Three Years After the Signing of the Final Agreement in Colombia: Moving Toward Territorial Transformation
With the support of:

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Key Messages

1. The implementation of the peace agreement is at a crucial point of transformation

2. Active and effective participation by civil society is needed to increase legitimacy and confidence

3. Territorial, ethnic, and gender focuses need revitalized efforts

4. Framework Plan for Implementation (PMI) needs updating and reprioritization

5. The Agreement’s comprehensiveness is key to its successful implementation
1. The risk of armed dissident groups appearing decreases with robust implementation and increases when implementation is weak.

2. The Colombian Peace Agreement is one of the most comprehensive of all those analyzed by the Peace Accords Matrix Project, and focuses on social reform programs that require more time to implement than programs related to security measures.

3. Public support for peace accords tends to increase as implementation progresses and peace is consolidated.
Quantitative Analysis
Graph 1: Summary of monthly implementation status (December 2018 - November 2019)

- Not initiated
- Minimum
- Intermediate
- Complete

DISPOSICIONES

26%
34%
15%
25%
Graph 2: Implementation of the Final Accord, point by point: November 2018 vs. November 2019

- Reforma Rural Integral (104)
- Participación política (94)
- Fin del conflicto (140)
- Solución al problema de las drogas ilícitas (66)
- Acuerdo sobre las víctimas del conflicto (60)
- Implementación, Verificación y Retiro (54)

Percentages:

- Not initiated
- Intermediate
- Complete
Graph 3
Stipulation implementation levels according to Framework Plan (PMI) end-date, November 2019

PERIODO I | PERIODO II | PERIODO III
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Not initiated | Minimum | Intermediate | Complete

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Main advances:
  • Deployment of entities at the territorial level
  • Socialization of action plans
  • Advances in small-scale infrastructure projects

Opportunities for improvement:
  • Strengthen mechanisms for active and purposeful participation
Transversal Approaches: Ethnic and Gender

There has been progress, but a constant gap exists between general implementation and implementation of commitments focused on ethnicity and gender.

Main advances:
• Operation and participation in the Special High-Level Forum with Ethnic Peoples (IEANPE)
• Plans regarding indicators of the PMI gender chapter were prepared
  – Coordination of the Comprehensive System for Truth, Justice, Reparation and Non-Recurrence with indigenous communities

Main Challenges:
• Increased levels of violence and threats against women and ethnic leaders.
• Low inclusion of the ethnic approach in norms, plans, and programs
Opportunities for improvement:

- Open and maintain spaces for women and members of the LGBT+ and ethnic communities to participate in the national government and in entities responsible for implementation.
- Prioritize commitments that include gender-based affirmative actions related to Comprehensive Rural Reform and the Substitution of Crops Used for Illicit Purposes.
- Design protection programs that meet the specific needs of women and ethnic communities in all of their diversity.
Point-by-Point Analysis
Main advances:
- Inclusion of the Development Plans with a Territorial Focus (PDET) in the National Development Plan (PND) and the creation of the Road Map instrument
- Inclusion of the land registry in PND as a public service with precise goals
- One million hectares in the lands fund

Main challenges:
- Limited progress in enactment of the 16 National Plans for rural reform
Point 1: Comprehensive Rural Reform

Opportunities for improvement:

• Ensure coordination for the implementation of the land registry
• Guarantee the inclusion and effective participation of social organizations during the implementation of the PDET Road Map
• Ensure the financial sustainability of the PDETs and prioritize implementation of initiatives that benefit marginalized groups and reduce gaps
Point 2: Political Participation

Progress was made on technical commitments, but not on those aimed at structural transformation for political participation and enhancing democracy.

Main advances:
• Technical processes have progressed: electoral participation campaigns, preparation of the PND, calls to award community broadcasters
• Installation of the Territorial Peace Councils to promote participation

Main challenges:
• Key laws for democratic reform were not passed
• Few advances in measures focused on social protest and mobilization
Point 2: Political Participation

Opportunities for improvement:
• Present and approve pending legislative and constitutional reforms
• Strengthen (financially and technically) and guarantee the Territorial Peace Councils and promote their coordination with the National Council for Peace, Reconciliation, and Conviviality
Point 3: Ending Conflict

Reincorporation progressed due to the commitment of ex-combatants, the government, and the international community, but is at risk due to the threat of violence against populations in the process of reincorporation.

Main advances:
• Progress was made in the approval of collective and individual projects
• Approval and implementation of the reincorporation route
• The old Territorial Training and Reincorporation Spaces (ETCRs) were maintained, and advances were made in the acquisition of estates

Main challenges:
• Security continues to be the main threat: With 77 homicides, 2019 was the deadliest year for ex-combatants
• Access to lands for productive projects
Point 3: End of the conflict

Opportunities for improvement:

- Strengthen the special protection program for ex-combatants and include measures with ethnic and gender foci
- Accelerate the approval of productive projects
- Ensure compliance with and sustainability of the reincorporation route
Security Guarantees

Security guarantees have been implemented in a fragmented, disjointed way and with low participation levels.

Main advances:
• Development of special methodologies by the Special Investigation Unit and the Elite Corps have improved investigative advances in cases of murders of leaders and ex-combatants

Main challenges:
• Worsening security conditions for leaders and human rights defenders in various regions
• Fragmented operation of the Comprehensive Security System for the Exercise of Politics (SISEP)
Security Guarantees

Opportunities for improvement:

• Implementation of the SISEP in a comprehensive manner, and Activation of the High Instance

• Strengthening the Special Investigation Unit and the Elite Corps and an extension of the Police Unit for Peacebuilding’s (UNIPEP) mandate to other areas of reincorporation

• Approve the policy for dismantling criminal organizations from the National Commission on Security Guarantees (CNGS)
Point 4: Solution to the Problem of Illicit Drugs

Intermittent progress and low participation have weakened civil society confidence in the process.

Main advances:
- Despite difficulties, the National Comprehensive Program for the Substitution of Crops Used for Illicit Purposes (PNIS) has been maintained.
- Increases in technical assistance and nutrition security projects.

Main challenges:
- Delays in the PNIS operation, violence against beneficiaries, and a lack of quality dialogue have increased communities' distrust of the government.
- Methodologies used by entities responsible for reforms have drawn very limited participation.
Point 4: Solution to the Problem of Illicit Drugs

Opportunities for improvement:

• Ensure effective participation of civil society members in processes defined in the PNIS, like the permanent council and strategic management board
• Create participatory mechanisms for drug policy reform
• Define the PNIS route for farmers in the National Natural Parks of Colombia (PNN) and ethnic communities
Point 5: Victims

The Comprehensive System for Truth, Justice, Reparation and Non-Recurrence (SIVJRNR) has managed to advance due to its autonomy and the commitment and contributions of the international community.

Main advances:

• Due to its participatory processes and special protocols, which include gender and ethnic foci, the SIVJRNR has built trust between victims and their organizations

Main challenges:

• Lack of coordination at the territorial level between the SIVJRNR and the National System of Comprehensive Care and Reparation for Victims (SNARIV)
• Lack of prioritization of collective reparation processes
• Structural reform of the Victims Law was not achieved
Point 5: Victims

Opportunities for improvement:
- Strengthen best practices for participation mechanisms within the SIVJRN
- Present a bill to reform the Victims Law
Point 6: Mechanisms for Implementation, Verification, and Endorsement

The monitoring and verification mechanisms were maintained, but there was little progress in the area of regulatory implementation.

Main advances:
- Extension of the Commission for Monitoring, Promoting and Verifying the Implementation of the Final Agreement (CSIVI) until 2021
- Revitalization of the High Level Instance for Ethnic Peoples (IANPE)
- Financial support from the international community
- More than 290 billion pesos have been collected from the private sector through the "Obras por Impuestos" program

Main challenges:
- Little progress in regulatory implementation priorities
Point 6: Mechanisms for Implementation, Verification, and Endorsement

Opportunities for improvement:

• Prioritize the regulatory implementation of points 1, 2, and 4
• Review and update the PMI within the CSIVI
• Advance implementation of the CSIVI territorial commissions
• Move forward with analysis of the Agreement’s funding sources
Opportunities to Strengthen Implementation

• Move forward with approval of laws and the issuance of decrees to streamline Point 2

• Prioritize the implementation of commitments with an ethnic and gender focus in points 1 and 4

• Strengthen the Territorial Peace Councils and their coordination with the National Council (both financially and technically)

• Complete the PNIS as part of a comprehensive anti-drug policy

• Strengthen the capacities of the Special Investigation Unit (UEI), the Elite Corps, and UNIPEP