. The Government continued to facilitate access to land for peasants, rural women and victims, although financial constraints and security risks for civil servants on the ground have limited the pace and scale of the efforts. According to the Ministry of Agriculture, around 40,000 hectares were adjudicated during the reporting period, bringing the overall total to 217,151 hectares (67 per cent pending the issuance of definitive land titles) in May. This represents close to 7 per cent of the 3-million-hectare goal set in the Final Agreement. Following established Government priorities,

the National Land Agency launched a rapid response plan to fully allocate land acquired during the current Administration (577,000 hectares) by the end of 2025. According to the Ministry of Agriculture, some 86,000 hectares were formalized, bringing the overall total to approximately 3,300,000 hectares in May, which represents 47 per cent of the 7-million-hectare target set out in the Final Agreement.

17. Peasants remain the primary beneficiaries of land adjudication (61 per cent), while Indigenous and Afro-Colombian communities are the main beneficiaries of land formalization (75 per cent). Representatives of peasant organizations continued to express concern over security risks and the slow pace of progress. The implementation of a special land programme for rural women – established in November 2024 – began in the Caribbean region, with 641 hectares adjudicated to nearly a dozen women's organizations so far.

18. Efforts were ongoing regarding the restitution of land to those dispossessed during the armed conflict, a cornerstone of peacebuilding in Colombia. To date, judges have ordered the restitution of 815,474 hectares and 392,602 hectares have been compensated for or formally handed over to victims. However, administrative and judicial backlogs, along with ongoing security concerns, continued to pose significant challenges. As part of efforts to recognize the rights of peasants, the Land Restitution Unit is currently processing 47 cases involving peasant organizations.

19. To better ensure that access to land is combined with the provision of productive assets, the National Land Agency began taking on new functions and responsibilities to implement short-term productive projects valued at \$50 million between 2025 and 2026. In parallel, the Rural Development Agency is to invest \$5.5 million to implement 21 rural development projects across adjudicated land and \$7.5 million in six peasant reserve zones. Efforts to recognize the territorial rights of peasants continued, with the establishment of a new peasant reserve zone in the Catatumbo region, bringing the total to 21 nationwide.

20. Congress continued to discuss the extension of the development programmes with territorial focus implementation period, following concerns expressed by the Government that the time frame and budget were insufficient. Meanwhile, some large-scale development programmes with territorial focus initiatives saw progress, including in Sucre and Norte de Santander Departments. Despite budget constraints, the Government has mobilized resources by increasing the allocation of royalties from hydrocarbon exploitation and fostering public-private partnerships, resulting in 675 proposed local-level projects. In addition, the Pact for Catatumbo – one of the 16 pacts developed in late 2024 by the Government with communities and regional and local authorities to speed up the processes for the development programmes with territorial focus – has yielded initial results. The delivery of 5,900 hectares of land and the launching of the construction of the University of Catatumbo highlighted the pacts' potential to accelerate implementation. However, the Ministry of Finance has yet to approve funding for other investments in the region. Due to the lack of functioning governance mechanisms, there was no progress in other key measures contained in the Pact for Catatumbo, including regional agricultural commercialization projects and essential public services, such as health, education and clean water. The mechanisms are intended to enable the participation of a wide range of stakeholders, thereby contributing to trust-building and ownership. Pacts for other critical regions, such as Nariño and Cauca, are yet to be formalized.

21. A coordinated effort across multiple sectors is essential to accelerate the implementation of the 16 national plans for rural reform, which – according to the National Planning Department – have an average implementation rate of 30 per cent. The plans that have progressed the farthest are rural information and communications technology connectivity and solidarity economy, with an accomplishment rate of 87 per

cent and 85 per cent respectively, while the irrigation and drainage plans remained below the average implementation rate. In line with the priorities of the recently adopted national rural health plan – which was the last plan requiring approval – the Ministry of Health allocated \$22 million to deploy 608 basic health teams across 49 municipalities between 2025 and 2026, with plans to deploy additional 290 teams in 2025.

### *Reintegration*

22. The participation of former combatants in the Comprehensive Reintegration Programme continues to demonstrate their commitment to building a sustainable livelihood away from violence. During the reporting period a significant milestone was reached as 95 per cent of those active in the reintegration process (11,166 individuals) have completed their individual reintegration plans. Preliminary data from the Agency for Reintegration and Normalization indicates that most individual reintegration plans prioritize access to pensions, land, housing and psychosocial support. The inclusion of food security and monthly economic stipends in over 85 per cent of the plans highlights the continued reliance on Government support. In June, President Petro formally installed the National Reintegration System. This puts in place a key coordination mechanism for the over 30 entities with responsibilities under the reintegration process.

23. In May, a decentralized session of the National Reintegration Council, as well as a forum on peace and reintegration challenges, were held in Cúcuta, Norte de Santander Department, against the backdrop of the security crisis in Catatumbo. The events, supported by the Mission, led to various commitments, including allocation of housing for former combatants from the territorial area for training and reintegration of Tibú, measures to accelerate access to land for signatories living outside of collective areas; improving the protection and security of communities and former combatants, and support for the reactivation of productive projects. In May, the National Land Agency formally delivered eight plots of land totalling 544 hectares in Catatumbo, including three in rural Cúcuta for the relocation of the territorial area for training and reintegration of Tibú. As a result, the total number of territorial areas for training and reintegration with secured land rose to 15 out of 23, involving some 4,500 hectares.

24. Security risks and institutional delays continued to affect former combatants residing in territorial areas for training and reintegration and awaiting permanent relocation in Guaviare and Putumayo. During the reporting period, 19 former FARC-EP members and their families from the territorial area for training and reintegration of Carrizal were relocated to Yalí, Antioquia Department. Sustained State support, particularly in preventive security, permanent housing and continuous engagement with the community, remains essential to ensure the safety and sustainability of the new site.

25. Special collective reintegration areas still require institutional support for successful collective reintegration, improving security conditions and access to land. The situation of the six former combatants in El Tarra and 24 in Mesetas, requiring relocation for security reasons, remained unresolved.

26. Encouraging developments on access to land during the reporting period included the purchase by government entities of six plots for productive purposes, totalling 929 hectares. During this period, 1,400 hectares were allocated to cooperatives of former combatants outside of territorial areas for training and reintegration. Under the current Government, 3,885 hectares have been assigned for territorial areas for training and reintegration consolidation and 11,143 hectares for productive projects.

27. Challenges persisted regarding the suitability of some of the allocated land. In April, 126 displaced persons from Catatumbo, including 13 former combatants and 49 children, were relocated to a plot assigned by the National Land Agency in Puerto Boyacá, but faced stigmatization and threats. They had to be evacuated to humanitarian shelters in Bogotá. This case, along with the killing of an Indigenous former combatant in Vichada in February, underscored the need for a robust risk assessment. To address stereotypes surrounding former FARC-EP members, the Agency for Reintegration and Normalization launched a nationwide media sensitization campaign, with support from the United Nations.

28. Access to adequate housing remained central to reintegration. In addition to the completion of 140 houses in Cauca Department and 43 in Caquetá Department reported during the previous quarter, recent progress in territorial areas for training and reintegration includes the completion of 30 additional houses in Caquetá and 34 in Antioquia. However, funding shortages of the Ministry of Housing continued to limit the launch of new projects, particularly for housing outside of territorial areas for training and reintegration, although decrees issued during the reporting period provided opportunities for peace signatories to access subsidies for housing improvements and for self-built housing in rural areas.

29. The “Arando la Educación” programme came to an end in May. It successfully provided access to primary and secondary education for over 16,700 individuals, including more than 5,300 former combatants and members of the community at large. The Agency for Reintegration and Normalization has provided reassurances that former combatants will continue to access education through alternative means. However, concerns remained regarding the ability of the Government to enable members of local communities to benefit from the education programmes.

30. Although formal enrolment in the healthcare system has increased, effective access remained limited in rural and conflict-affected regions, such as, Chocó, Guaviare and Norte de Santander. The recently adopted National Rural Health Plan has the potential to extend coverage beyond territorial areas for training and reintegration, to include special collective reintegration areas and to ensure tailored care for communities.

31. As of May 2025, a total of 6,076 individual and collective productive projects had been approved (70 individual projects and no collective projects were approved during the reporting period), involving 99 per cent of former combatants active in the reintegration process, including 2,873 (25 per cent) women. However, progress under the economic sustainability strategy for collective productive projects remained modest: of submitted 121 applications, only 16 projects have sustainability plans that are being implemented. To date, only 2 of the 20 women-led productive projects targeted by the strategy have received support. The significant contribution of women’s cooperatives to local development and reconciliation – as seen in Caquetá, Cauca and Norte de Santander Departments – calls for more support to these initiatives.

32. A significant number of former combatants continued to prioritize political participation as a key avenue for contributing to peacebuilding and democratic life. Around 30 per cent of individual reintegration plans include capacity-building on political reintegration. During the reporting period, 162 women former combatants from six prioritized territories received training in political leadership.

#### *Security guarantees*

33. Over the past few months, the Government has made efforts to accelerate policies for the implementation of security guarantees. However, recent changes in security-related portfolios hindered continuity and slowed progress, including in

some of the most important provisions of the Final Agreement on security guarantees. Among the security guarantee provisions affected are the strategic plan for security and protection; the public policy to dismantle illegal armed groups and criminal organizations; and the comprehensive protection programme for former combatants. The potential impact of these instruments continued to be limited by constraints on territorial coverage, funding and interinstitutional coordination. The urgent implementation of electoral security guarantees foreseen in the Final Agreement was a key focus of the meeting of the Comprehensive Security System for the Exercise of Politics chaired by President Petro on 10 June. Also in June, the long-awaited comprehensive protection programme for former combatants was established by decree. It included the formalization of the Tripartite Protection and Security Mechanism – aimed at preventing or resolving security-related challenges – bringing together representatives of the State, of former combatants and of the Mission.

34. Violence in conflict-affected regions remained of grave concern. During the reporting period, the Mission verified 10 killings, one attempted homicide and the disappearance of four former combatants, including the first disappearance of a female former combatant. Since the signing of the Final Agreement, 470 killings – including 11 women, 59 Indigenous persons and 57 Afro-Colombian former combatants have been reported, along with 162 attempted homicides (17 women) and 54 disappearances (1 woman). The Mission has recorded 29 killings this year, mostly in Antioquia, Cauca and Huila Departments. These crimes, largely committed by illegal armed groups, are concentrated in municipalities with illegal economies and limited presence of the State, hindering effective preventive action and adequate response. Among the chief causes behind such attacks was stigmatization and the targeting – especially in conflict-affected areas – of former combatants in leadership roles, of those who resist being recruited, or those taking part in justice and truth processes.

35. In April, in the context of its precautionary measures for the protection of former combatants, the Special Jurisdiction for Peace held a hearing highlighting a worsening pattern of violence against former combatants, characterized by stigmatization, displacement and the limited effectiveness of existing protection instruments. The Special Jurisdiction for Peace ordered government entities to strengthen the presence of public security forces around territorial areas for training and reintegration and their deployment near special collective reintegration areas and to urgently convene a plenary session of the National Commission for Security Guarantees, which has not been active for almost a year. Within the framework of its 2022 declaration of an unconstitutional state of affairs regarding the security of former combatants, the Constitutional Court held two hearings on difficulties limiting the successful implementation of the early warning system of the Office of the Ombudsperson. It highlighted the need for national-regional coordination, and for adequate funding for protection for former combatants and their families at the local government level, in view of the severe budgetary shortages in violence-affected regions.

36. Between 1 January and 19 June 2025, the Office for the Coordination of Humanitarian Affairs (OCHA) recorded a total of 168,300 people affected in at least 112 humanitarian emergencies, of which 67,800 people were victims of mass forced displacement, due especially to the events in Catatumbo in January, representing a 107 per cent increase compared with the same period in 2024, and 98,700 were subject to confinement (5 per cent increase) in 60 municipalities in 15 Departments. These events were caused by the spread of illegal armed groups and confrontation between them as they seek social and territorial control and benefits from illicit economies and fighting with the armed forces. While authorities carried out field missions with United Nations interagency support to provide a humanitarian response, a robust, comprehensive strategy is yet to be implemented. Gaps in assistance persisted due to



lack of resources and security conditions limiting humanitarian access, mostly related to threats and violence against personnel, armed clashes and the enforcement of armed lockdowns and mobility restrictions affecting operations. Confinement – as manifested in severe mobility restrictions on communities, curfews imposed by armed groups and the use of anti-personnel mines – remained a primary and increasing driver of humanitarian needs and risks. Ethnic communities represent 36 per cent of those affected. Recurring violence, lack of State presence and the absence of protection guarantees in areas to which previously displaced persons have returned to is a growing concern.

37. The Office of the Ombudsperson released a report in March, expressing concern over the recruitment of children, and noting that 463 cases were recorded in 2024, 279 boys and 184 girls. Several new early warnings issued by the Ombudsman signalled security risks and provided recommendations for the protection of the rights of civilians. Meanwhile, the Intersectoral Commission for the Rapid Response to Early Warnings, led by the Ministry of the Interior and tasked with ensuring that these recommendations lead to concrete responses, needs reconfiguration, improved monitoring tools and enhanced inter-institutional coordination.

38. The situation of social leaders and human rights defenders remained worrisome. The United Nations Office of the High Commissioner for Human Rights (OHCHR) recorded 34 allegations of homicide against human rights defenders (5 verified, 24 under verification and 5 inconclusive), compared with 40 allegations during the previous reporting period. Victims included three women, five Indigenous persons, 10 peasant leaders, 10 members of Community Action Boards and one leader of the LGBTQI+ community. The most affected Departments were Antioquia, Cauca, Nariño, Putumayo and Valle del Cauca. According to OHCHR, the second quarter of 2025 showed a decrease from 40 to 34 victims compared with the previous quarter. OHCHR received 13 allegations of massacres (2 verified, 10 under verification and 1 inconclusive) during the reporting period, a decrease compared with 22 allegations the previous quarter. Verified cases involved a total of six victims (five men and one woman). The cumulative figures for the semester show a decrease, compared with 41 in the second half of 2024.

39. As part of the Comprehensive Programme for the Safeguarding of Women Leaders and Human Rights Defenders, collaboration between the Ministry of the Interior, departmental authorities and women's organizations led to the development of a plan with allocated resources for the Programme's implementation at the local level in Antioquia Department. However, concern remained around capabilities to materialize the programme in other regions.

40. The Office of the Attorney General implemented a more comprehensive investigation methodology, which includes the Special Investigation Unit created by the Final Agreement to dismantle criminal organizations and investigate crimes committed against peace signatories and social leaders. During the reporting period, the Unit's investigations led to three cases reaching trial and one sentence issued. Investigations resulted in the conviction of 116 individuals, including five considered most responsible, in 96 cases, out of the 611 under the Unit's purview since it began operating in 2017.

#### *Restorative sentences*

41. In a significant step towards delivering justice for grave crimes committed during the conflict, the Peace Tribunal of the Special Jurisdiction for Peace – the body responsible for imposing sentences – convened verification hearings for trials within Case 01 (on hostage-taking, other severe deprivations of liberty and concurrent crimes committed by FARC-EP) against the last FARC-EP Secretariat, and Case 03

(on killings and forced disappearances presented as combat casualties by State agents) in the Caribbean region. The purpose of the key public hearings, the last procedural step before the issuance of restorative sentences, is to enable judges to evaluate and verify the indictees' contributions to the truth, as well as the reparations already carried out by the indictees within the Comprehensive System of Truth, Justice, Reparations and Non-Repetition. The hearings will also allow the Special Jurisdiction to assess the preparedness of State institutions for the implementation of the sentences. With the hearings set to take place in July 2025, the Tribunal could be expected to issue its first sentences during the second half of 2025.

42. With the issuance of the first restorative sentences approaching, the Mission has stressed that it is critical for the Government to ensure conditions are in place for their implementation. Those include, among others, the financing of restorative projects and the establishment of security and living conditions for sentenced individuals to carry out the restorative projects. Amidst administrative and fiscal challenges, Government entities continued to take steps in this regard. In April, the Special Jurisdiction for Peace and the Agency for Reintegration and Normalization signed a memorandum of understanding regarding coordination around resources for implementing restorative sentences, with an initial allocation of approximately \$12 million, which is yet to be disbursed by the Ministry of Finance. The presence of President Petro and the President of the Special Jurisdiction for Peace, Alejandro Ramelli, during the signing of the memorandum highlighted the importance of the matter and underscored the need for collaboration among branches of the State to ensure the successful implementation of the first restorative sentences.

43. Institutional preparations continued under the leadership of the Unit for the Implementation of the Peace Agreement and the Ministry of Justice, including to adapt normative frameworks to support the implementation of restorative sentences. Reaching timely inter-institutional agreements is essential to ensure that the rulings of the Special Jurisdiction for Peace can bring benefit to of the victims without delay. Active engagement of institutions with significant responsibilities, including the Ministry of Defence, remains crucial and is particularly urgent in the two cases nearing the sentencing stage.

44. The Special Representative of the Secretary-General for Colombia and Head of the United Nations Verification Mission in Colombia met in June with the President of the Special Jurisdiction for Peace and with the judges tasked with imposing sentences, to be informed about the final stages of the trials and in preparation for monitoring and verification activities by the Mission. Emphasis was placed on the importance of the Government's role in the timely establishment of conditions and funding required to implement restorative sentences. The judges underscored the importance of sustained international backing for the transitional justice system in Colombia.

45. At the same time, the Mission continued to support restorative initiatives across the country. The Mission and the Special Jurisdiction for Peace recently visited Apartadó, Antioquia, where four individuals deemed most responsible for grave crimes – one former FARC-EP member and three former members of the public security forces – continued to work on a mine action project operated by Humanicemos DH, the humanitarian demining organization formed by former FARC-EP combatants trained by the Mine Action Service. Further to the suspension of the project in May as a result of insecurity, the project resumed activities in June as conditions allowed. In a noteworthy development, the Special Jurisdiction for Peace acknowledged the participation in this restorative project of the three members of the public security forces facing trial in Cases 03 and 04. Their contribution to this mine action project will be assessed and could potentially be counted as time served against

their eventual restorative sentences to be issued by the Special Jurisdiction for Peace. This development contributes to greater legal certainty and could encourage other defendants to take part in these types of restorative initiatives ahead of their sentencing.

46. Investigations by the Special Jurisdiction for Peace advanced, including through new indictments. Within Case 01, five mid-level former FARC-EP commanders were deemed most responsible for hundreds of kidnappings and other crimes committed by the Caribbean Bloc, and another four were charged with crimes committed by the Magdalena Medio Bloc. Within Case 03, 28 former members of the public security forces, including five generals, were charged with hundreds of killings and enforced disappearances also in the Caribbean region. Another three former members of the public security forces were indicted within Case 03 for crimes committed in Casanare, with a total of 26 former members of the security forces, one State agent and two third-party civilians charged for crimes committed in this Department. Investigations by the Special Jurisdiction for Peace have so far led to indictments against 243 individuals in 6 of its 11 cases. This reflects the broad geographical scope of the conflict as the cases address grave crimes in the Andean, Caribbean, Pacific and Orinoco regions, in addition to crimes at the national level.

47. The Special Jurisdiction for Peace continued to advance territorial, ethnic and gender approaches on transitional justice. In Chocó Department, within Case 09 (on crimes against ethnic peoples and their territories), an agreement was signed to strengthen collaboration with 14 Afro-Colombian and 43 Indigenous authorities. Within Case 08 (on war crimes and crimes against humanity allegedly committed by the public security forces and other State agents in association with paramilitary groups and third parties), the Special Jurisdiction for Peace conferred status as a victim to the country's largest river, the Magdalena, in the light of the atrocities and environmental damage sustained to its waters. As investigations related to sexual and gender-based violence continued across several cases, the Special Jurisdiction for Peace announced the convening of the first voluntary versions, within Case 11, of members of the security forces. This will be followed by similar calls to former FARC-EP members to provide their version of accounts as part of investigations into sexual and gender-based violence. As of 25 May, the Special Jurisdiction for Peace had accredited some 280 victims in this case, willing to take part in judicial proceedings. In May, Nawar Jiménez, an LGBTQI+ leader participating in the collective accreditation process, was killed in Bolívar Department.

48. Defining the legal situation of individuals not deemed most responsible for grave crimes is crucial to ensure legal certainty, to allow them to advance in their reintegration and life plans, and to contribute to non-repetition. As of May, amid a lengthy and resource-intensive process, the Special Jurisdiction for Peace clarified the status to date of 148 former members of the security forces falling under this category, while thousands of cases are yet to be addressed, including those of former FARC-EP members.

#### *Ethnic chapter*

49. Following negotiations with Indigenous organizations, the Government issued decrees and guidelines to operationalize their autonomy – an achievement long-awaited since it was formally enshrined in the 1991 Constitution. The decrees and guidelines facilitate the implementation of the ethnic chapter, allowing the involvement of Indigenous authorities in matters such as the multipurpose cadastre and the special Indigenous jurisdiction. In addition, the decrees foresee the establishment of guidelines to allocate assets within the Land Fund exclusively for the creation or expansion of Indigenous reservations.

50. In June, a first public hearing to assess progress and challenges in the implementation of the ethnic chapter of the Final Agreement was held in Congress, convened by an Afro-Colombian member from the Comunes party. Government representatives highlighted some advances in matters such as land restitution for Indigenous peoples prioritized under the ethnic chapter. Participants expressed concerns about the slow implementation of the ethnic chapter, including the limited implementation of a programme to strengthen self-protection mechanisms in ethnic communities.

51. During the reporting period, the Agency for Territorial Renewal established procedures to allow for the future development of programmes and projects focused exclusively on Indigenous and Afro-Colombian communities. Funding for these projects would come mainly from a government committee which manages resources from hydrocarbon exploitation. As a result, Indigenous and Afro-Colombian communities will be able to submit their project proposals, a responsibility which until now fell under the purview of municipal and departmental authorities.

52. In conflict-affected Departments, the presence and influence of illegal armed groups continued to severely affect the autonomous governance of Indigenous and Afro-Colombian peoples, interfering with traditional leadership structures and self-protection systems. In addition, representatives of the special consultation mechanisms – created by the Final Agreement to enable Indigenous and Afro-Colombian communities to participate in the development programmes with territorial focus process – have faced threats.

53. During the reporting period, three rulings – for a total of six within a year – were issued by specialized courts dedicated to restoring land to ethnic communities. The new rulings benefited Afro-Colombian communities, primarily in Cauca Department. The Land Restitution Court of Antioquia also ordered the restitution of 3,336 hectares to the reservation of the Embera people – a community prioritized under the ethnic chapter. The ruling acknowledged the presence of anti-personnel mines and unexploded ordnance on the reservation, which could jeopardize the safe return of the community to the restituted land. Indigenous leaders have consistently called for increased demining efforts, as mines continue to hinder peacebuilding in ethnic territories.

#### *Gender issues*

54. Despite continued efforts to implement the gender provisions of the Final Agreement, women's organizations continued to underscore the need for increased efforts in this regard. They also called for enhancing women's participation in peace implementation and dialogue processes. The Special Representative of the Secretary-General held regular meetings with women's organizations to discuss their concerns and proposals and advocated for a strengthening of implementation through dedicated entities, such as the Government's High-level Forum on Gender, which held its first meeting of the year on 4 June.

55. Although the Government is yet to issue a decree pertaining to the National Action Plan on Security Council resolution [1325 \(2000\)](#) on women and peace and security, the first session of the follow-up group was held on 5 June. Internal regulations, a workplan and a strategic plan were approved. Prioritization, funding and local implementation will be key to achieving early and tangible effects for women.

56. In April, the Government submitted a bill to Congress, aiming to address the flaws identified by the Constitutional Court in its May 2024 ruling that deemed the law setting up the Ministry of Equality as unconstitutional. The Ministry has

significant implementation responsibilities related to the Final Agreement's gender provisions and ethnic chapter. During the reporting period, Congress passed legislation supporting the rights of rural women and instituting measures to prevent violence against women in politics.

57. Starting in 2024, an inter-institutional round table has brought together 10 entities to support women candidates to the special transitional electoral districts for peace. Drawing upon lessons from the previous electoral process, the group sent recommendations to the National Electoral Council in May, related to the establishment of all-women candidate lists, funding for the campaigns and the prevention of political violence.

58. In May, the Government launched a consultative process to design the National Action Plan for Colombia on Security Council resolution [2250 \(2015\)](#) on youth, peace and security. The process was closely supported by the Mission, which participated in regional forums. So far, some 300 young men and women have taken part in four regional consultations, with three more consultations and a national event planned for the remainder of 2025.

#### **IV. Coordination with the United Nations country team**

59. In addition to specific initiatives mentioned above, such as the campaign against stigmatization of former combatants, the United Nations country team and the Mission supported the implementation of five new peacebuilding projects led by civil society organizations, which were added to the 12 projects that started in 2024. In addition, the country team continued to support – through the Immediate Response Facility of the Peacebuilding Fund – the implementation of seven projects to promote citizen participation and development initiatives at the local level, within the framework of ongoing Government-led dialogues with EMBF and Comuneros del Sur, and the socio-legal dialogues in the cities of Buenaventura and Medellín.

#### **V. Conduct and discipline**

60. The Mission continued to implement its action plan on the prevention of sexual exploitation and abuse, through the roll-out of an external communication strategy on the United Nations' zero tolerance policy. Other misconduct prevention activities, such as induction training sessions and risk assessment visits to field offices, were carried out.

61. An allegation of serious misconduct related to physical assault was received by the Mission and is currently under investigation by the Office of Internal Oversight Services.

#### **VI. Observations**

62. Colombians continue to work with great determination to establish lasting peace after decades of armed conflict. Their efforts deserve the continued strong support of the international community. Progress is never linear and major challenges remain.

63. Historic progress has been achieved in reducing violence, broadening political space and initiating pioneering work to establish truth and to deliver justice. The Final Agreement remains a valid road map for consolidating peace. That critical problems continue to limit the dividends of peace in regions still affected by conflict, is a call for redoubled efforts to implement the Final Agreement, particularly the provisions

that are long-term in nature and that aim to overcome the structural factors that have fueled the conflict. As the country enters a period in which forthcoming elections may contribute to exacerbating political divisions, I trust that the work for peace in the interest of all Colombians will be able to continue to move forward in a spirit of cooperation across the spectrum. I welcome that Colombian leaders from all parties have joined in strongly condemning recent political violence. Removing violence from politics and promoting inclusive political participation are central objectives of the Final Agreement.

64. With just over a year remaining in the term of the current administration, this time should be fully used to drive implementation forward. I welcome in this regard the results of the latest meeting of the Commission for the Follow-Up, Promotion and Verification of the Implementation of the Final Agreement, during which the signatory parties jointly defined priorities for each chapter of the Final Agreement for the remainder of the year. Coordination, joint work and decision-making between them is the very purpose of the Commission and I encourage the Government and representatives of the former FARC-EP to make full and strategic use of it. I look forward to seeing these priorities translated into concrete actions, especially to advance the needed reforms and to urgently increase security for vulnerable communities.

65. Securing adequate funding for the implementation of the Final Agreement is essential to ensuring its success. Sustained levels of government funding are critical because they provide continuity, stability, and momentum for ongoing projects and commitments. Without such financial support, key initiatives could face delays or setbacks, undermining the progress already achieved. Furthermore, stable funding signals long-term commitment and fosters trust among stakeholders, encouraging further collaboration.

66. While the reintegration process made encouraging progress and now almost all former combatants have designed their individual reintegration plans, it is incumbent on the Government and all responsible State entities to deliver the necessary support that will ensure their safe and sustainable transition into civilian life. Lasting peace depends on it.

67. The forthcoming restorative sentences of the Special Jurisdiction for Peace represent novel means to impart justice in the context of a nation's transition from conflict to peace. Once issued, the rulings will mark a pivotal step in the implementation of Colombia's transitional justice process, a result of a political settlement that sought to end a decades-long conflict while ensuring accountability for grave crimes and redress for the victims. As Colombia and the international community await these decisions, almost nine years since the signing of the Final Agreement, it is also essential to also expedite the preparations for their implementation. Close coordination between the Special Jurisdiction for Peace and the Government is more critical than ever. I trust that all actors involved will continue to play their part, demonstrating flexibility and innovation, and ensuring the necessary resources to turn these sentences into restorative actions that serve the victims and help foster reconciliation. I urge the individuals appearing before the Special Jurisdiction for Peace to continue to uphold their commitments to peace and fulfil their obligations before justice, victims and Colombian society at large.

68. I remain deeply concerned about the persistent violence affecting civilians in various regions of Colombia. Indigenous and Afro-Colombian communities, including children recruited by armed groups, have been especially affected, as have former combatants and social leaders. As hostilities continue in conflict-prone regions, I call upon the armed groups to cease all threats and violence against civilians. And I urge the State, in its entirety, to take appropriate action to strengthen

security, combat illegal economies, uphold justice and protect all affected communities.

69. Together with a sound security strategy, dialogue is key to achieving peace in Colombia. It needs to be pursued with those armed actors that demonstrate the necessary commitment and should be focused on the well-being of local populations as well as on achieving tangible results. I call upon all involved in dialogue efforts to maintain their sights on the overarching goal of resolving ongoing conflicts for the sake of current and future generations of Colombians.

70. International support remains vital to this Colombian-led peace process. In particular, I commend the role of the Verification Mission, whose mandate and presence on the ground helps to foster trust between former adversaries, to highlight persisting challenges and to assist in finding solutions. I wish to express my gratitude to the Special Representative and to all personnel of the Verification Mission and members of the United Nations system for their continued efforts towards lasting peace and stability in Colombia.

# VERIFICATION MISSION PRESENCE AND MUNICIPALITIES PRIORITIZED FOR THE IMPLEMENTATION OF THE PEACE AGREEMENT COLOMBIA

Verification Mission  
Geospatial

