

Five Years After the Signing of the Colombian Final Agreement: Reflections from Implementation Monitoring

December 2020 to November 2021



KROC INSTITUTE
FOR INTERNATIONAL PEACE STUDIES



UNIVERSITY OF
NOTRE DAME

KEOUGH SCHOOL OF GLOBAL AFFAIRS

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Acronyms and Abbreviations

ANE	National Spectrum Agency	JEP	Special Jurisdiction for Peace
ANT	National Land Agency	MECs	Special Consultation Mechanisms
ARN	Reincorporation and Normalization Agency	MINTIC	Ministry of Information Technologies and Communications
ART	Territorial Renewal Agency	MTSP	Technical Working Table for Security and Protection
CEPDIPO	Comunes Party's Center for Political Thought and Dialogue	OACP	Office of the High Commissioner for Peace
CEV	Truth, Coexistence, and Non-Recurrence Commission	PAI	Family Immediate Action Plan
CIV	International Verification Component	PATRs	Plans for Regional Transformation
CNE	National Electoral Council	PDET	Development Programs with a Territorial Focus
CNGS	National Commission on Security Guarantees	PESP	Strategic Plan for Security and Protection
CNPRC	Consolidation of the National Council for Peace, Reconciliation and Coexistence	PIRC	Comprehensive Plans for Collective Reparations
CNR	The National Reincorporation Council	PISDA	Comprehensive Community Plans for Substitution of Crops and Alternative Development
CPA	Comprehensive Peace Agreement	PMI	Framework Plan for Implementation
CPEC	Office of the Presidential Councilor for Stabilization and Consolidation	PNIS	National Comprehensive Program for the Substitution of Crops Used for Illicit Purposes
CSIVI	Commission for Monitoring, Promoting, and Verifying the Implementation of the Final Agreement	RIAV	Institutional Network to Support Citizen Oversight
CTEP	Special Transitory Peace Voting Districts	RTVC	National Radio and Television of Colombia
CTPRC	Territorial Councils for Peace, Reconciliation and Coexistence	RUV	Victims Registry
DAFP	Administrative Department for Public Service	SIIPO	Integrated Information System for Post-Conflict
DNP	National Planning Department	SIP	Comprehensive System for Peace
DSCI	Directorate for the Substitution of Crops Used for Illicit Purposes	SISEP	Comprehensive Security System for the Exercise of Politics
FARC-EP	Revolutionary Armed Forces of Colombia-Army of the People	SNR	National Reincorporation System
IEANPE	Special High-Level Forum with Ethnic Peoples	UARIV	Unit for the Attention and Comprehensive Reparation of Victims
IMP	Multidimensional Poverty Index	UBPD	Unit for the Search of Persons Deemed as Missing in the context of and due to the armed conflict
		UNIPeP	Police Unit for Peacebuilding
		UNP	National Protection Unit

What does the Kroc Institute do?

The Colombian government and the Revolutionary Armed Forces of Colombia-Army of the People (FARC-EP) gave the University of Notre Dame's Kroc Institute for International Peace Studies the mandate to provide technical support in monitoring and verifying implementation of the Accord in its entirety. Through the Peace Accords Matrix's Barometer Initiative, the Kroc Institute has carried out this mandate since 2016. The National Secretariat of the Social Pastorate (Caritas Colombia) is the principal partner of the Barometer Initiative.

How does the Kroc Institute monitor implementation of the Final Agreement?

To monitor implementation of the Final Agreement, the Kroc Institute's Peace Accords Matrix (PAM) designed a methodology approved by the Commission for Monitoring, Promoting, and Verifying the Implementation of the Final Agreement (CSIVI) in 2017. Headed by a team of researchers in Colombia and at the University of Notre Dame, the Kroc Institute evaluates implementation of a matrix with 578 stipulations and codes each one for progress on a monthly basis, with the following range: 0 (not initiated), 1 (minimum), 2 (intermediate), or 3 (completed).

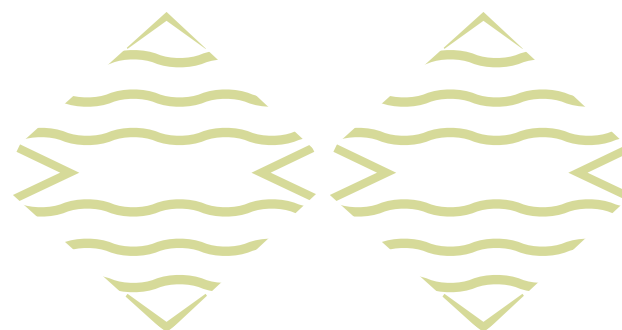
Stipulations are defined as specific, observable, and measurable commitments derived from the text of the Agreement.

The use of multiple sources of data is central to the monitoring process, which is why the Kroc Institute analyzes information reported by entities from the national government and the Comunes Party's Center for Political Thought and Dialogue (CEPDIPO); and reports from entities that are part of the International Verification Component (CIV), the United Nations Verification Mission in Colombia, the Public Ministry and controller bodies and civil society organizations.

The Kroc Institute produces comprehensive, quarterly, and special reports that qualitatively and quantitatively analyze the data and the progress made in implementation of the Final Agreement's 578 stipulations.

How does the Kroc Institute monitor implementation of the cross-cutting approaches within the Final Agreement?

The Final Accord includes three cross-cutting approaches that focus specifically on stipulations that have a particular focus on gender, ethnic communities, and implementation in the territories. To measure implementation of the cross-cutting approaches, the Kroc Institute has identified 130 stipulations with a gender perspective and 80 stipulations with an ethnic approach. Stipulations promoting these gender and ethnic approaches are compiled and analyzed using a matrix to monitor the implementation of each perspective. Using this methodology, the Kroc Institute has published three special reports on the implementation status of the gender approach and two reports on the implementation status of the ethnic approach.



**What additional analysis
does the Kroc Institute
carry out while
monitoring Final
Agreement
implementation?**

The Kroc Institute's Peace Accord Matrix has also monitored implementation of Comprehensive Peace Agreements signed in other countries that have experienced civil war. This experience allows for comparison of aspects of the Colombian agreement's implementation with other peace agreements in order to provide findings about the pace and quality of implementation of agreed upon commitments.

Additionally, the Colombian national government created the Framework Plan for Implementation (PMI), an innovative public policy tool to monitor the Final Agreement that includes 553 indicators. The PMI allows the National Planning Department (DNP) to monitor and evaluate the policies and programs required to implement the Agreement. The Kroc Institute considers these indicators important in enriching analysis of the Agreement's implementation from a temporal perspective, since the PMI facilitates evaluation of implementation performance related to the goals outlined in the national government's planning process.

How is implementation of the Colombian Final Agreement progressing in its fifth year?

This document summarizes the main advances, challenges, and opportunities for improvement in implementation of each of the Accord's six points and cross-cutting approaches. These insights are drawn from the Kroc Institute's sixth comprehensive report: "Five Years After the Signing of the Colombian Final Agreement: Reflections from Implementation Monitoring." The report covers the period between December 2020 through November 2021.

Key Concepts



Advances: Implementation actions that occurred during the reporting period that led to positive coding changes



Challenges: Obstacles or factors affecting implementation which, if actions are not taken to overcome them, could lead to negative cascading effects and limit progress in coding



Opportunities: Areas to strengthen implementation of commitments within the Final Agreement that can accelerate, improve, or support this process



Quantitative Analysis: The First Five Years of Implementation

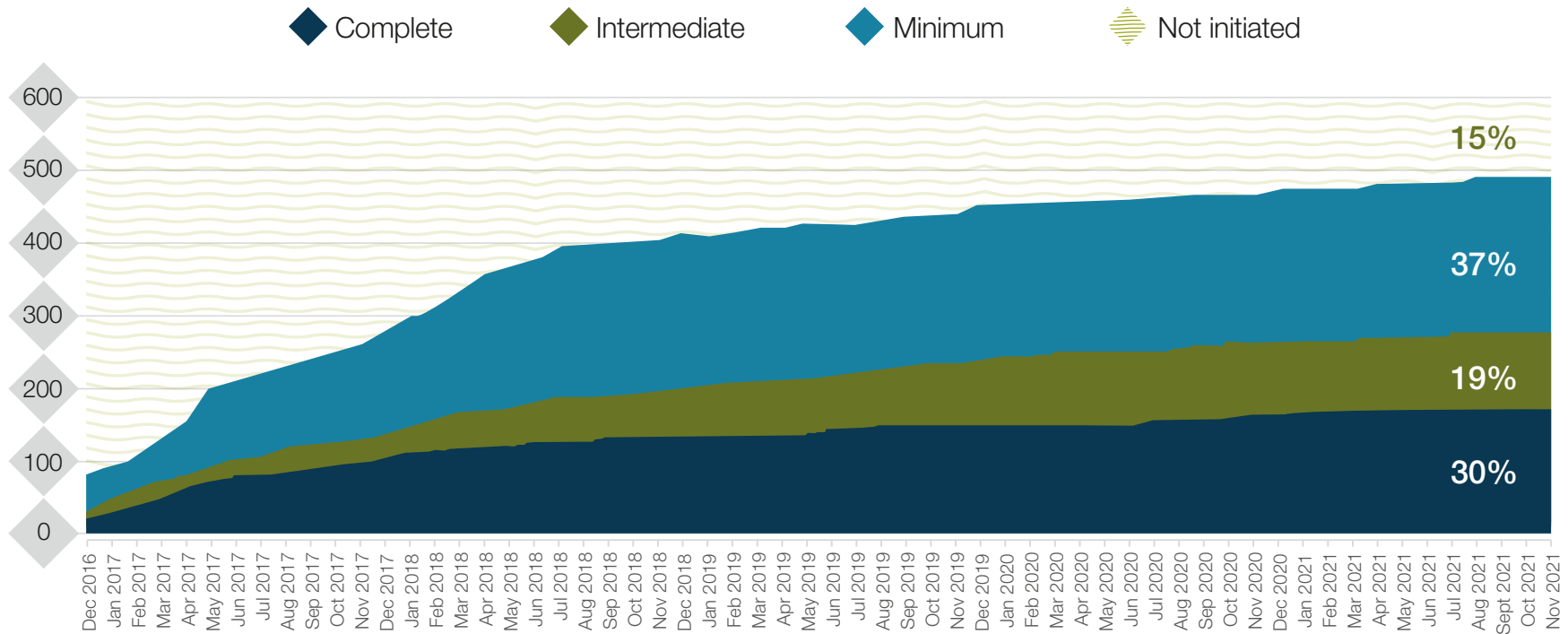
Based on the Institute's methodology to monitor implementation of the Final Agreement, the Kroc Institute observed an accelerated pace of progress during the first two years of implementation that established the foundations for the peace process in Colombia. Some examples include the creation of new entities, demobilization of the former FARC-EP, and the issuance of laws and other regulations necessary to lay the foundation for implementation.

Five years after the Final Accord's signing, the status of overall national implementation shows 30% of provisions

complete, 19% in intermediate status, 37% in minimal implementation status, and 15% that have not started implementation yet.

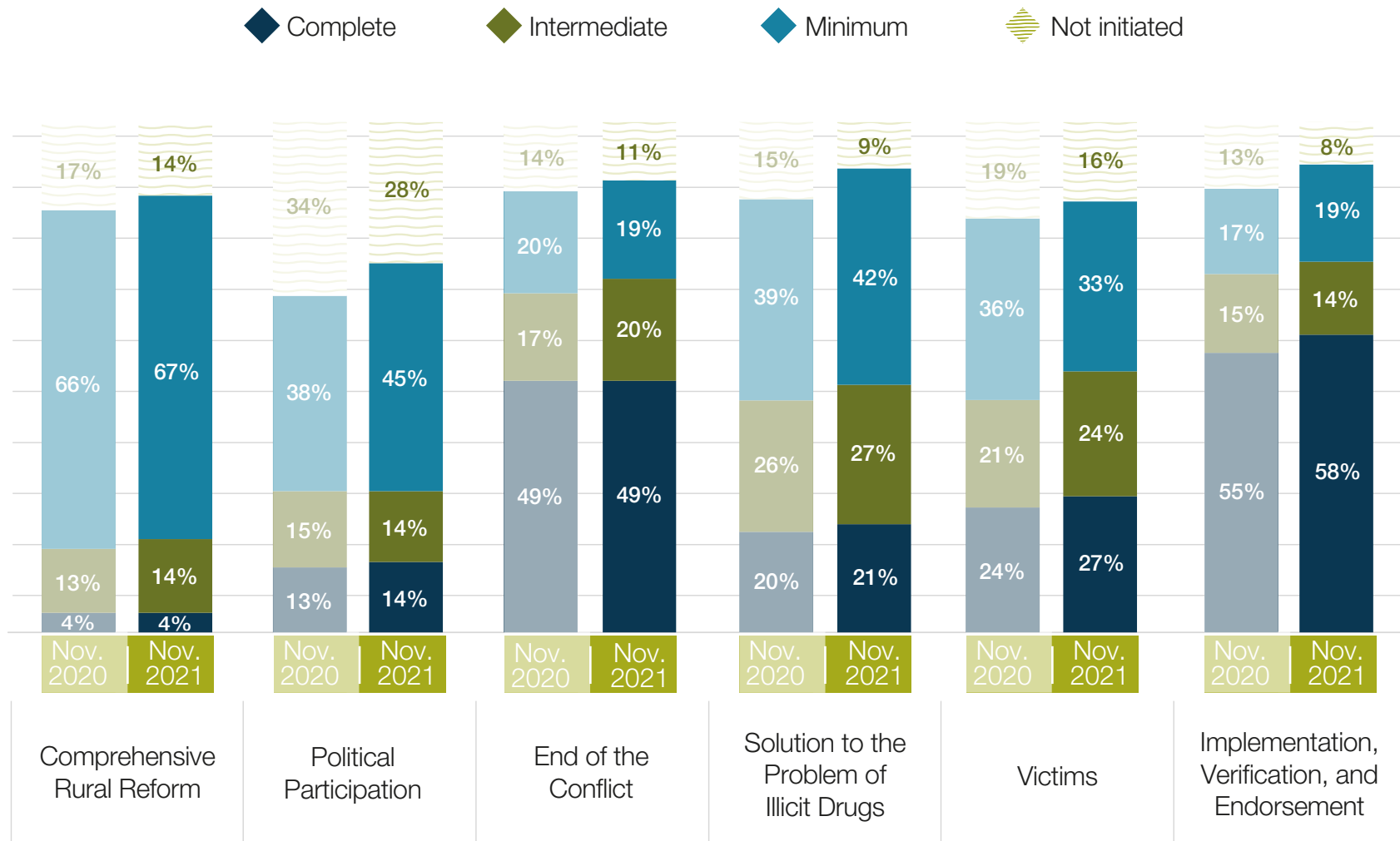
During the fifth year of implementation, the number of stipulations not started decreased by four percentage points, those in a minimum state increased by two percentage points, and the percentage of dispositions in an intermediate state did not change. During this period, the Institute observed a 2% change in completed stipulations.

Monthly Implementation Levels of the 578 Stipulations during the Study Period (Dec. 2022-Nov. 2021)



As this graph shows, while the Institute observed a 2% change in completed stipulations, the main challenge facing implementation was the low percentage of provisions at an intermediate stage of implementation and the high percentage at minimal and not initiated status.

Implementation by Point of the Final Accord: Nov. 2020 vs. Nov. 2021



What were the highlights during this implementation period?

The approval of 16 special seats for victims in Congress through the creation of the Special Transitory Peace Voting Districts (CTEP) with both gender and ethnic approaches

The adoption of 11 of the 16 National Sector Plans for Rural Reform (4 plans were adopted within the study period)

The approval of 14 of the 16 roadmaps within the Development Programs with a Territorial Focus (PDET) (13 of the 16 roadmaps, all except the Cataumbo roadmap, were published within the study period)

The Security Council expanded the UN Verification Mission's mandate in order to include verifying the compliance with and implementation of Special Jurisdiction for Peace (JEP) sanctions

The Reincorporation and Normalization Agency (ARN) linked more than half of the people in the process of reincorporation to productive projects

The Ministry of Health adopted measures with a gender and territorial approach to prevent the stigmatization of people who consume psychoactive substances

The Unit for the Search of Persons Deemed as Missing in the context of and due to the armed conflict (UBPD) adopted 21 regional search plans (14 plans were adopted within the study period)

The communications committee, comprised of The Ministry of Information Technologies and Communications (MINTIC), National Radio and Television of Colombia (RTVC), and the CSIVI, approved five peace stations in different regions of the country with the participation of Comunes, civil society, women's, and ethnic organizations

What were the challenges during this implementation period?



Limited implementation of guarantees for peaceful protest and guarantees to allow for the participation of organizations and social movements



The lack of approval of laws and regulations to implement agreed-upon commitments within the framework of Comprehensive Rural Reform and the substitution of illicit-use crops, including differential treatment for small growers and the creation of the agrarian jurisdiction



Low levels of land adjudication through the Land Fund by the National Land Agency (ANT)



Consolidation of the National Council for Peace, Reconciliation and Coexistence (CNPRC) and the Territorial Councils for Peace, Reconciliation and Coexistence (CTPRC) as spaces for dialogue and reconciliation by the Office of the High Commissioner for Peace (OACP), Presidency of the Republic, and local authorities



Guaranteeing the right to life and personal integrity for populations protected by the Final Agreement and who are facing increasing damages, the presence of illegal armed actors, and armed confrontations in their territories



According to the Framework Plan for Implementation (PMI), how is implementation progressing?



Early Implementation

First Year: 2017 to
Final Year: 2022

- ◆ 74% of indicators report overall progress on over 50% of the targets; however, 26% fall below that level of progress (not counting those that do not have a technical summary of indicator details)



Medium and Long-Term Implementation

First Year: 2017 to
Final Years: 2026-2031


- ◆ 56% of the indicators projected to be completed in 2026 show progress of more than 50% toward the overall goal; however, 44% show lower levels
- ◆ 68% of the indicators projected to be completed by 2031 show progress of more than 33%

The Integrated Information System for Post-Conflict (SIIPO) is a system created by the national government through which the implementation status of PMI indicators is made available to the public.




What are opportunities to strengthen overall implementation?


The Kroc Institute recommends the following key actions specifically aimed at strengthening commitments to the implementation process in the midst of 2022 Congressional and government transitions:



Promote broad ownership of the truth commission's final report during the installation of a new Congress and government transitions



Build a CSIVI work plan to cover this transition period that includes a review of the parameters and goals of the Framework Implementation Plan whose implementation is scheduled to be completed by year-end 2022



Build a multi-party agenda within Congress for comprehensive implementation of the Final Agreement that allows for overcoming lags, especially in key areas including Comprehensive Rural Reform and democratic political participation



Comparison between the Colombian Peace Agreement and Peace Agreements in Other Parts of the World

Truth Commission Mandate Extensions

First, a study was conducted on truth commissions within other Comprehensive Peace Agreements to explore the frequency of extending their mandates. The Kroc Institute found that all the analyzed commissions, despite having unique elements, extended their mandates beyond the originally planned term. On average, the commissions took 37% longer than the original planned period to fulfill their mandates. In this way, the seven-month extension of the mandate period for the Commission for the Truth, Coexistence and Non-Recurrence Commission in Colombia (CEV) to ensure delivery of its final report and a two-month extension for disseminating the report fits this pattern.

Similarly, it was also found that other truth commission mandate extensions did not stem from unforeseen circumstances, such as a pandemic, which did have an impact in Colombia.

Dispute Resolution Mechanisms

The Kroc Institute found that dispute resolution mechanisms and monitoring and verification bodies play an important role in ensuring higher standards and guaranteeing the success of CPA implementation. These mechanisms are most effective when they have an external chair and include impartial third parties or members from outside former conflict parties.

The Colombian Peace Agreement incorporated one of these mechanisms by establishing the CSIVI. Despite its creation and the fact that the CSIVI has been operating, the Kroc Institute found that the addition of an impartial third party contingent within the CSIVI could increase implementation levels of the Final Agreement.

Comprehensive Implementation: Ethnic, Gender, and Territorial Approaches

The report acknowledges some areas of progress in the cross-cutting focus areas, such as the effort to keep the special ethnic and gender forums created by the Final Agreement active. However, the report indicates that the pace of implementation of these approaches continues to be slower than general implementation.

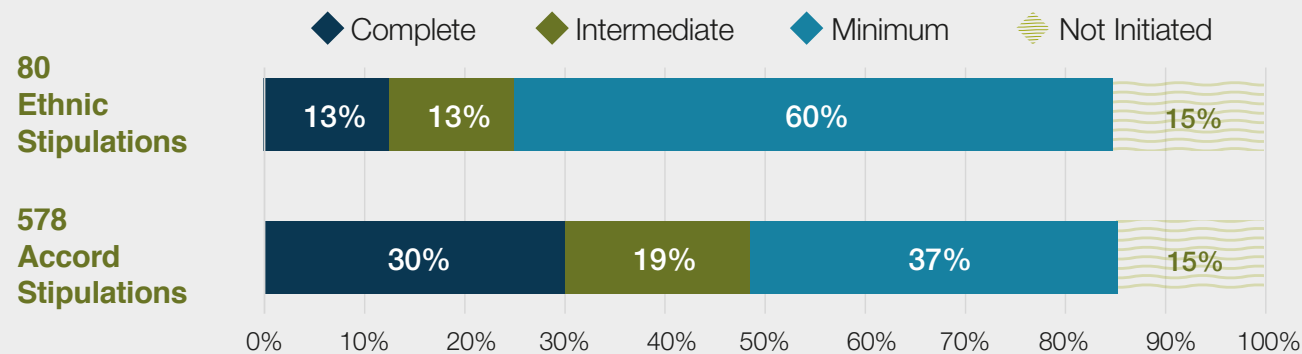
Ethnic Approach

Implementation Status

From December 2020 to November 2021, there was limited implementation of the ethnic approach. During 2021, changes were recorded in only 7 of the 80 commitments with an ethnic approach. As of November 2021, 13% of stipulations in the ethnic approach had been completed, less than half of the proportion of completed stipulations in the Final Accord overall, which reached 30%. The proportion of intermediate-level

stipulations in the ethnic approach continued to differ from that of intermediate-level stipulations in the Final Accord overall, with 13% and 19% respectively. In addition, 60% of stipulations in the ethnic approach and 37% of stipulations in the Final Accord overall were at the minimum level, and the percentage of non-initiated stipulations was 15% in both cases.

Implementation of the Ethnic Approach vs. General Implementation (Nov. 2021)



Challenges

- ◆ The acceleration of PDET ethnic initiatives and ensuring its funding
- ◆ Low levels of reporting on the ethnic indicators of the PMI to the SIIPO
- ◆ Low levels of implementation of the Comprehensive Plans for Collective Reparations (PIRC) for collective ethnic groups
- ◆ Insufficient financial resources for the Special High-Level Forum with Ethnic Peoples (IEANPE)

Advances

- ◆ The approval of the CTEPs with an ethnic focus
- ◆ The design and implementation of the Special Consultation Mechanisms (MECs) in 15 of the 16 subregions of the PDET
- ◆ Input on the guidelines for the ethnic approach of the PNIS
- ◆ The recognition and truth-telling actions of ethnic communities before the SIP
- ◆ The operation of the IEANPE



Opportunities

- ◆ **ART:** Strengthen the tools for the formulation and financing of ethnic initiatives
- ◆ **National Government, Congress, Supervisory Bodies, and Civil Society:** Take ownership of the recommendations from the Ethnic Chapter of the CEV's final report
- ◆ **Ministry of the Interior and UNP:** Revitalize the implementation of Decree 660 of 2018 and complement its actions with security measures such as the Indigenous and Cimarrona Guards.

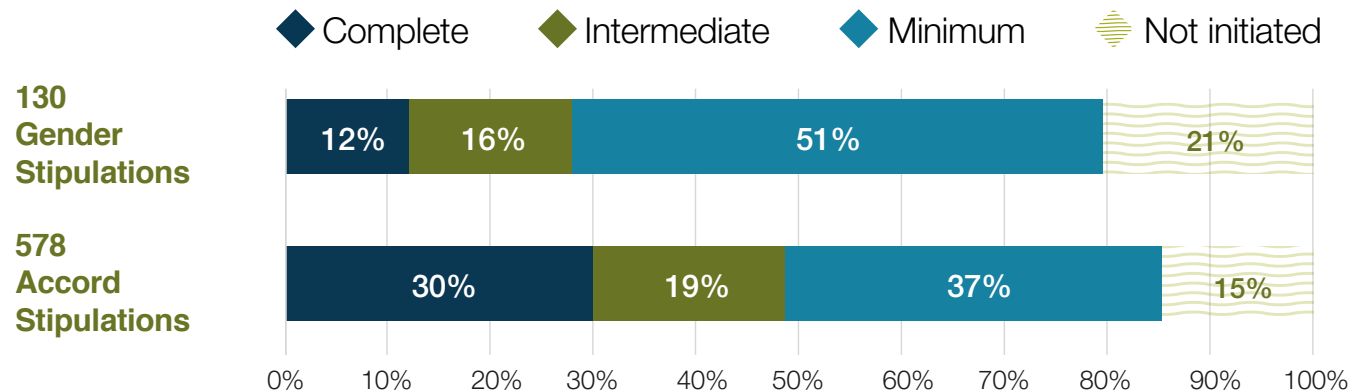
Gender Approach

Progress

During the study period, a gap persisted between implementation of the 130 provisions with a gender perspective and the 578 provisions of the overall Final Agreement. While general implementation shows 30% of provisions completed, the gender approach has reached only 12% complete. In addition, 16% of provisions with a gender approach were in an intermediate state of implementation, compared to 19% of general provisions with this same status.

However, provisions within the gender approach that had not yet started their implementation decreased from 30% to 21% between 2020 and 2021. This decrease contributed to the movement of provisions in the minimum stage of implementation within the gender approach from 46% to 51%.

Implementation of the Gender Approach vs. General Implementation (Nov. 2021)



Challenges

- ◆ Mainstreaming the gender approach in implementation of the PDET
- ◆ Inclusion of the parity criterion in the formation of voting lists, without stipulating closed or zipped lists in the reform of the Electoral Code
- ◆ Mainstreaming of the gender approach in the security measures within the Comprehensive Security System for the Exercise of Politics (SISEP)

Advances

- ◆ Adoption of a protocol to care for female farmers
- ◆ Approval of the CTEP with a gender approach
- ◆ Some awareness-raising actions with key actors focused on the protection of women and LGBTQ people
- ◆ The inclusion of a chapter and recommendations related to the differential impact of the armed conflict on women and LGBTQ people in the CEV's final report

Opportunities

- ◆ **ART:** Promote the mainstreaming of the gender focus in the PDET, ensuring its harmonious incorporation throughout the 16 PDET subregions and across the eight PDET pillars
- ◆ **Ministry of the Interior:** Strengthen women's organizations by reinforcing the gender-based measures incorporated in Legislative Act 02 of 2021, which created the CTEP
- ◆ **UBPD:** Promote the strengthening of LGBTQ people's participation in the search process for persons reported missing
- ◆ **CSIVI:** Strengthen coordination between the Special Forum for Women, IEANPE, and CSIVI

Territorial Approach

Progress

The report includes an analysis of some experiences of implementation in the territories with the purpose of identifying opportunities to improve implementation levels and quality. First, during 2021, most PDET Roadmaps were approved. Although this exercise supported aligning resources, capacities, and goals to make the initiatives a reality, its creation had challenges with meeting the expectations of civil society participants engaged in developing the Action Plans for Regional Transformation (PATRs) and interpreting these plans.

Second, the Kroc Institute found that bodies such as the Municipal and Departmental Councils for Peace, Reconciliation, and Coexistence in some territories were critical settings for facilitating social dialogue and conflict de-escalation during the 2021 National Strike.

Third, in following the precautionary measures decreed by the JEP in the interest of former FARC-EP combatants as parties required to appear before court, efforts to bring protection and security guarantees to the territories faced several challenges. Given the serious circumstances of insecurity in numerous territories, the actions reflected reactive operations that are ordinarily carried out by protection and security agencies and the entities in charge of implementing the Final Accord, without achieving the expected results matching the JEP's orders and the communities' needs.

Challenges



- ◆ Precautionary measures and other judicial decisions facilitated the implementation in the territory of the security measures established in the Agreement
- ◆ Guarantee citizen participation in the creation, development, and implementation of PDET Roadmaps

Advances



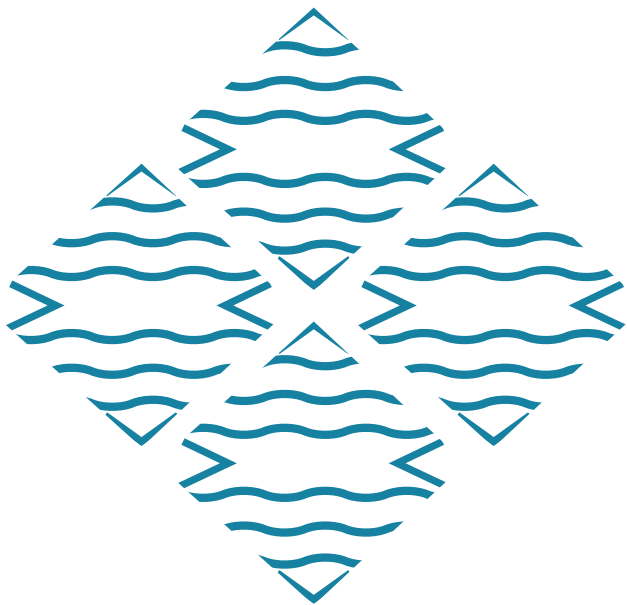
- ◆ Implementation of territorial participation mechanisms to address citizen protests during the National Strike

Opportunities



- ◆ **Office of the Presidential Councilor for Stabilization and Consolidation (CPEC), ART, departments, and municipalities:** Strengthen citizen participation in the implementation and evaluation process of the PDET in order to increase its legitimacy
- ◆ **OACP and CNPCR:** Improve the accompaniment and strengthening process of the CTPCR to municipalities with low institutional offerings
- ◆ **MTSP, jointly with Comunes constituents:** Promote the development of the territorial approach and build intensive care strategies for the most at-risk territories for ex-combatants appearing before the JEP
- ◆ **CPEC:** Guarantee the PDET regions greater decentralization of technical assistance for the implementation of the Final Agreement

Point 1



Toward a New Colombian Countryside: Comprehensive Rural Reform

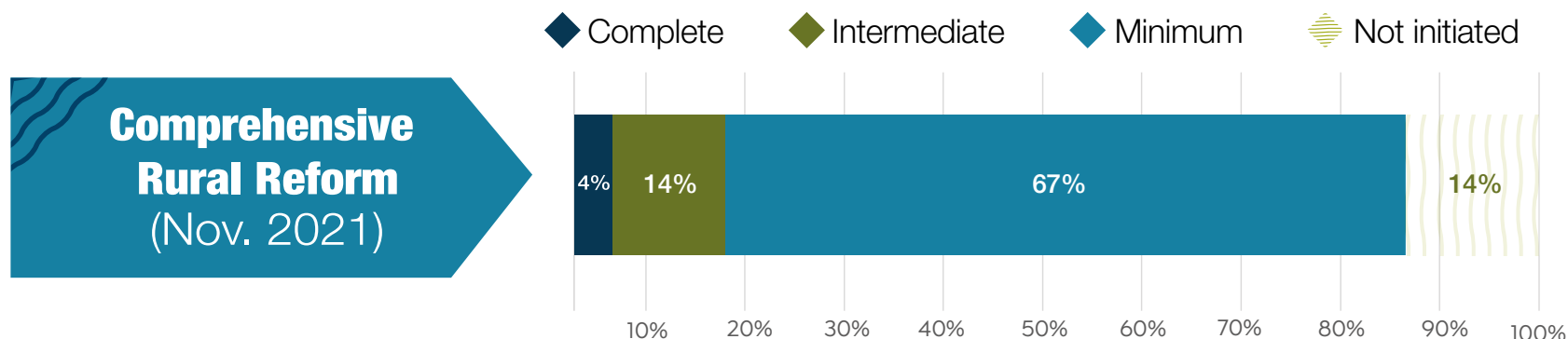
Point 1 Summary:

Comprehensive Rural Reform seeks structural transformation and comprehensive development in the Colombian countryside. Through executing plans and programs, this point's objective is democratization and the appropriate use of land, while also stimulating the productive potential of agriculture and promoting institutional presence, mainly through offering public education, health, and infrastructure.

Progress

The Kroc Institute determined that during 2021, the changes in the implementation status of Point 1 were concentrated exclusively in non-initiated stipulations. Most of these changes were due to the national government's adoption of National Sectoral Plans on Comprehensive Rural Reform, such as the Special Plan for Rural Education. Thus, non-initiated stipulations fell from 17% in 2020 to 14% in 2021 and minimum-level stipulations rose from 66% in 2020 to 67% in 2021. Intermediate-level stipulations increased from 13% to 14% during this same period, and completed stipulations remained at 4%, with no recorded changes in this period.

The Kroc Institute also highlighted some setbacks during this year for stipulations that were on the advanced implementation track but, due to political decisions, moved backwards to the minimum level. This was the case with the commitment to create a Special Agrarian Jurisdiction after Congress closed the file in July. The Kroc Institute considered this commitment's early implementation to be crucial for increasing and boosting measures for land access and formalization, since the establishment of a system of judges specializing in resolving agrarian and rural conflicts was intended to move judicial proceedings along swiftly, with special attention to disadvantaged parties in agrarian matters.



Challenges



- ◆ Low levels of land adjudication through the Land Fund by the ANT
- ◆ Increase in the Multidimensional Poverty Index (IPM) in PDET territories
- ◆ Greater coordination of the National Sectoral Plans with the PDET by the ART is needed
- ◆ Imbalance in the execution of PDET initiatives by territory and by PDET pillars

Advances



- ◆ **The ANT:** Formulated the National Plan for the Massive Formalization of Rural Property
- ◆ Adoption of 11 of the 16 National Sector Plans for Rural Reform
- ◆ **The ART:** Approved 14 of the 16 PDET Roadmaps



Opportunities

- ◆ **ART:** Strengthen the participatory approach in the implementation of the PDETs and the system for monitoring the progress of the 32,808 PDET initiatives
- ◆ **ART and DNP:** Establish a special monitoring plan for Pillar 1 of PDET to link the initiatives with the indicators of the National Plan for the Mass Formalization of Rural Property and the National Environmental Zoning Plan
- ◆ **ART and DNP:** Focus on and install technical capacities in the PDET subregions of the Pacífico Medio, Sur de Córdoba, Montes de María, Sierra Nevada and Perijá, and Sur de Bolívar for implementing PDET initiatives and strengthening departmental and municipal project management capacities
- ◆ **ANT:** In each region, identify the condition of the areas of land under the Land Fund and establish that they are meant to be awarded to landless *campesinos*, with short-term goals and objectives

Point 2

Political Participation: Democratic Openings for Peacebuilding

Point 2 Summary:

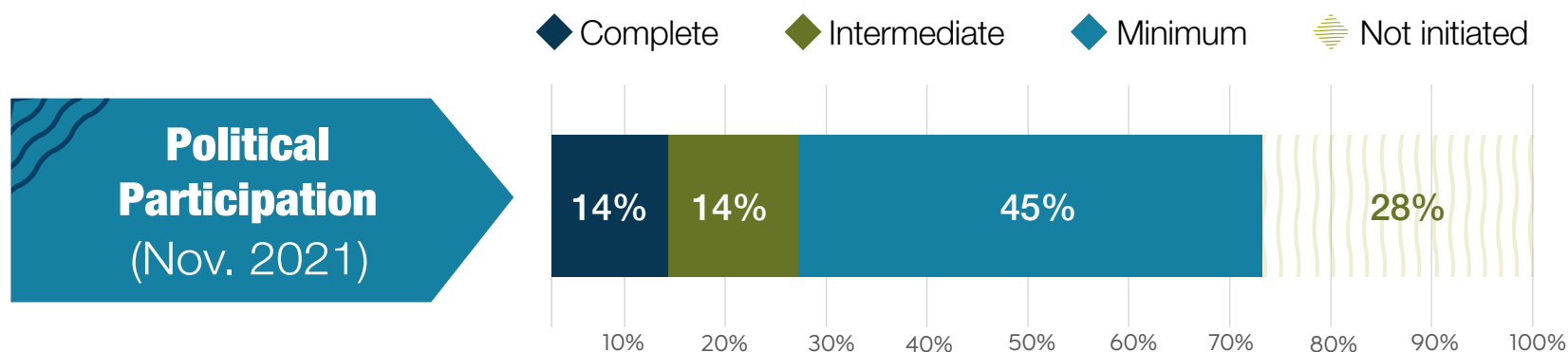
This point aims to build a more inclusive democracy in Colombia, which is necessary to overcome violence. To this end, the Agreement promotes democratic mechanisms for citizen participation at the national and local levels, recognizing the voices of social organizations, women, and ethnic communities, among others.

Progress

During this period, the greatest change in coding for this point was observed in minimum-level stipulations, which advanced from 38% in 2020 to 45% in 2021. Changes in the implementation status of Point 2 occurred on issues like the CTEPs, citizen participation in media, participatory and democratic planning, participation guarantees for organizations and social movements, and security and protection guarantees for political processes. Likewise, much of the progress made on this point was the result of the justice system's actions via the Constitutional Court, the Council of State, and the JEP, as well as actions by Congress. Considering this, the Kroc Institute witnessed a decrease from 34% to 28% in Point 2's non-initiated stipulations between 2020 and 2021.

Progress was made on Point 2 due to territorial actors driving implementation forward, especially civil society organizations. The actions of local authorities and international cooperation were also essential for this point's progress, particularly through partnerships among these groups. One example was the opening of the second call for community radio stations focused on ethnic groups, which was managed by the MINTIC in coordination with the National Spectrum Agency (ANE). This call enabled an increase in the percentage of completed Point 2 stipulations moving from 13% in 2020 to 14% in 2021.

Finally, the Kroc Institute registered a decrease in the implementation status of provisions that were in intermediate implementation status, which fell from 15% to 14% between 2020 and 2021.



Challenges

- ◆ **The Ministry of the Interior and the Ministry of Defense:** Shortcomings and limitations in the implementation of guarantees for peaceful protest, the participation of organizations and social movements, and reconciliation
- ◆ **The Ministry of the Interior, MINTIC, DNP, and Congress:** Advancing the regulatory adjustments to make the institutional closed television channel viable, political-electoral reform, and the reform of participatory planning with a gender approach
- ◆ **The OACP, the Presidency and local authorities:** Consolidation of the CNPRC and the CTPRC as spaces for dialogue and reconciliation
- ◆ **The Ministry of the Interior, the Institutional Network to Support Citizen Oversight (RIAV), and the Administrative Department for Public Service (DAFP):** Strengthening of social control and accountability to promote greater legitimacy and less corruption

Opportunities

- ◆ **Ministry of the Interior, MINTIC, RTVC, and CNE:** Strengthen and give greater visibility to social organizations in CTEP territories
- ◆ **OACP and CNPRC:** Create agreed-upon and well-funded work plans for the CTPRCs that include affirmative and differential actions and accountability for the territorial implementation of the Final Agreement
- ◆ **National Police, Police Unit for Peacebuilding (UNIPPEP), Congress, and Ombudsperson's Office:** Use instruments and programs that are already in place to strengthen guarantees for dialogue in instances of mobilization and peaceful protest
- ◆ **DNP and Ministry of the Interior:** Adopt and implement policies for reconciliation, coexistence, and non-stigmatization and for citizen participation as well as gender equity and care policies, in line with the Final Agreement

Advances

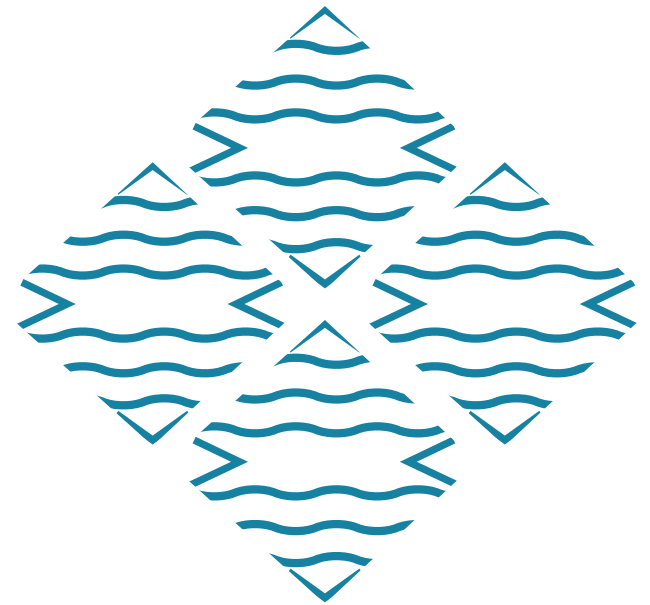
- ◆ Approval and commissioning of the CTEP with a gender and ethnic approach
- ◆ **The DNP and the DAFP:** Review and assessment of participatory and sectoral planning mechanisms
- ◆ **The MINTIC:** Second call for the awarding of community radio stations with an ethnic focus
- ◆ Filing of the draft law on guarantees for the participation of organizations and social movements

Point 3

End of Conflict

Point 3 Summary:

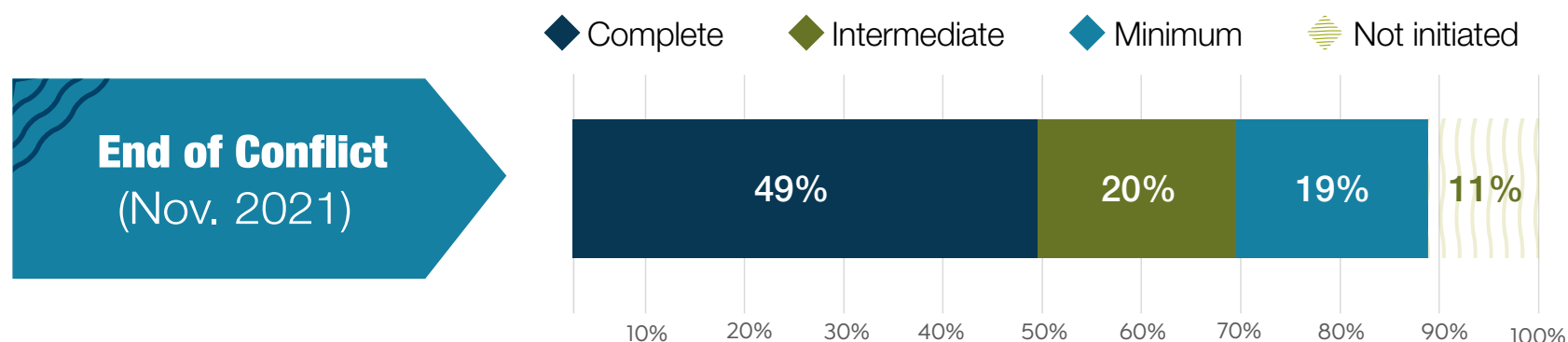
This point is structured around four areas whose objectives are to generate the conditions necessary to end the armed conflict between the national government and the former FARC-EP. These areas are the definitive and bilateral ceasefire, cessation of hostilities, and laying down of arms; reincorporation of the FARC-EP into civilian life in economic, social, and political matters; security guarantees; and comprehensive action against anti personnel mines. The first of these areas has been almost fully completed, while the other three include stipulations meant to be implemented over the short-, medium-, and long-term.



Progress

During 2021, compared to the same period in 2020, non-initiated stipulations in Point 3 decreased by three percentage points, from 14% in 2020 to 11% in 2021. Two of the stipulations that went from a non-initiated to minimum level of implementation during this analysis period were the identification of the human, physical, and budgetary resources required to implement the Strategic Plan for Security and Protection (PESP) and the provision of tools related to individual or collective psychosocial care for ex-combatants and their families. These tools also included a gender approach.

Similarly, the report notes a three-percentage point increase, from 17% to 20%, in the number of stipulations that went from an initial to intermediate level of implementation between 2020 and 2021. One of these stipulations is associated with the allocation of 8 million COP to each person in the reincorporation process for undertaking an individual or collective livelihood project. Minimum-level stipulations decreased from 20% in 2020 to 19% in 2021, and there was no change in the percentage of completed Point 3 stipulations, which continued to be 49%.



Challenges

- ◆ **The ARN and National Reincorporation System (SNR) entities:** Guaranteeing the sustainability of productive projects
- ◆ **The National Reincorporation Council (CNR):** Adopting the Reincorporation System
- ◆ **The National Government:** Guaranteeing the right to life and personal integrity for populations and individuals who are protected by the Final Agreement and who are facing increases in the presence of illegal armed actors, armed confrontations, and damages in key territories for implementation
- ◆ Comply with court orders to support the safety of ex-combatants during the processing of precautionary measures and constitutional actions

Advances

- ◆ The ARN linked more than half of the people in the process of reincorporation to productive projects
- ◆ The beginning of implementation of the Capacities “program” by the ARN. The program is aimed at ex-combatants with disabilities, high-risk illnesses, or of older age
- ◆ Adoption of the PESP for the ex-combatant population and Comunes members by the CPEC



Opportunities

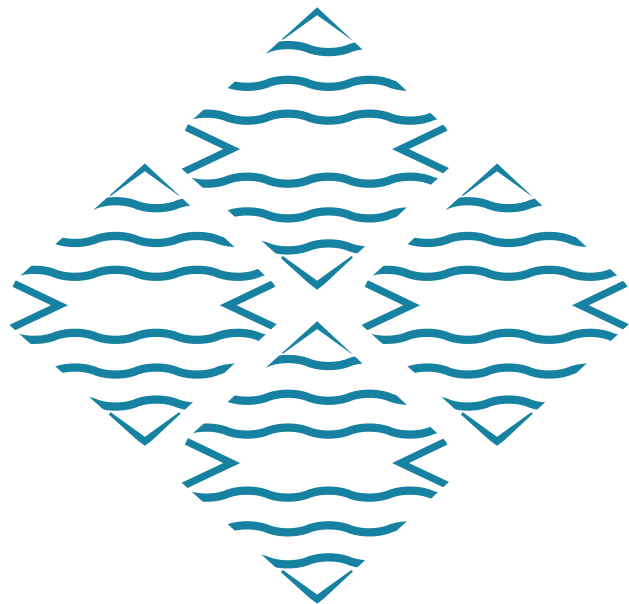
- ◆ **CNR:** Approve and adopt the SNR through a regulatory instrument that guarantees institutional coordination and process sustainability
- ◆ **ARN:** Continue efforts to guarantee the economic sustainability of the ex-combatant population; security conditions in the territories must be improved
- ◆ **CPEC, National Protection Unit (UNP), and Ministry of Defense:** Effectively comply with the precautionary measures required by the JEP
- ◆ **CPEC and UNP:** Implement the PESP in the Technical Working Table for Security and Protection (MTSP)
- ◆ **OACP:** Advance the operation of the CNGS and adopt the policy for dismantling criminal groups, and the policy's action plan

Point 4

Solution to the Problem of Illicit Drugs

Point 4 Summary:

This point is structured around two national programs, PNIS and the National Program for Comprehensive Intervention into Illicit Drug Use. Together these measures are aimed at resolving the problem of the production and sale of narcotics. These measures include effective prosecution, strategies against drug trafficking assets and corruption, and the International Conference on the Fight Against Drugs. These commitments are interdependent and comprehensively address the problem of illicit drugs, aiming to end drug trafficking as one of the main causes of the armed conflict and prolonged violence. Each area seeks to intervene in the drug trafficking supply chain to address the problem comprehensively.



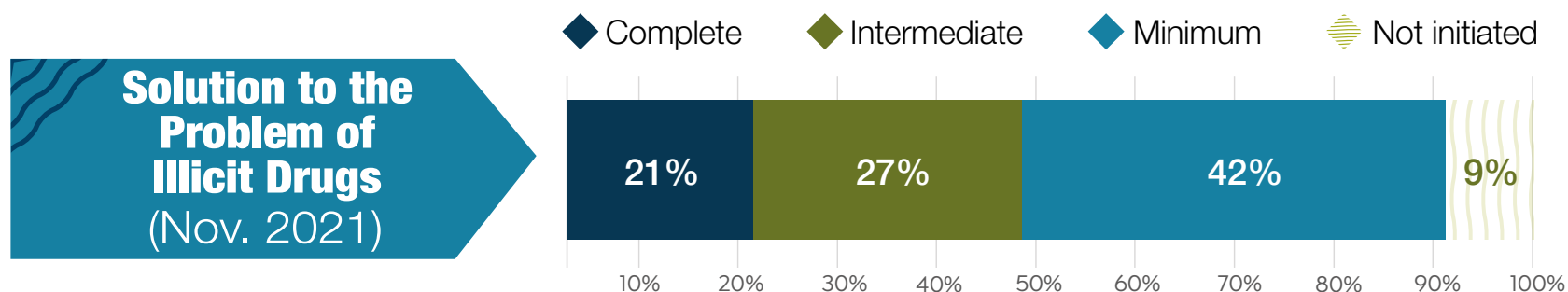
Progress

During the study period, the biggest change recorded by the Kroc Institute in the implementation status of Point 4 was in stipulations that moved from non-initiated to minimum status. While 2020 ended with 15% of stipulations uninitiated, this figure was reduced to 9% during 2021. This change is primarily due to stipulations associated with the Public Health and Drug Use Prevention Program, particularly the measures adopted by the Ministry of Health to address the phenomenon of stigmatization of people who use illegal substances.

The Kroc Institute also recorded a one-percentage point increase in completed stipulations, which rose from 20% in 2020 to 21% in 2021. This increase is related to the adoption of the PNIS communications strategy, as well as the completion

of the exercise to map and characterize the crime of drug trafficking in the context of solutions to the phenomenon of narcotics production and commercialization.

The Point 4 stipulations that saw the least number of changes were those at the intermediate level, which increased by only one percentage point, rising from 26% to 27% between 2020 and 2021. This is due to, among other reasons, the design and dissemination of the Comprehensive Community Plans for Substitution of Crops and Alternative Development (PISDAs) for the eight municipalities that are not part of the PDET sub regions. Likewise, progress was made on minimum-level stipulations, which increased from 39% in 2020 to 42% in 2021.





Challenges

- ◆ **The Directorate for the Substitution of Crops Used for Illicit Purposes (DSCI):** Advance the substitution of crops for illicit use in territories not targeted by PNIS
- ◆ **The DSCI and the Ministry of the Environment:** Advance the substitution of crops for illicit use in National Natural Parks
- ◆ **The Ministry of Justice and Congress:** Present and promote the processing of the law on differentiated criminal treatment for small growers
- ◆ **The Ministry of Health:** Regulate the Comprehensive Care Route for prevention of consumption
- ◆ **The Ministry of Health:** Approve the National Comprehensive Intervention Program for the Prevention of Illicit Drug Consumption as a High-Level Forum
- ◆ **The Transparency Secretariat of the Presidency of the Republic:** Guarantee the development of the second stage of the Anti-Corruption Strategy Associated with Drug Trafficking



Opportunities

- ◆ **ART:** Strengthen the voluntary substitution models for families that were not targeted in the PNIS and integrate campesino families that chose to participate in the PNIS into the “Conservation Areas” model
- ◆ **ART:** Increase institutional and budgetary efforts to move forward with PISDA initiatives in the PNIS centers and guarantee the sustainability and marketing of productive projects and the well-being of communities
- ◆ **Ministry of Justice and Law:** Introduce the bill on differentiated criminal treatment for small growers
- ◆ **Ministry of Health and Social Protection:** Regulate the Comprehensive Assistance Plan for the prevention of the consumption of psychoactive substances, and the creation of the National Intervention Program for the Prevention of Consumption of Psychoactive Substances

Advances



- ◆ **The DSCI of the ART:** Design of PISDAs in municipalities not targeted by PDET
- ◆ **The DSCI:** Execution of the PNIS Family Immediate Action Plan (PAI)
- ◆ **The Ministry of Health:** Socialization of the National Study on the Consumption of Psychoactive Substances

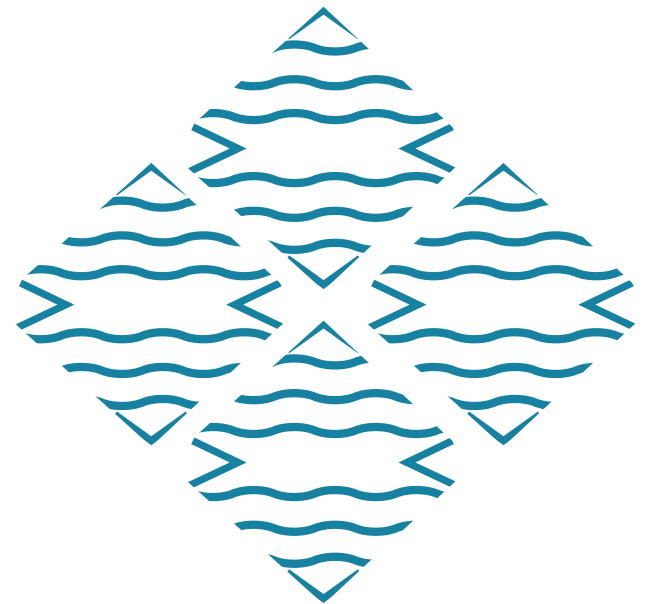
- ◆ **The Ministry of Health:** Adoption of measures with a gender and territorial approach to prevent the stigmatization of people who consume psychoactive substances
- ◆ Adoption and updating of the national policy against money laundering, financing terrorism, and financing for the proliferation of weapons of mass destruction

Point 5

Agreement on the Victims of the Conflict

Point 5 Summary:

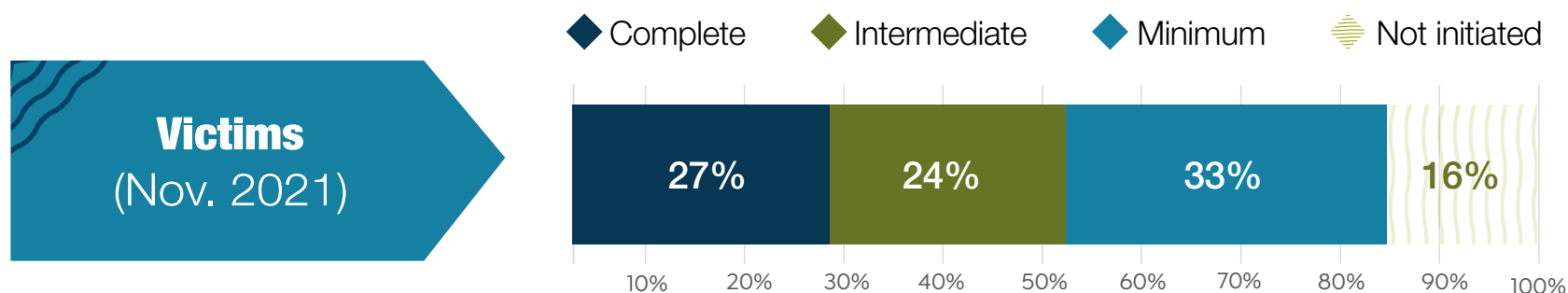
Including victims of the armed conflict as a central axis of the Final Agreement recognizes the importance of reparations and the essential role of victims in peacebuilding. Point 5 stipulated the creation of a comprehensive system to guarantee their rights to truth, justice, reparation, and non-recurrence. The implementation of this point's stipulations requires a high level of commitment from all parties, including public authorities and individuals who participated in the conflict and civil society.



Progress

During the analysis period, Point 5 maintained a steady pace of implementation. Non-initiated stipulations were reduced from 19% in 2020 to 16% in 2021, and minimum-level stipulations decreased from 36% to 33% during the same period. Intermediate-level stipulations rose from 21% to 24%, and completed stipulations increased from 24% to 27%. The entities that make up the SIP continued action to promote implementing their mandates within the framework of the Final Accord. This was despite persistent obstacles including a lack of security guarantees, which hinders victims' participation, and difficulties in accessing information. Likewise, during the study period, the Kroc Institute recorded some actions related to comprehensive reparation measures, as well as examples of coordination between the entities that make up the SIP.

Despite these advances, according to the Kroc Institute's monitoring, there were few concrete results during this reporting period. This had a negative effect on implementation levels and poses a risk to the trust that the SIP has been building with victims and civil society organizations since its inception. Likewise, the Kroc Institute considers it necessary for the Unit for the Attention and Comprehensive Reparation of Victims (UARIV) to promote collective reparation, not only to fulfill accord commitments but also to act as a bridge for coordination with other measures mentioned in Point 5 and Point 1.



Challenges

- ◆ Disseminate the CEV's final report, promote its adoption by society, and form a follow-up committee to carry out the recommendations
- ◆ **The Unit for the Search of Persons Given as Disappeared (UPBD):** Adopt the second phase of the National Search Plan
- ◆ Guarantee the incorporation of the gender perspective in all Special Jurisdiction for Peace (JEP) judicial processes
- ◆ The JEP's opening of new macro-cases considering acts of sexual violence, reproductive violence, and gender-based violence
- ◆ **The UARIV and other relevant entities:** Complete the implementation of the PIRCs that have a delay of more than 90%
- ◆ Clarify the PIRC and the PDET to ensure that Comprehensive Rural Reform is carried out with a restorative approach. To meet this challenge, coordination of action by the ART, the CPEC, and the UARIV will be essential
- ◆ **The Presidential Council for Human Rights and International Affairs:** Accelerate the process of adoption of the National Human Rights Plan

Advances

- ◆ **The CEV:** Actualization of spaces for listening to different sectors of society in order to clarify the truth
- ◆ **The UBDP:** Adoption of regional search plans
- ◆ **The JEP:** Charges in the macro-cases dealing with hostage-taking and other serious violations of liberty and extrajudicial killings
- ◆ **The JEP:** Expansion of the UN Verification Mission mandate to verify compliance and implementation of imposed sanctions
- ◆ **The National Government:** Updating the policy on caring for and comprehensive reparation for victims, including extension of the term and expansion of the scope of victims included in the Victims Registry (RUV), and continued financing
- ◆ Constitution of the autonomous trust to manage the inventory of assets that have been delivered by the former FARC-EP
- ◆ **The Presidential Council for Human Rights and International Affairs:** Updating and strengthening the National Plan for Human Rights Education, which includes commitments established in the framework of the Final Agreement



Opportunities

- ◆ **CEV:** Establish a committee (with diverse membership to ensure it's legitimacy) in order to follow up on the recommendations of the final report
- ◆ **UBPD:** Accelerate the operationalization of the National Search Plan and strengthen the Regional Search Plans through participation and dialogue with institutions and civil society organizations
- ◆ **JEP:** Make progress in cases by carrying out proceedings that include differential approaches and incorporate the Participation Manual; guarantee participation in the second round of prioritization for the opening of macro-cases; continue implementing the practice of reporting on the progress of cases; and formally open the national case on sexual violence among victims of the armed conflict
- ◆ **UARIV and ART:** Link the PIRCs with the PDETs to give the plans the restorative character they require and, in turn, contribute to the strengthening of the PIRCs

Point 6

Implementation, Verification, and Endorsement

Point 6 Summary:

This point includes mechanisms to guarantee legal and financial sustainability in the medium- and long-term to meet the Final Agreement's objectives. Likewise, it creates forums to give continuity to the dialogue between the national government and the former FARC-EP. The implementation of Point 6 requires solid technical capacities to guide implementation planning, such as a high level of commitment by the parties and the international community to fully support verification.

Progress

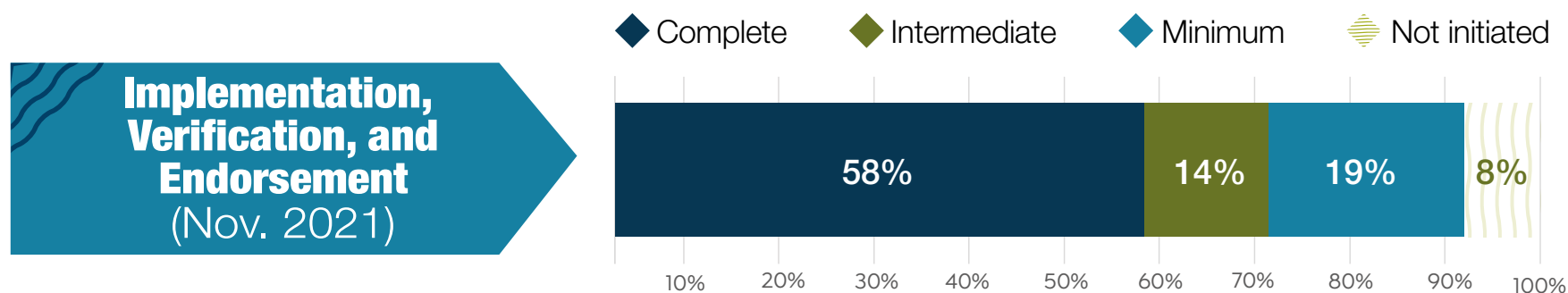
In quantitative terms, there was progress on non-initiated stipulations, which decreased from 13% in 2020 to 8% in 2021. Changes include those brought about by measures to ensure the inclusion of candidates from ethnic groups on CTEP lists, as well as the participation and training of members of the Comunes Party, civil society organizations, and youth, women's, and ethnic organizations in the operation of the peace radio stations included in Point 6. At the non-initiated implementation level, commitments related to the annual PMI review and the CSIVI's territorial sessions are still lagging behind, as are a considerable number of commitments from the Ethnic Chapter.

Commitments with minimum progress rose from 17% to 19%. This change in particular is related to the non-initiated stipulations that progressed to the minimum level, but is also affected by the legislative commitment on differentiated criminal

treatment for small-scale growers, which moved back into the non-initiated state after it was not passed. The development of ethnic guidelines for the PNIS in November 2021 also influenced the change in minimum-level stipulations.

Regarding stipulations with intermediate progress, a change from 15% to 14% was observed between 2020 and 2021. This was the result of five peace radio stations that began operating in 2021, as the coding of this stipulation changed from intermediate to complete.

Additionally, completed stipulations increased from 55% in 2020 to 58% in 2021. This positive change was a result of commitments related to the CTEPs' approval, the launch of interactive SIPO maps, and the communications committee achieving two years of operations, during which the peace radio stations and their programming were approved.



Challenges



- ◆ Develop territorial meetings or sessions of the CSIVI to monitor implementation
- ◆ Submit regulatory adjustments for Law 152 of 1994, "Organic Law of the Development Plan," and promote the inclusion of commitments within the Final Agreement in territorial development plans
- ◆ Approve laws and/or regulations for implementation of commitments agreed upon within the framework for Comprehensive Rural Reform and the substitution of crops for illicit use, including the differential criminal treatment of small growers

Advances



- ◆ **The National Electoral Council:** Determination of the CTEPs, including measures for the inclusion of candidates from ethnic communities
- ◆ **The MINTIC, RTVC and the CSIVI:** The work of the communications committee, which approved five peace radio stations in different regions of the country with the participation of Comunes, civil society, and women's and ethnic organizations
- ◆ **The DNP:** Start-up of interactive maps and modules of the SIPO National Plans
- ◆ **The CPEC:** Presentation of ethnic guidelines for the PNIS



Opportunities

- ◆ **CSIVI:** Agree on work agendas that prioritize parameters and their definitions for the annual review of the PMI, the territorial sessions of the Commission, and coordination with other Final Agreement authorities
- ◆ **DNP:** Lead the consolidation of SIPO's reporting, coordination, and dissemination mechanisms
- ◆ **Congress:** Prioritize pending regulatory developments for the sustainability of the Final Agreement. Measures to strengthen Point 4 and the viability of mechanisms for the implementation of the Comprehensive Rural Reform and Democratic Political Participation are urgent



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