



# Security Council

Distr.: General  
26 September 2025

Original: English

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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 June to 26 September 2025.

#### II. Major developments

2. The Verification Mission's tasks continued amid important developments in relation to key components of the Final Agreement for Ending the Conflict and Building a Stable and Lasting Peace, signed between the Government of Colombia and the former Fuerzas Armadas Revolucionarias de Colombia-Ejército del Pueblo (FARC-EP), as well as continued political polarization and insecurity due to the actions of armed groups in parts of the country. Particularly noteworthy in relation to the Final Agreement was the issuance by the Special Jurisdiction for Peace of its first sentences and the continued emphasis on rural reform by the Government. The current Administration completed the third year of its four-year term in August, having outlined its priorities for its final year at the start of the new congressional session on 20 July 2025.

3. In September, the Special Jurisdiction for Peace issued its first restorative sentences (see para. 43), which constituted a historic step in the pursuit of justice for war crimes and crimes against humanity committed during the internal armed conflict in Colombia. The Secretary-General welcomed this milestone in the implementation of the Final Agreement and stressed that the sentences should be fully implemented and translate into reparations for victims. The unprecedented rulings, which combine restorative activities to be carried out by perpetrators for the benefit of the victims and conflict-affected communities, with restrictions on the freedoms and rights of those sentenced by the Special Jurisdiction for Peace, were imposed against seven members of the last composition of the FARC-EP secretariat and 12 former members of the public security forces (including one Lieutenant Colonel). The Tribunal determined that all individuals involved had previously acknowledged their responsibility and contributed to truth-telling, as required by the Final Agreement. The sentences, which are subject to appeal, were the result of extensive investigations



by the Special Jurisdiction for Peace, which examined thousands of pieces of evidence and cross-referenced them with the testimonies of accredited victims and the contributions made by those held accountable. The Mission will be verifying the implementation and compliance with the sentences.

4. The reporting period was marked by the tragic death of Senator and presidential hopeful Miguel Uribe Turbay, who, on 11 August, succumbed to severe injuries sustained when he was shot during a public event in Bogotá in June. The Government declared a day of national mourning, and his passing prompted statements of solidarity from prominent figures in Colombia and abroad, condemning political violence. Six individuals have been arrested in connection with the attack, and the 15-year-old perpetrator, who confessed to the crime, was convicted and sentenced to seven years in juvenile detention; investigations continue in order to identify those responsible for orchestrating the crime. The Secretary-General extended his condolences to the Senator's family and to the people of Colombia. He reiterated the importance of bringing those responsible to justice following a full investigation and called upon the Colombian authorities to take all necessary measures to ensure peaceful national elections, including the safety and security of all candidates.

5. On 8 September, the Secretary-General announced the appointment of Miroslav Jenča, the Assistant Secretary-General for Europe, Central Asia and the Americas in the United Nations Departments of Political and Peacebuilding Affairs and Peace Operations, as the new Special Representative of the Secretary-General for Colombia and Head of the United Nations Verification Mission in Colombia. The Special Representative-designate visited Colombia from 10 to 16 September, meeting with the parties and other key national stakeholders of the peace process.

6. Regarding the implementation of the Final Agreement, the Verification Mission observed progress in the comprehensive rural reform during the reporting period. Land adjudication and formalization advanced, with the latter reaching almost half of the goal established in the Final Agreement. Land delivery to peasants and ethnic populations continued to steadily move forward (see para. 14). However, challenges such as budgetary constraints, uneven regional investment and insufficient coordination between State institutions continued to limit the overall transformation of rural territories, which is critical to sustainable peace. The reintegration of former combatants saw some progress in terms of access to land, housing and the sustainability of collective productive projects, but remained affected by security risks and limited inter-institutional coordination. On security guarantees, violence against former combatants, social leaders and human rights defenders, and political leaders persisted despite efforts by State entities to strengthen preventive measures.

7. The Verification Mission continued to monitor conflict-related violence in areas where armed groups compete for control amid limited State presence and prevailing illegal economies (see para. 32). In August, two major attacks took place, one against a helicopter of the National Police of Colombia in Amalfi municipality, Antioquia Department, which killed 13 officers; and a second attack outside a military airbase in Cali, Valle del Cauca Department, in which 6 civilians died and more than 70 were injured. Authorities attributed the Cali attack to the Estado Mayor Central (EMC FARC-EP). The Ejército de Liberación Nacional (ELN) claimed responsibility for the events in Amalfi, although the Government accused the Estado Mayor de los Bloques y Frentes (EMBF) of being responsible. The Government and actors across the spectrum strongly condemned the attacks. The Verification Mission deplored the attacks, emphasizing the need to stop the violence, protect the population and ensure justice is served. In late August, in Guaviare Department, over 30 military personnel were held against their will for three days by local residents amid military operations targeting armed groups and illicit crops in the area. The Verification Mission, working

alongside the Government and the Office of the Ombudsman, facilitated their release. The Verification Mission also contributed to the release of 15 persons held EMBF, EMC FARC-EP and ELN during the reporting period (bringing the total of persons released in 2025 to 87).

8. Various parties and political sectors defined their respective internal consultation mechanisms to choose their candidates for the 2026 congressional and presidential elections. The National Registry, which administers elections, and the Ministries of the Interior and Defence announced their strategy to ensure the normal conduct of these elections. The Verification Mission continued to verify implementation of the main mechanism contained in the Final Agreement to reinforce security for political participation, the Comprehensive Security System for the Exercise of Politics (see para. 34).

9. In July, a circuit court judge found former President Álvaro Uribe Vélez guilty of witness tampering and procedural fraud, and not guilty of bribery. These charges had been brought against him in 2018 by the Supreme Court, stemming from a case he initiated against a Senator in 2012. The conviction and sentence of 12 years of house arrest prompted sharp criticism from supporters of the former President. His defence counsel filed an appeal against the sentence and a writ of protection requesting Mr. Uribe's provisional liberty which was granted in August while the appeal is heard.

10. During the reporting period, overall progress across the various peace dialogues remained modest, while an increase in attacks by armed groups contributed to heightened public concerns. Peace talks between the Government and ELN remained suspended. On 20 August, the group released two soldiers held captive for over four months in Norte de Santander Department, a move facilitated through coordinated efforts by the Verification Mission, the Catholic Church and international delegations accompanying the ELN dialogue process. As for dialogues with the EMBF armed group, a newly appointed Government chief negotiator continued discussions regarding the establishment of a temporary location zone for combatants in Catatumbo, with limited progress to date. During the talks with the Coordinadora Nacional Ejército Bolivariano (CNEB), an agreement was reached on the handover and destruction of approximately 13.5 tons of war materiel in Nariño and Putumayo Departments. Sociolegal dialogues in Buenaventura in Valle del Cauca Department, Medellín in Antioquia Department and Quibdó in Chocó Department continued, with limited results. In July, the Government presented a bill aiming to provide a judicial framework for both political and sociolegal dialogues.

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

11. During the reporting period, the Government and the former FARC-EP convened two meetings of the Commission for Follow-up, Promotion and Verification of the Implementation of the Final Agreement in Bogotá and in Cúcuta, Norte de Santander Department. The parties focused on the continuing humanitarian needs in the Catatumbo region following the January security crisis. With the participation of State institutions, social leaders, representatives of the international community and the Verification Mission, key issues discussed included the need to improve security for communities, in particular those involved in programmes for the substitution of illicit crops, access to land and protection for former combatants, and advancing the implementation of the development programmes with a territorial focus.

12. The Verification Mission continued to contribute to tripartite working groups addressing specific areas of the Final Agreement. The working group on mines, comprising the Government, former FARC-EP, the Verification Mission and the Mine

Action Service, developed a project aimed at locating anti-personnel mines and other explosive threats to foster clearance, decontamination and risk prevention for the benefit of rural communities. The provision of information on the location of mines is part of the truth-telling commitments of former combatants under the Final Agreement.

### *Comprehensive rural reform*

13. The comprehensive rural reform provisions of the Final Agreement are critical to consolidating peace. They offer the necessary framework for extending State presence, public investment and services to marginalized rural areas. By expanding access to land and livelihood opportunities, they offer viable alternatives to illegal economies and associated violence. Effective implementation can significantly strengthen the productivity of the agricultural sector and help reduce rural poverty, thereby contributing to national development. Implementation of the comprehensive rural reform continued to move forward, particularly land distribution. However, challenges persisted, such as budgetary constraints, uneven investment across regions and limited inter-institutional coordination.

14. The Government continued to facilitate access to land for peasants, rural women and victims. According to the National Land Agency, as of August, around 16,500 hectares were adjudicated during the reporting period, bringing the overall total to 275,577 hectares (84 per cent pending the issuance of definitive land titles). This represents around 9 per cent of the 3-million-hectare goal set in the Final Agreement. Some 28,084 hectares were formalized during the reporting period, bringing the overall total to approximately 3,559,650 hectares, half of the 7-million-hectare target set out in the Final Agreement.

15. Farmers have benefited from 64 per cent of land adjudicated to date, while ethnic peoples have received 75 per cent of formalized land tenure. According to the National Land Agency, 10 per cent of adjudicated land and 15 per cent of the total land formalized during the current administration has benefited women directly. The Ministry of Agriculture issued guidelines to increase the focus on women's needs within the National Agrarian Reform System.

16. In July, the Ministry of Agriculture issued a decree establishing a long-anticipated special programme to facilitate access to land for victims of forced displacement. This initiative seeks to integrate land restitution efforts with broader land access strategies under the Final Agreement and address the existing case backlog.

17. A bill regulating the operational and procedural aspects of the Agrarian Jurisdiction remained under consideration in Congress. Its approval would represent a significant step towards resolving land-related conflicts. Meanwhile, the National Land Agency, with support from the Verification Mission, has selected 10 land conflict situations as pilot cases for resolution. In addition, in July the National Land Agency handed over two plots of approximately 500 hectares in the Cauca Department for joint use by Indigenous communities, women and peasants.

18. In August, the Land Restitution Unit convened a two-day congress to assess the state of implementation of the land restitution policy, which was set up in 2011 through a law on victims and land restitution and is due to expire in 2031. Participants, including State institutions, the judiciary, oversight bodies and civil society, underscored that, while the courts have ruled favourably regarding the restitution claims of over 35,000 families of victims, it remains essential to reduce judicial backlogs and to strengthen institutional coordination on the implementation of rulings. To date, the Unit has submitted restitution claims before the courts on behalf

of more than 170,000 displaced families, covering 99 per cent of the 12.9 million hectares of land registered as dispossessed since 2011.

19. The development programmes with a territorial focus are central to enhancing State presence in historically marginalized regions. Since the signing of the Final Agreement, \$7.6 billion have been allocated to projects in sectors such as infrastructure, agriculture and education. The private sector has contributed significantly through a tax scheme incentivizing investments in projects for the development programmes with a territorial focus. The current administration reports that \$750 million has been mobilized through such tax incentives since it took office. Although the Government has mobilized significant resources to implement development programmes with a territorial focus through public-private partnerships, investment remained insufficient and slow to translate into concrete results. In several Departments, including Arauca and Nariño, this has led to social tensions.

20. In September, the Government signed its second territorial pact with local authorities and with ethnic and peasant communities, covering the Cauca Department. The pact aims to further peace by accelerating investments in the region and enhancing State coordination. The Governing Board managing the first pact, covering the Catatumbo region, approved a 10-year regional investment scheme, which includes most of the planned projects for the development programmes with a territorial focus. However, local communities continued to expect greater investment and clear implementation timelines.

21. The implementation of the 16 national plans for rural reform established under the Final Agreement now averages 53 per cent towards the targeted outcomes, according to the National Planning Department, reflecting accumulated efforts since 2017. Having secured funding, the five plans led by the Ministry of Agriculture have the potential to bolster comprehensive access to land. These include several plans that have lagged behind the overall averages, such as those on irrigation, drainage and land formalization.

### *Reintegration*

22. Now that significant progress has been made in consolidating a comprehensive policy and institutional framework for reintegration, efforts need to focus on the implementation and delivery on the ground. Despite the security challenges and other obstacles in various regions, over 11,000 former combatants remained active in their reintegration process. Ensuring their sustainable reintegration is a key element for cementing peace.

23. The National Reintegration System, set up in June 2025 to coordinate overall Government efforts related to this process, began establishing priorities regarding economic sustainability, community-based reintegration and social protection. The Verification Mission observed varying levels of engagement among the 38 participating official entities, which slowed down overall progress.

24. The implementation has begun for some of the more than 11,000 individual reintegration plans. The plans outline longer-term goals established by former combatants covering issues, including a sustainable livelihood, access to land and housing. Former combatants organized in associations, cooperatives or other entities can develop collective plans.

25. The National Reintegration Council, the main forum for joint review and decision-making by the parties on this process discussed taking forward a resolution issued in February, which set out the procedures for the establishment of Special Collective Reintegration Areas in both urban and rural settings. This initiative aims to enable authorities to provide comparable levels of support to those offered in

territorial areas for training and reintegration. The parties highlighted the need to prioritize the formal recognition of those groups facing security risks and socioeconomic vulnerabilities.

26. In August, the National Land Agency delivered 235 hectares in Caquetá Department for the relocation of the Miravalle territorial area for training and reintegration. In addition, 1,300 hectares were allocated during the reporting period for productive projects in five Departments. A total of eight territorial areas for training and reintegration and 59 productive cooperatives have received Government-purchased land under the current administration. Since the signing of the Final Agreement, around 17,000 hectares have been delivered to former combatants.

27. Two territorial areas for training and reintegration facing security threats in Guaviare and Putumayo Departments have yet to be relocated. In July, 126 individuals forcibly displaced from the Catatumbo region, including 13 former combatants and 49 children, were resettled in Tolima Department by national and regional authorities. This relocation followed a failed attempt to settle them in Boyacá Department, where they were not welcomed by local communities. The Verification Mission, which closely monitored the situation, noted the need for prior consultations with all the concerned parties and improved coordination with local authorities, including risk assessments.

28. Efforts continued to provide housing within territorial areas for training and reintegration, where around 15 per cent of former combatants reside. In September, the Government delivered 140 houses in its first large-scale project for former combatants of Indigenous origin in Caldono, Cauca Department. Additional housing projects were under way in territorial areas for training and reintegration in four Departments. In addition, the Government is financing the construction of 1,332 residential units. Outreach activities were carried out by the Government regarding decrees issued during the previous reporting period, which provide opportunities for former combatants living outside territorial areas for training and reintegration (85 per cent of the total) to access subsidies for housing improvements and for self-built housing in rural areas.

29. As of August 2025, a total of 6,099 productive projects had been approved, involving over 90 per cent of former combatants, including 2,874 women (25 per cent). Under the strategy promoting the sustainability of collective projects, requests for support were made in relation to 133 initiatives and sustainability plans were launched for 29 projects involving 1,073 former combatants (360 women). To date, 3 out of 20 women-led projects benefiting from the strategy have received funds. Individual productive projects – a route chosen by 63 per cent of former combatants – have received limited support to date. However, during the reporting period, the Agency for Reintegration and Normalization and the National Vocational Training Service reached an agreement to provide technical assistance next year to 110 individual projects.

30. In relation to its employability strategy of 2024, the Agency for Reintegration and Normalization launched a programme with the United Nations Development Programme to develop skills that facilitate access to the labour market for former combatants, with emphasis on women and persons with disabilities. The programme, which began implementation in July 2025, aims to provide training to 600 former combatants. Further progress in strengthening coordination with the public and private sectors will be necessary for these opportunities to reach more former combatants.

31. The participation of former combatants in the political life of the country is a pillar of the Final Agreement. Throughout the reporting period, members of Congress

of the Comunes party participated in legislative deliberations on reforms associated with the implementation of the Final Agreement, such as a bill regulating the Agrarian Jurisdiction. The current congressional session is the last in which the party, which has participated in Congress since 2017, has the 10 seats apportioned to it under the Final Agreement. In August, Comunes held a national assembly to discuss their strategy for the 2026 elections, including their intention to participate as part of a coalition.

#### *Security guarantees*

32. The implementation of the security guarantees provisions of the Final Agreement remains a cornerstone for consolidating peace. Recent developments have underscored both the urgency and complexity of ensuring improved security in historically conflict-affected regions where illegal armed groups undermine stabilization and peace consolidation efforts. In the north, civilians in certain municipalities of Bolívar and Antioquia Departments were impacted by armed confrontations involving the Ejército Gaitanista de Colombia (EGC) (formerly known as Autodefensas Gaitanistas de Colombia or the Clan del Golfo), ELN and EMBF. Some areas in La Guajira Department continued to be affected by clashes between EGC and the armed group known as the Autodefensas Conquistadoras de la Sierra Nevada, while parts of the Catatumbo region of Norte de Santander Department remained contested by ELN and EMBF. This situation posed significant challenges for the return of populations displaced amid the outbreak of violence in Catatumbo in January. In the south, certain municipalities of the Cauca Department continued to be intensely disputed by EMC and ELN. Similarly, some parts of the Guaviare Department were subjected to clashes between EMBF and EMC.

33. Overall, conflict in these regions continued to have serious humanitarian consequences for civilians, including deaths and injuries, forced displacement, confinement, sexual violence, recruitment and use of children by armed groups, restrictions on mobility, economic activity and limitations on access to education. Indigenous communities, including women, were disproportionately affected. The implementation of the security guarantees outlined in the Final Agreement remains essential to address these challenges and enable the protection of communities, their social and political leaders, as well as former combatants. The Verification Mission observed that some efforts have been made towards strengthening certain institutional mechanisms, but with limited impact, as a persisting legacy of violence in these areas, high levels of impunity and limited inter-institutional coordination, continued to undermine progress.

34. The implementation of security guarantees, including those contained in the Final Agreement, has taken on even greater urgency in view of the forthcoming electoral period, as underscored by the assassination of Senator Uribe Turbay and other threats and attacks targeting political leaders. As the primary mechanism created by the Final Agreement to bring together all political sectors for discussions on prevention and protection of political, social and community leaders, a full and strategic use of the Comprehensive Security System for the Exercise of Politics is necessary to ensure that adequate security measures are in place.

35. The National Commission on Security Guarantees, created by the Final Agreement and bringing together Government and State entities, experts and representatives from human rights and women's platforms, has not convened a plenary session in over a year. This has hindered the implementation of the public policy to dismantle illegal armed groups and criminal organizations, which was established by the Commission. The policy has yet to yield significant results that would positively impact the security of communities in conflict-affected regions,

where State presence remains limited, illicit economies persist, and illegal armed groups continue to operate. However, initial progress under the policy was observed in efforts by the Ministry of Defence to curb the illegal trafficking of fuel, an indicator of illicit drug production, and in the deployment by the Office of the Attorney General of investigators specializing in uncovering criminal financial networks to pilot regions in the north of Cauca Department, as well as in the Magdalena Medio region and in southern Bolívar Department.

36. Progress has been made towards the implementation at the local level of the strategic security and protection plan for former combatants. So far, authorities in four municipalities and the Department of Córdoba have adopted the plan, a necessary step to access national-level funding. Another key instrument requiring financial support for effective implementation is the comprehensive protection programme, which outlines overarching objectives to address the security needs of former combatants and their families.

37. In a welcome development, the Ministry of the Interior and the Office of the Ombudsperson launched an updated system in September to respond more promptly and effectively to the early warnings issued by the Office in relation to security risks identified on the ground. With the active support of the Verification Mission, both entities developed a more robust information system, enhanced indicators and improved operational response capabilities.

38. According to the Office for the Coordination of Humanitarian Affairs, between 27 June and 2 September, 8,700 people were affected by forced displacement and 41,800 by confinements and experienced limitations to their safe access to basic goods and services, in 30 municipalities in 10 departments, especially in the Pacific region and southern Bolívar. Departments significantly affected include Chocó, Cauca, Bolívar, Guaviare and Valle del Cauca. The Office further reports that humanitarian response efforts continue to face serious challenges due to overstretched capacities, limited resources and worsening security conditions in some areas. These factors are severely restricting access for humanitarian actors and affected communities. Between 27 June and 26 September, the Office of the United Nations High Commissioner for Human Rights registered 18 allegations of massacres (9 verified, 8 under verification and 1 inconclusive).

39. During the reporting period, 10 killings and two attempted homicides of former combatants were recorded, as well as one reported disappearance. Among those killed were one Afro-Colombian and two Indigenous individuals, including a woman who held a leadership role within a cooperative in Silvia, Cauca Department. The attack occurred at the site of their collective reintegration project. Since the signing of the Final Agreement, the Verification Mission has verified the killing of a total of 481 former combatants, including 11 women, 63 Indigenous persons and 58 Afro-Colombians, alongside 164 attempted homicides (17 women) and 57 disappearances (1 woman).

40. Former combatants continued to face heightened threats in areas where fluid conflict dynamics have led to multiple armed actors moving into and disputing areas where they have settled. The situation underscored the urgent need to swiftly implement preventive security measures for territorial areas for training and reintegration and special collective reintegration areas in a manner tailored to specific territorial dynamics. In a welcome development, the Agency for Reintegration and Normalization and former combatants, with support from the Verification Mission, have begun identifying collective reintegration areas facing heightened risks with the aim of formalizing their status as special collective reintegration areas, thereby enabling access to corresponding security measures.



41. During the reporting period, Office of the United Nations High Commissioner for Human Rights registered 48 allegations (12 verified, 29 under verification and 7 inconclusive) of killings of human rights defenders, including 7 women, 39 men and 2 transgender women, 8 Indigenous persons, 4 Afro-Colombians and 19 peasants. The bodies of eight religious and community leaders were found in a mass grave in Calamar, Guaviare Department, on 2 July. According to the Office of the Attorney General, they had been forcibly disappeared on 4 April and subsequently killed, allegedly by an armed group. Most of the affected leaders had been active in areas such as access to land and protection of the environment, as well as community and women's rights.

42. During the reporting period, 18 arrest warrants against alleged perpetrators of attacks on former combatants were issued (half of which have yet to be executed). These included two warrants against alleged instigators of the attacks. Additionally, five convictions were obtained (not involving any of the instigators). Out of a total of 595 cases of attacks against former combatants under the purview of the Special Investigation Unit of the Office of the Attorney General, there had been 97 convictions, and 190 cases were reported as in trial phase. Impunity following attacks against former FARC-EP combatants remains high, underscoring a need for strengthened capacities of the Special Investigation Unit, as well as for improved coordination between the latter and other specialized units of that focus on illicit economies and organized crime.

#### *Restorative sentences*

43. On 16 September, the Special Jurisdiction for Peace issued its first restorative sentence in Case 01 (on hostage-taking, other severe deprivations of liberty and concurrent crimes committed by FARC-EP), against the seven members of the last composition of the FARC-EP Secretariat, for war crimes and crimes against humanity. Two days later, on 18 September, the Special Jurisdiction for Peace issued a restorative sentence in Case 03 (on killings and enforced disappearances presented as combat casualties by State agents), pertaining to war crimes and crimes against humanity committed by 12 members of the public security forces in the Caribbean Region. In both cases, all individuals concerned received a sentence of eight years of restorative activities as well as restrictions to their rights and freedoms, the maximum sentence provided for in the Final Agreement. The Special Jurisdiction for Peace indicated that restorative activities would include projects to redress victims and communities, such as the search for missing persons, mine action, environmental restoration, and the construction of memorials or community infrastructure. In addition, those sentenced will have geographic restrictions of movement and be subject to a monitoring system by the Special Jurisdiction for Peace, including through location devices. The sentences remain subject to appeal by all parties involved, including victims.

44. The sentencing was preceded by the first public verification hearings in August, a key step in the process. During the hearings, attended by the Deputy Special Representative of the Secretary-General and acting Head of the United Nations Verification Mission in Colombia, judges assessed compliance by the indictees with the conditionality regime which binds them under the transitional justice system. The indictees reaffirmed their commitment to fulfilling their obligations. Accredited victims participated actively, as in previous procedural stages, emphasizing their expectation that restorative activities, carried out by sentenced individuals, be meaningful and address the harm they endured during the conflict.

45. State authorities summoned to both hearings presented proposed contributions to support the implementation of sentences. However, despite their expressed

willingness to put in place the conditions necessary for the implementation of the sentences, preparations to date remain largely insufficient. The Verification Mission continued to observe challenges related to funding, the design of restorative projects and the finalization of normative framework requirements, issues that call for decisive leadership from the Government. Strengthened coordination and concrete actions across State institutions are urgently needed to ensure that Special Jurisdiction for Peace sentences can be implemented without delay once they enter into force. To this end, the Verification Mission continued to engage with the Special Jurisdiction for Peace and key Government entities, including the Ministry of Justice and the National Victims' Unit, both bilaterally and within the coordination mechanism established for these purposes.

46. In August, the Special Jurisdiction for Peace dismissed a writ of protection filed by indictees from the last composition of the FARC-EP secretariat, through which they sought to suspend proceedings in Case 01 pending decisions on several requests. Among these was a request for the issuance of a single overarching concluding resolution for each individual by the chamber overseeing the investigative phase, rather than a case-by-case approach. The indictees also alleged violations of their right to due process. The Special Jurisdiction for Peace noted that no sentence had yet been issued and that procedural avenues existed to address such concerns. It further concluded that no violation or endangerment of the indictees' rights had occurred.

47. Insecurity continued to pose a serious threat to the transitional justice process in Colombia. In July, a former member of the public security forces, deemed most responsible in Case 03, was grievously wounded in an armed attack in Cúcuta, Norte de Santander Department, during which another individual was killed. The Special Jurisdiction for Peace condemned the attack and called for a thorough investigation. Other recent acts of violence have similarly affected former members of the public security forces participating in the restorative justice process. These events underscore the need for a decisive, coordinated State-wide effort to investigate these incidents and to ensure the protection of individuals appearing before the Special Jurisdiction for Peace.

48. The Verification Mission continued to engage with all actors involved in the transitional justice process. This included field visits to a memorial proposed by relatives of victims of extrajudicial killings in Bogotá and to a project led by the Unit for the Search for Persons Deemed as Missing in Pitalito, Huila Department. Both initiatives involve the participation of former members of the security forces charged with grave crimes by the Special Jurisdiction for Peace. In addition, the Verification Mission took part in ceremonies marking the completion of a project in Palmira, Valle del Cauca Department, pertaining to the building of ossuaries and the preservation of the memory of victims. The project brought together former FARC-EP members and former members of the public security forces alongside relatives of missing persons, with support from the offices of the Mayor and the Governor, the Unit for the Search for Persons Deemed as Missing, the United Nations Development Programme and the Catholic Church. Numerous other restorative initiatives are underway in anticipation of the issuance of Special Jurisdiction for Peace sentences across Colombia.

49. With half of its term completed, the Special Jurisdiction for Peace continued to face the momentous task of prosecuting those responsible for grave crimes and upholding victims' rights, while working to ensure legal certainty for all those under its jurisdiction and contributing to non-recurrence and reconciliation. To date, the Special Jurisdiction for Peace has opened 11 overarching cases, covering a wide range of emblematic macro criminal patterns attributed to the parties to the conflict, including kidnappings, extrajudicial killings and the recruitment and use of children in armed conflict. In addition, the Special Jurisdiction for Peace accredited around

12,000 individual victims and over 400 organizations. Of the more than 15,000 individuals under its jurisdiction, 242 have been deemed most responsible for war crimes and crimes against humanity, 68 from the FARC-EP, including all seven members of the last conformation of its Secretariat; 168 from the public security forces, among them 17 Generals, five civilians and one non-combatant State agent. Over 93 per cent of these individuals are participating in the non-adversarial, dialogue-oriented process and are on the way to receiving restorative sentences. Only 15 individuals have declined to acknowledge their responsibility, a right guaranteed under the procedures of the Special Jurisdiction for Peace, and have therefore been referred to the adversarial route, where a conviction could result in prison terms of up to 20 years.

50. With regard to ongoing investigations by the Special Jurisdiction for Peace, a new hearing was held within Case 01, during which seven former mid-level commanders of the FARC-EP Northwestern Bloc publicly acknowledged their responsibility for war crimes and crimes against humanity committed in the Departments of Antioquia, Caldas, Chocó, Córdoba and Risaralda. Within Case 07 (on the recruitment and use of children in armed conflict), six of the members of the last composition of the FARC-EP secretariat summoned to acknowledge their responsibility for grave crimes, including sexual and gender-based violence (under the principle of command responsibility), submitted their response. The Special Jurisdiction for Peace will assess whether this response meets the criteria required to proceed with the restorative route.

51. The Special Jurisdiction for Peace continued to advance in addressing gender-based violence. Within Case 11 (on reproductive, sexual, gender-based and prejudice-based violence), more than 500 victims have been accredited to date. As the last case to be opened by the Special Jurisdiction for Peace, Case 11 faces particular challenges, including the limited time remaining before the mandate of the Special Jurisdiction for Peace expires and the specific barriers, such as underreporting, inherent in investigating gender-based and sexual violence.

52. This period marked the final stages of the first adversarial trial of the Special Jurisdiction for Peace, in which retired Army Colonel Publio Mejía, a former commander of La Popa battalion in Valledupar, Cesar Department, stands accused of war crimes and crimes against humanity within Case 03. A ruling is expected in the coming months.

53. During the reporting period, the Office of the Attorney-General and the Special Jurisdiction for Peace publicly exchanged views on matters of legal certainty. Differences emerged regarding how to close thousands of cases in the ordinary justice system involving individuals currently under the authority of the Special Jurisdiction for Peace. The divergence of views highlighted the need for strong coordination among all relevant actors to provide the necessary legal certainty to the many individuals under the jurisdiction of the Special Jurisdiction for Peace who are awaiting the definition of their legal status, and to safeguard the success of transitional justice in Colombia.

#### *Ethnic chapter*

54. The Verification Mission observed greater momentum in the implementation of the ethnic chapter during the reporting period. Following a congressional oversight hearing on the matter, convened by an Afro-Colombian Comunes party member of Congress, specific follow-up actions were reached to move forward in three key areas: access to land, development programmes with a territorial focus, and the reintegration of former combatants of ethnic origin.

55. In July, the Government issued a decree establishing the legal framework of the Indigenous Special Harmonization Programme. This complements a similar decree issued in February on the Afro-Colombian programme. Based on these legal frameworks, it is expected that swifter progress will be made by State institutions in implementing commitments made vis-à-vis ethnic authorities for the benefit of their communities, including ethnic former combatants. Meanwhile, a Special Harmonization Programme, launched in 2018, began implementation in six ethnic territories across three departments currently benefiting 251 individuals, representing 8.7 per cent of the total former combatants of ethnic origin.

56. Following a call for applications by the National Planning Department to receive funding for projects within the framework of development programmes with a territorial focus, 21 per cent of the proposals meeting the eligibility criteria were submitted by ethnic communities. The Verification Mission noted that the latter faced significant technical challenges in meeting the requirements.

57. Tensions persisted between Indigenous and peasant communities over the delimitation of their respective lands. The National Commission of Indigenous Territories estimates that 1,300 formalization claims by Indigenous Peoples overlap with peasant reserve zones or other actors. The National Land Agency issued guidelines on the applicable legal procedures for situations involving Indigenous Peoples.

58. The security situation in ethnic communities remained a serious concern, with far-reaching implications for human rights, social cohesion and cultural preservation. Ongoing conflicts in these areas have led to restrictions on freedom of movement, the imposition of curfews and heightened surveillance. These conditions have severely disrupted traditional ways of life, eroding cultural practices, customary governance structures and the communities' ability to exercise their constitutional right to autonomy. Of particular concern was the security situation in Ricaurte, Nariño Department, where the Awá Indigenous authorities faced attacks and threats.

59. Some progress was made in implementing the strategy for comprehensive action against anti-personnel mines, in which the Government and demining non-governmental organizations participate, in regions prioritized under the ethnic chapter. In San José del Guaviare, Guaviare Department, initial consultations were held with the Nukak and Jiw peoples to assess their perceptions of landmine-related risks and determine their specific levels of exposure. In Tumaco, Nariño Department, two Afro-Colombian community councils were prioritized. The success of these demining efforts is subject to sustained financial support and enhanced protection measures for the affected communities.

60. In August, the Unit for the Search for Persons Deemed as Missing reported that 5,174 individuals from ethnic communities remained registered as missing. During the reporting period, the remains of a dozen people belonging to these communities were located in the Nariño Department. Progress in recovering the remains of missing persons has been limited by ongoing insecurity in several regions. Community-based searchers, primarily women relatives of victims continued to face both financial difficulties and psychological stress.

#### *Gender issues*

61. Challenges remained in measuring the precise impact of the Final Agreement's gender provisions, including delays in reporting on the updated gender indicators of the Framework Plan for Implementation of the Final Agreement. However, progress was made with the inclusion of gender subcommittees in over 20 agrarian reform committees in four departments. In addition, the Unit for Implementation of the Final

Agreement, alongside other State entities, led capacity-building sessions in three Departments for women aiming to run as candidates in 2026 under the special transitional electoral districts for peace. Women's organizations, which have been monitoring the implementation of the Final Agreement's gender provisions, released a report, in which they noted persistent barriers to women's political participation, including violence against women leaders. They also observed limited participation of women in decision-making mechanisms related to the Final Agreement.

62. On the implementation of the national action plan on Security Council resolution [1325 \(2000\)](#) on women and peace and security, five technical round tables were held in July and August, with the participation of 29 of the 33 responsible institutions. Institutions reported initial progress with the adoption of some internal guidelines and the provision of training on economic autonomy for women. Some overall challenges persisted, including the long-term sustainability of the action plan, which are to be addressed in a pending decree. The Verification Mission, with international counterparts carried out awareness-raising sessions on the action plan with local entities and women in five municipalities in different Departments.

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

63. The Verification Mission and the United Nations country team maintained complementary efforts in support of the transitional justice process. The country team provided assistance to the Special Jurisdiction for Peace in relation to the establishment of projects to be implemented as part of restorative sentences. Additionally, in coordination with the Verification Mission, the country team supported coordination between the Office of the Inspector-General and the Special Jurisdiction for Peace with a view to strengthening and improving the participation of communities and victims throughout proceedings.

64. The Verification Mission and country team provided coordinated support to the official visit in August, at the invitation of the Government of Colombia, of the Chair and members of the United Nations Peacebuilding Commission, as well as the Assistant Secretary-General for Peacebuilding Support of the United Nations Department of Political and Peacebuilding Affairs. The visit included meetings with national and local authorities, civil society organizations and communities in conflict-affected areas to discuss the implementation of the Final Agreement, as well as field missions to Valledupar, Cesar Department and Medellín, Antioquia Department, to view reintegration activities and projects supported by the Peacebuilding Fund.

65. In August, the Steering Committee of the multi-partner trust fund for sustaining peace in Colombia approved, among others, seven initiatives led by civil society organizations to strengthen the role of civil society in advancing reconciliation and supporting the community-based reintegration of former FARC-EP members and their families.

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

66. The Verification Mission continued to implement and strengthen measures to mitigate the risk of misconduct, with a particular focus on preventing sexual exploitation and abuse. In parallel, the Verification Mission advanced its work to combat racial discrimination through the roll-out of its anti-racism strategic action plan.

67. As at 19 September 2025, no complaints of misconduct had been received for the reporting period.

## VI. Observations

68. Colombia has come along way over the years on its path to becoming a more peaceful and secure nation. Nevertheless, acts of violence during the reporting period and continuing patterns of insecurity in some of the areas prioritized for peace implementation are a cause for concern. Every effort must be made to ensure that Colombia does not slip backward, but rather continues to move forward on this difficult path to lasting peace and that the international community maintains its support. Full implementation of the Final Agreement remains, without question, a critical part of the solution.

69. It is essential to expand and reinforce the presence of the State, in particular in conflict-affected areas, where local communities are exposed to actions by illegal armed groups and criminal organizations. These continue to thrive off illegal economies, undermining sustainable development and stability in those regions. Addressing such complex challenges requires a strategic approach that integrates peacebuilding efforts with comprehensive and coordinated measures to expand security and development opportunities for communities.

70. I strongly encourage the Government to take decisive steps during the remainder of its term, towards the full implementation of the Final Agreement, prioritizing the most impactful measures and enhancing coordination. Particular attention must be paid to the provisions on security guarantees, such as the public policy aimed at dismantling illegal armed groups and criminal organizations. Equally important is to accelerate the implementation of the rural reform chapter, which is critical to fostering equitable development and stabilization through a strengthened presence of the State in historically neglected areas, where communities suffer persistent violence. The measures outlined throughout the Final Agreement are intended to benefit broad sections of the population as they contribute to lasting peace.

71. The adoption of the first restorative sentences by the Special Jurisdiction for Peace marks a pivotal moment in the implementation of the Agreement. Through this innovative mechanism, the parties committed to ensuring accountability for the most serious crimes committed during the decades-long conflict and reparations for victims. It is essential that all sentenced individuals continue to demonstrate their commitment to peace by fully complying with their sentences. I call upon Colombian State authorities to spare no effort in ensuring that the necessary conditions are provided, including the much-needed funds and security guarantees for all actors involved. It is critical now to maintain forward momentum and prevent undue delays in translating sentences into restorative actions for the benefit of the victims.

72. At this important juncture within the transitional justice process, I wish to express my solidarity with the victims of past and present conflicts in Colombia, and my deep admiration for the courage and magnanimity that they have shown. The consolidation of this historic legacy will require vision from society as a whole in Colombia, to ensure that the country avoids repeating past cycles of violence. To that end, the Verification Mission is prepared to provide independent and rigorous verification that the sentences are complied with, and that the conditions are provided for their implementation.

73. I welcome the sustained progress made in recent years and during the reporting period in the adjudication and formalization of land, a long-standing debt to rural Colombia. These efforts, carried out within the framework of the comprehensive rural reform, have benefited peasants, rural women and ethnic communities, while contributing to greater legal certainty. At the same time, the sustainability and long-term success of these achievements depend on the development of a robust economic and infrastructural environment in the targeted areas. Consequently, I call upon the

Government to accelerate the implementation of projects for the development programmes with a territorial focus, designed in consultation with rural communities, and of the national plans for rural reform. Strengthening these complementary initiatives is crucial to ensure that access to land translates into meaningful opportunities for development and peace.

74. The vast majority of former combatants remain committed to reintegration, which is a cornerstone of sustainable peace and a critical guarantee of non-recurrence of violence. By providing pathways to dignified livelihoods, reintegration efforts led by the State play a key role in breaking the vicious cycle of armed conflict in the country. They are both a security imperative and social and political investment in long-term stability. While undeniable advances have been made in setting up the necessary policy frameworks, there is an urgent need to expedite concrete actions to place reintegration on a more sustainable footing.

75. Ensuring adequate security for the safe conduct of the upcoming elections throughout the country is critical for democracy in Colombia, including for consolidating the progress achieved in the framework of the Final Agreement to expand voting in historically conflict-affected areas and to strengthen the legal guarantees for political opposition. I reiterate my call upon the Government and State institutions to take all necessary measures in this regard, in consultation with parties and candidates.

76. I deplore the ongoing violence that continues to undermine efforts to build lasting peace. In particular, I call upon illegal armed actors to unequivocally demonstrate, through concrete actions, respect for the lives and dignity of the civilian population. Demonstrating willingness to move towards peace demands a clear break from intimidation, threats and harm.

77. The road to peace in Colombia has been shaped not only by the determination of its people but also by the steadfast support of the international community. The world stands to benefit directly from progress in overcoming the country's conflicts and their repercussions beyond its borders and to learn from Colombia's peacebuilding experiences. The United Nations has stood firmly alongside the authorities and all actors engaged in realizing the promise of peace. I extend my sincere appreciation to the Security Council for the unwavering support it has demonstrated. The Verification Mission will continue its important work to ensure that the aspirations for peace are translated into lasting realities on the ground.

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

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