



# Security Council

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## United Nations Verification Mission in Colombia

### Report of the Secretary-General

#### I. Introduction

1. The present report is submitted pursuant to Security Council resolution [2798 \(2025\)](#), 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 September to 26 December 2025.

2. The Special Representative of the Secretary-General, Miroslav Jenča, assumed office as Head of the United Nations Verification Mission in Colombia on 23 October 2025. Pursuant to Security Council resolution [2798 \(2025\)](#), the Mission continued its verification of the provisions of the Final Agreement for Ending the Conflict and Building a Stable and Lasting Peace related to the reintegration of former combatants, security guarantees and comprehensive rural reform. As at 31 October, it discontinued its verification activities pertaining to the ethnic chapter and the restorative sentences issued by the Special Jurisdiction for Peace, as well as the expired ceasefire between the Government of Colombia and the Ejército de Liberación Nacional (ELN). Necessary organizational adjustments within the Mission have been made and are reflected in the proposed budget for 2026. Security Council resolution [2798 \(2025\)](#) also reset the authorized ceiling of international observers from 188 to 120, a reduction that the Mission had already achieved.

#### II. Major developments

3. The ninth anniversary of the signing of the Final Agreement was marked by a series of commemorative activities, concluding on 26 November with a high-level ceremony in Bogotá organized by the Government, the Commission for the Follow-up, Promotion and Verification of the Implementation of the Final Agreement and the Verification Mission. The event brought together representatives of both parties at the highest level, namely the President of Colombia, Gustavo Petro, and Comunes party president, Rodrigo Londoño, alongside key government officials responsible for implementing the Final Agreement, civil society leaders and international partners. Participants reflected on achievements, discussed ongoing challenges and reaffirmed their commitment to the full implementation of the Final Agreement. In his remarks, President Petro stressed the centrality of rural reform for achieving peace, while Rodrigo Londoño emphasized that the Final Agreement provides clear formulas for addressing the root causes of the conflict. In general, progress was noted in areas such as land distribution and the reintegration of former combatants, while current



difficulties related to security were acknowledged. The Special Representative of the Secretary-General emphasized the urgency, as foreseen in the Final Agreement, to expand the effective presence of the State into regions still afflicted by conflict, while reaffirming the solidarity of the United Nations with the efforts made by Colombia to achieve lasting peace and security.

4. Election dynamics during the reporting period gained considerable momentum ahead of the 2026 congressional and presidential elections. The campaign phase of the congressional elections formally started on 8 December and the campaign for the presidential elections is scheduled to begin on 21 January 2026. The upcoming legislative elections are the last ones for which 16 seats in the House of Representatives will be earmarked, as a transitional measure under the Final Agreement, for organizations and movements (such as those representing peasant, victim, women and ethnic sectors) from the regions most affected by the conflict. In November, the Government presented a long-awaited bill in Congress to regulate the procedural aspects of electing those seats.

5. During the reporting period, the left held primary elections (*consulta*) to nominate its candidates for the Presidency and Congress, and the main right-wing party, the Centro Democrático, selected its presidential candidate through internal polling (*encuestas internas*), while other actors across the political spectrum continued to deliberate on the most appropriate mechanisms for candidate selection. Interparty processes leading to potential coalitions are expected as the elections approach. In addition, elections for local and municipal youth councils were held in October for the second time since their establishment in 2018, with some 1.5 million voters aged 14 to 28 casting ballots to elect over 11,000 representatives. These mechanisms were created to foster youth engagement in public affairs and in local decision-making.

6. The Office of the Ombudsperson issued a warning on 7 October, addressing heightened risks to political rights, freedom and personal security associated with the pre-electoral and electoral periods, with a particular focus on the risks faced by women leaders. These risks were assessed as stemming primarily from the presence of illegal armed groups in various regions. While anticipating that elections would proceed normally in most of the country, the Office called for preventive measures by State authorities in 649 municipalities, especially in areas historically affected by conflict (see para. 43). In follow-up to the establishment in June of the Commitment to a Free and Peaceful Electoral Process in Colombia (see [S/2025/419](#)), the Special Representative of the Secretary-General and the Ombudsperson, Iris Marín, discussed the importance of maintaining the momentum generated by this important undertaking. To date, the Commitment has been endorsed by many of the political campaigns and Government and State entities, as well as private sector trade associations, among others.

7. In November, the National Civil Registry, in partnership with the United Nations Organization for Gender Equality and the Empowerment of Women (UN-Women), held an event on the eradication of violence against women in politics and on their inclusive participation. The Special Representative of the Secretary-General underscored that there can be no sustainable peace or solid democracy without the voices and leadership of women, while acknowledging persistent challenges despite notable normative progress.

8. In November, international support for the peace process was reaffirmed during the fourth summit of the European Union and the Community of Latin American and Caribbean States, hosted by Colombia. The event brought together representatives of 58 nations to promote dialogue on common global and regional priorities. The summit concluded with the adoption of a declaration comprising 52 commitments on issues

related to trade and investment, security, climate and digital transitions and reforming the international system, as well as a reaffirmation of adherence to the purposes and principles of the Charter of the United Nations and the importance of international cooperation to combat transnational organized crime and drug trafficking. The declaration highlighted the support of participants for the peace process in Colombia, with the backing of the international community and the United Nations. On the sidelines of the summit, the Special Representative of the Secretary-General participated in a meeting convened by the Ministry of Agriculture highlighting the role of rural reform in peacebuilding, in preparation for the second International Conference on Agrarian Reform and Rural Development, to be hosted by Colombia in February 2026.

9. On a matter that contributed to political tensions during the year, following an appeal lodged by the defence team of the former President of Colombia, Álvaro Uribe Vélez, on 21 October 2025 the Superior Court of Bogotá acquitted him of witness tampering and procedural fraud, overturning an initial conviction by a circuit court judge. The Superior Court cited insufficient evidence and procedural inconsistencies in the ruling by the court of first instance. Subsequently, the Office of the Attorney General and the other claimants opted to bring the case before the Supreme Court of Justice for cassation.

10. Violence remained a serious concern, particularly in regions with limited State presence, where illegal armed groups continued to compete over illicit economies, social and territorial control (see para. 43). During the reporting period, two separate armed attacks took place, during which shots were fired at the vehicles of the Governor of Arauca, on 10 November, and of a Senator and former Governor of Cauca, on 14 November. The Ejército de Liberación Nacional (ELN) acknowledged responsibility for the assault in Arauca. The Special Representative of the Secretary-General called for the de-escalation throughout the country and expressed particular concern over the difficult situation in the Department of Cauca, where attacks by armed groups targeted ethnic communities, as well as infrastructure and facilities of public security forces during November. Subsequently, in an air strike carried out by the armed forces against members of the group known as Estado Mayor Central (EMC) in the Department of Guaviare, 20 individuals were killed, including seven children (four girls and three boys) between 13 and 17 years old. The case placed the forced recruitment of children at the forefront of public attention (see para. 43). In December, EMC conducted an armed strike against police facilities and civilian infrastructure in Buenos Aires, Department of Cauca, which killed two officers and injured eight. Between 14 and 17 December, ELN enforced lockdowns and restrictions on mobility in the regions where it operates. It also carried out a series of attacks against the armed forces and infrastructure, including a reported drone attack on 18 December that killed 6 police officers and wounded 31 in Cesar Department.

11. Progress across the various peace dialogues between the Government and several groups remained uneven. On 13 October, President Gustavo Petro proposed to resume talks with ELN, the group did not issue a formal response during the reporting period. Nevertheless, informal discussions with ELN representatives on humanitarian issues continued. The Government and the group known as Estado Mayor de Bloques y Frentes (EMBF) held a seventh round of negotiations, which resulted in various agreements. These included an EMBF commitment to cease recruitment of anyone under 18 years of age. Furthermore, the group also committed not to interfere in the 2026 legislative and presidential elections, as well as to refrain from attacking members of the public security forces and military and police facilities. In parallel, the Government and the Coordinadora Nacional Ejército Bolivariano (CNEB) held meetings to finalize protocols for the establishment of

temporary assembly zones and completed the destruction of approximately 14 tons of the group's war material, in the Departments of Nariño and Putumayo.

12. During the reporting period, 49 people (including 5 members of the security forces) were released, they had been held by different groups (48 by ELN and 1 by EMC FARC-EP) in three Departments. The Mission, together with other entities, such as the Office of the Ombudsman and the Catholic Church, assisted with their release. In 2025, the Mission provided such support for a total of 169 people (including 70 members of the public security forces, 6 children and adolescents, 14 women, 3 former FARC-EP combatants and 3 of their relatives).

13. Regarding socio-legal dialogues with groups formally categorized as organized crime structures, the Government and the group self-identifying as Ejercito Gaitanista de Colombia (EGC), also known as Clan del Golfo, held two rounds of negotiations, hosted by Qatar. Agreements between the sides included a commitment by EGC to refrain from interfering in both the upcoming electoral process and in mine-action programmes. They also agreed on the establishment of temporary assembly zones in three municipalities of the Departments of Chocó and Córdoba for the progressive concentration of EGC members, starting in March 2026. With regard to the dialogues with armed structures operating in urban settings, no progress was reported in Medellín, Department of Antioquia, while communication between the Government and local structures in Buenaventura, Department of Valle del Cauca, has remained suspended since late 2024. Conversely, in Quibdó, Department of Chocó, several groups signed a pledge to abstain from violence and to support peaceful elections.

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

14. The Mission observed significant developments, as well as persisting challenges in the implementation of the Final Agreement during the reporting period. In view of its concerns over the slow pace of implementation, the Constitutional Court issued a ruling urging the Government to assess the status of the Unit for the Implementation of the Final Peace Agreement, the executive entity responsible for overseeing the process. The Court urged the Government to ensure that the Unit, currently under the Office of the Counsellor Commissioner for Peace, is granted an appropriate position within the institutional hierarchy, together with the necessary capacities and resources to effectively coordinate implementation. Within the framework of the Commission for the Follow-up, Promotion and Verification of the Implementation of the Final Agreement, the parties took initial steps aimed at establishing the Unit at the presidential level.

15. On rural reform, progress continued in access to land (see para. 19), even though much remains to be done to meet the goals established in the Agreement. As for the reintegration of former FARC-EP combatants living in former territorial areas for training and reintegration, some progress was observed on access to land and housing; however, support to those who are transitioning to civilian life in other areas of the country, including in urban settings, remained limited (see para. 31). The most pressing challenge continued to be the security of the civilian population, in particular social leaders and former combatants in conflict-affected areas, despite some efforts by certain State entities to strengthen coordination and response mechanisms (see para. 47).

16. Following the adoption of Security Council resolution [2798 \(2025\)](#), the Mission informed concerned actors, namely the signatory parties, State entities, including the Special Jurisdiction for Peace, as well as organizations of victims, of the discontinuation of its mandate pertaining to the verification of the implementation of the ethnic chapter and restorative sentences. In this context, the Special Representative of the Secretary-General attended a session of the Commission for the

Follow-up, Promotion and Verification of the Implementation of the Final Agreement, during which the parties discussed the implications of the changes to the mandate of the Mission and agreed to explore alternative mechanisms and to seek international support on the verification of restorative sentences and the ethnic chapter (see paras. 57 and 58).

*Comprehensive rural reform*

17. Comprehensive rural reform is a cornerstone of the Final Agreement, aiming to address root causes of the conflict, by providing, for example, sustainable alternatives to illicit economies and investments in areas affected by conflict. Implementation of the reform continued during the reporting period, in particular regarding access to land and the promotion of development projects in conflict-affected areas. However, significant challenges remained, including the allocation of resources, effective institutional coordination and the mitigation of security risks.

18. The National Mixed Commission for Peasant Affairs, a mechanism fostering dialogue between the Government and peasant organizations with the participation of the Mission, convened during the reporting period to discuss some of the challenges mentioned above and to set priorities for the remainder of the term of the current administration. Participating peasant platforms voiced their concerns, which included limited support to enhancing land productivity and the need for more effective mechanisms to identify beneficiaries. Government entities, under the leadership of the Ministry of Agriculture, reported on progress to date and pledged to address the issues raised by the platforms.

19. Congress has yet to hold a plenary discussion on a bill regulating the functioning of the Agrarian Jurisdiction, established in June 2023. The Government, echoed by peasant organizations, called upon Congress to address this issue, which is a prerequisite for the effective operationalization of this jurisdiction. Its creation, under the Final Agreement, seeks to expedite the resolution of conflicts over the tenure and use of land in rural areas.

20. According to the Ministry of Agriculture, as at November 2025, the total amount of land delivered to landless peasants, victims and rural women, since the signing of the Final Agreement reached 291,030 hectares, almost 10 per cent of the three-million-hectare goal set in the Final Agreement. Of these deliveries, definitive land titles, which are crucial to ensuring the legal security of land ownership for beneficiaries, have been granted for some 75,000 hectares. A recent report by the Office of the Inspector General covering the period between April 2024 and March 2025 noted that the adjudication of land with definitive titles had been slow. The National Land Agency continued to focus on an ongoing rapid response plan to accelerate the delivery of definitive land titles.

21. Formalization of land ownership (i.e. the granting of definitive tenure to those already in possession), currently stands at 3,635,349 hectares since the signing of the Final Agreement, over half of the seven-million-hectare goal stipulated in the Final Agreement.

22. The Final Agreement calls for the recognition and promotion of peasant reserve zones, a land-use instrument which aims to foster sustainable rural development and safeguard small farmers' access to land and resources. During the reporting period, the Government approved the establishment of three new such zones in the Departments of Antioquia, Guaviare and Tolima, covering an area of more than 230,000 hectares. As at 26 December, 28 peasant reserve zones have been approved, 20 under the current administration.

23. The killing in September of a prominent local leader advocating human rights and access to land in the Magdalena Medio region, shortly after he was granted a plot of land, highlighted the security risks faced by beneficiaries. Peasant platforms have called for security guarantees for land beneficiaries. The Mission has continued to verify and support land beneficiaries who face security risks.

24. In November, the Rural Development Agency reported that approximately \$13 million have been invested in 21 projects during the current administration, benefiting more than 18,000 peasants who work on lands allocated or formalized by the National Land Agency. Challenges of a technical and administrative nature remained in coordinating actions between the two agencies.

25. The update of the multipurpose land cadastre, a key instrument created by the Final Agreement to provide accurate information for the effective use of land, continued to move forward, reaching 27 per cent of the country's territory, up from 9.5 per cent in 2022, according to the "Agustín Codazzi" Geographic Institute. During the reporting period, the Government issued a decree enabling Afro-Colombian authorities to manage issues related to the cadastre update in their territories, covering some 18 million hectares, including land delimitation.

26. Restitution remains a key feature for achieving peace, given the scale of the phenomenon of land dispossession that has affected millions of victims displaced during the armed conflict. To date, only some 500,000 hectares have been effectively restituted of the 13.2 million that are being claimed for restitution by victims since the promulgation in 2011 of the Victim's Law. However, a positive trend on land restitution to victims was maintained regarding the number of land restitution claims that were processed, making 2025 one of the years with highest rate of decisions in favour of claimants since 2011. In 2025, 67 per cent of claims were deemed admissible and courts ordered the return of 152,093 hectares to benefit 25,060 victims. In October, Colombia extended the right to compensation for victims living abroad who lost land due to the conflict.

27. During the reporting period, the Government signed two new territorial pacts, covering the Departments of Chocó and Nariño, with local authorities, as well as ethnic and peasant communities. These aim to promote peacebuilding by accelerating investments in these regions and enhancing State coordination. Four such pacts have now been signed in regions prioritized under the Final Agreement for development programmes with a territorial focus, the other two in the Department of Cauca and Catatumbo, amounting to commitments to invest \$12.5 billion in projects over a 10-year period. Their implementation will require the activation of regional decision-making bodies to ensure transparency and resource allocation that meets local needs.

28. The total investment in the eight pillars of the development programmes with a territorial focus has been \$8.3 billion since the signing of the Final Agreement. The pillars that have received most funds have been infrastructure, education and economic reactivation, with rural health and food security lagging behind. Most resources to finance these investments came from the national budget and royalties from hydrocarbon exploitation, while public-private partnerships continued to play an important role. Moreover, Congress approved extending the time frame for the implementation of the development programmes with a territorial focus by 10 years until 2037. The measure represents a critical step towards ensuring sustained technical, financial and institutional support for peacebuilding and lays the groundwork for comprehensive transformation across the 170 municipalities prioritized under the development programmes with a territorial focus.

29. Implementation of the 16 national plans for rural reform continued to move forward unevenly. These plans are an important component of the Final Agreement

which complements the project-driven schemes for development programmes with a territorial focus, with an emphasis on broader development issues, such as access to health and education, the provision of infrastructure, or the addressing of economic and environmental challenges. The majority of the plans currently have an execution rate of 40 per cent. Two of them, one on rural connectivity and one on solidarity economy (promoting cooperation and mutual support rather than profit maximization), stood out, with an 80 per cent execution rate, based on the indicators of the Framework Plan for the Implementation of the Final Agreement. In addition, the rural electrification plan showed significant progress in 2025, with an investment of \$530 million to bring electricity to 37,000 new homes, benefiting 114,000 rural inhabitants, with over 30 per cent of them in territories with development programmes with a territorial focus. In contrast, four other plans, on technical assistance, irrigation and drainage, formalization and commercialization, registered an implementation rate below 20 per cent.

#### *Reintegration*

30. Nine years after the Final Agreement, more than 11,000 of the approximately 13,000 former combatants who signed the accord remain engaged in their reintegration process with support from the Agency for Reintegration and Normalization and verification by the Mission. The success and sustainability of the process, along with continued progress in implementing the other major components of the Final Agreement, are key for peacebuilding, reconciliation, local development and security. Providing viable paths for former combatants to consolidate their transition to civilian life is crucial for avoiding the recurrent cycles of violence in Colombia. During this period, implementation of the Comprehensive Reintegration Programme, the overarching framework for reintegration agreed by the parties to the Final Agreement, continued. Action plans were agreed within the National Reintegration System, which aims to coordinate activities among 39 State entities sharing responsibilities under the Programme. The active engagement of all institutions at the national and local level will be essential to achieving concrete results.

31. The Comprehensive Reintegration Programme calls for former combatants to establish their own individual reintegration plans and, optionally, collective plans. While individual reintegration plans have progressed, the design of collective plans has been lagging. Currently, some 5,000 former combatants are part of cooperatives or associations. The promotion of such plans has the potential to strengthen the collective dimension of reintegration, which constitutes a valuable route for their social and economic reintegration.

32. The National Reintegration Council, the mechanism fostering strategic decision-making by the parties, met twice during the reporting period to assess progress made and review challenges on economic sustainability, the implementation of the Comprehensive Reintegration Programme, and access to housing and land for former combatants. The latter expressed concern about the limited offer of services for those who have left their original territorial areas for training and reintegration to carry out their reintegration in other locations.

33. Within territorial areas for training and reintegration, progress is continuing with respect to access to land and housing, both critical in enabling former combatants to establish lasting roots in their host communities. As of November, 19 of the 23 territorial areas for training and reintegration had secured land. This brings the current administration closer to its goal of formalizing land ownership for all territorial areas for training and reintegration by the end of its term. Since 2016, over 18,600 hectares have been allocated for territorial areas for training and reintegration and productive

initiatives led by former combatants, approximately 60 per cent of which have benefited collective productive projects.

34. In November, the National Land Agency delivered 300 hectares in the Department of Meta to enable the relocation of a collective of former combatants that had to leave the municipality of Mesetas for security reasons. Meanwhile, a collective in the Department of Putumayo was still awaiting the allocation of land amid ongoing security concerns. To date, six territorial areas for training and reintegration and one new reintegration area have been relocated due to security reasons. The Mission closely monitored and provided support during these operations. Additional relocations are foreseen in Guaviare, Norte de Santander and Putumayo Departments. In these sensitive situations, a community-focused approach is required to ensure that communities who remain behind retain those essential services, obtained following the arrival of former combatants, and that new host communities are adequately prepared.

35. Temporary and permanent housing solutions were provided in November to a territorial area for training and reintegration that was relocated for security reasons in the Department of Meta, bringing to a total of 246 housing units delivered in this region and in Cauca Department by the end of 2025. While constituting progress, this remained short of the Government goal of financing 1,300 units. There continued to be few options provided to the 85 per cent of former combatants residing outside territorial areas for training and reintegration for accessing housing and basic services.

36. Empowering former combatants to become financially independent remains the main goal of economic reintegration, as does the strengthening of their ties with their host communities. As of 31 October, almost all active participants in the reintegration process had received Government support for productive projects. A total of 11,152 former combatants (2,869 women) had benefited from 6,104 collective and individual initiatives. However, as observed by the Mission, many of these projects, especially individual ones, still require continuing support to become sustainable sources of income.

37. Within the framework of its economic sustainability strategy for collective projects, the Agency for Reintegration and Normalization allocated funds to implement up to 112 sustainability plans for the long-term viability of the projects. Their swift implementation will be crucial to improving access to land and markets, providing adequate security and technical assistance. At the end of the reporting period, implementation had begun for 33 plans involving 1,116 former combatants (361 women), including four women-led projects. Efforts also continued to complement and coordinate this strategy with other sources of support, including the United Nations multi-partner trust fund and Peacebuilding Fund, the National Vocational Training Service and the Agrarian Bank.

38. Furthermore, Agency for Reintegration and Normalization continued to promote the inclusion of former combatants in the labour market. It launched a new initiative expected to benefit around 500 participants, including a focus on persons with disabilities. The Agency and the Ministry of Labour, with support from the Mission, engaged with potential private sector employers in five regions to encourage the hiring of former combatants and other inhabitants of conflict-affected areas.

39. The Agency for Reintegration and Normalization launched the second phase of its community-based reintegration strategy in 37 municipalities, aimed at fostering reconciliation and dialogue among former combatants, victims, communities and local institutions.

40. The Agency for Reintegration and Normalization began implementing a 12-month strategy in 16 prioritized municipalities aimed at tackling child recruitment and use and other forms of violence affecting communities in these conflict-affected areas. The strategy, with a budget of \$1.6 million, directly targets factors fostering these issues, including through greater institutional presence on the ground, the monitoring of vulnerable populations and the implementation of concrete preventive measures.

41. Within the framework of the political reintegration of former combatants, the Comunes party, its members and former combatants, took part in elections for municipal and local youth councils in October. A total of 117 young people, two of whom were former combatants, ran in these elections under the banner of the Comunes party (61 women and 56 men), with the party winning three seats. Eight young former combatants were identified as candidates standing for other parties. One of them, a leader from the territorial area for training and reintegration in Puerto Asis, secured a seat in the Department of Putumayo. During the primary election held by the left-wing sector (see para. 5), the Mission observed that approximately 400 former combatants from four territorial areas for training and reintegration, who had been relocated for security reasons, claimed they were unable to exercise their right to vote as a result of not being formally registered in their new place of residence.

42. As legislative and presidential election processes gained momentum, the Comunes party registered for legislative elections as part of the left-wing Fuerza Ciudadana coalition. This is the first time that Comunes will take part in elections without the 10 pre-secured seats provided for in the Final Agreement during the first eight years of its implementation.

#### *Security guarantees*

43. Throughout the reporting period, the Mission observed that conflict-related violence continued to impact civilians in areas of the country where armed groups have expanded and where State presence remained limited. This was reflected in continued displacements, confinements and killings, including of social leaders and former combatants. In the Catatumbo region, particularly in Tibú, a year after the humanitarian crisis began, communities continued to endure the effects of the ongoing dispute between ELN and EMBF. In northern Antioquia, clashes between a group self-identifying as EGC and EMBF triggered large scale displacements. In certain areas of the Department of Cauca, conflict dynamics recurrently affected the population, in particular Afro-Colombian and Indigenous Peoples. Armed groups have increasingly used drones to carry out attacks with explosive devices. In certain areas of the Department of Vichada, the dispute between ELN and Segunda Marquetalia also brought violence and suffering to the civilian population, as did the struggle over control of strategic routes between EGC, EMBF and ELN across certain municipalities of Catatumbo through to the Magdalena Medio region.

44. The killing of seven children during an air strike in Guaviare in November renewed a national debate on the issue of child recruitment and use by armed groups – which continues to be a major concern. Ethical and legal considerations and security needs were at the centre of public discussion, which focused on the implications and challenges for military operations in active conflict zones under international humanitarian law. According to the Office for the Coordination of Humanitarian Affairs, the Departments most affected by the recruitment of children and adolescents are Cauca, Chocó, Guaviare and Norte de Santander.

45. Regarding the security situation of former combatants, three were killed in the Departments of Meta and Valle del Cauca during the reporting period, five suffered attempted murders and one was reported as missing (all men). This brought the total

of verified killings in 2025 to 45 and marked a 36 per cent increase compared with 2024. Such violence in 2025 was concentrated mainly in Catatumbo in Norte de Santander (15 per cent), Antioquia (13 per cent), Cauca (13 per cent) and Valle del Cauca (9 per cent). Most of these killings stemmed from disputes among armed groups over territorial control and illicit economies, the stigmatization of former combatants and the limited presence of State institutions in rural areas. Since the signing of the Final Agreement, a total of 487 former combatants have been killed (12 women, 64 Indigenous Persons, and 58 Afro-Colombians), there have been 168 victims of attempted homicides (17 women) and 58 have been deemed to be missing (one woman). Despite the worsening security situation in 2025, effective coordination between national and territorial authorities led to at least 70 emergency evacuations of former combatants facing imminent risks. The Mission verified and provided support as required for these operations.

46. Between 27 September and 26 November, the Office for the Coordination of Humanitarian Affairs reported the forced mass displacement of 6,500 persons and the confinement of 4,400 persons across 19 municipalities in eight Departments, for a total of 10,900 victims (36 per cent were ethnic peoples). Between 27 September and 30 November, the Office of the United Nations High Commissioner for Human Rights (OHCHR) received 13 allegations of massacres (10 verified, 2 under verification and 1 inconclusive). In the verified cases, there are 33 victims (32 men and 1 woman).

47. During the period, OHCHR received 33 allegations of killings of human rights defenders (4 verified, 28 under verification and 1 inconclusive), including 5 women, 27 men and 1 trans woman. Among the 33 alleged victims there were 4 Indigenous Persons, 3 Afro-Colombian and 4 peasants. Violence against social leaders continued to be used for political and social control. Indigenous and Afro-Colombian political leaders in the Departments of Cauca, Córdoba and Nariño were subjected to threats, underscoring the continued vulnerability and overlapping risks they face due both to their ethnic origin and their involvement in the political life in conflict-affected territories. The high rates of violence indicate that underlying structural issues remain unresolved, underscoring the need for focused and simultaneous responses in these areas.

48. In this context, the public policy adopted in 2024 under the Final Agreement to dismantle illegal armed groups and criminal organizations offers a comprehensive approach, combining coordinated action against illegal actors with measures benefiting communities, such as access to social services. The National Commission on Security Guarantees, composed of Government and civil society representatives and created by the Agreement to design the policy and monitor its implementation, held its first plenary session of the year in October. The session focused on reinforcing the implementation of the policy and on the need to ensure its continuity following the government transition. The Office of the Attorney General presented a strategy aiming to achieve a new comprehensive criminal prosecution model in prioritized territories. It includes the establishment of new regional prosecutor offices focused on organized crime and measures to facilitate access to justice in vulnerable areas. These efforts will require close coordination among all stakeholders, particularly in the prioritized areas of southern Bolívar, Magdalena Medio, northern Cauca and Catatumbo.

49. During the reporting period, the Constitutional Court issued orders to ensure that inter-institutional coordination on security, including in the context of the electoral process, be carried out within the framework of the Comprehensive Security System for the Exercise of Politics which was established by the Final Agreement. In parallel, the early warning of the Office of the Ombudsperson addressing risks during the electoral period included a similar recommendation. The Comprehensive Security

System is well suited to this role since it brings together the entities responsible for security, justice, oversight and prevention, thereby helping to improve coordination and reduce gaps in the institutional response.

50. In view of the need to strengthen the existing prevention system under the Office of the Ombudsperson and the Ministry of the Interior, the Mission facilitated a review process of their current methodology and provided technical support. As a result, an updated methodology was established, which aims to strengthen coordination between both entities within the Early Warning and Rapid Response System. Furthermore, it introduces a tailored strategy to address the specific risks faced by former combatants.

*Gender issues*

51. The implementation of the gender provisions of the Final Agreement remains significantly behind schedule, as observed by national oversight bodies, including the Office of the Inspector-General and the Special Forum on Gender, established by the Final Agreement to enable implementation oversight by women's organizations. In October, the Tripartite Mechanism for Security and Protection, comprised of Government, former FARC-EP and Mission representatives, held its first session with an explicit gender focus, addressing security risks that threaten productive projects led by women former combatants.

52. In November, the Government issued a decree turning the national action plan on Security Council resolution [1325 \(2000\)](#) regarding women and peace and security into a binding instrument for 17 entities with implementation responsibilities. This followed progress in 2025 in developing public policies and strengthening the legal framework for peacebuilding and gender equality. Key developments included a law aiming to address violence against women in politics, the adoption of a policy improving the situation of caregivers and the updating of a law on rural women that reinforces existing provisions, including those related to the comprehensive rural reform. In 2025, the Mission, together with Government institutions, civil society and international partners, supported 16 territorial dissemination sessions on the national action plan on women, peace and security, with the participation of more than 1,100 women leaders and local civil servants.

53. Despite these important legal and policy advances, their impact on the daily lives of women and communities remained limited, primarily due to uneven institutional buy-in, insufficient coordination and persistent insecurity. Violence against women leaders and former combatants continued, especially in the Catatumbo region and the Departments of Cauca, Chocó, Guaviare, Nariño and Valle del Cauca.

54. In 2025, at least 10 women leaders were murdered, including one former combatant, the first in three years. Threats against women leaders remained widespread. In a case in El Salado, Department of Bolívar, threats extended to national and international organizations supporting an activist who promotes girls' rights. The latter was already a beneficiary of precautionary measures from the Inter-American Commission on Human Rights.

55. During the reporting period, the Mission received allegations of three cases of gender-based violence involving former combatants, both as alleged perpetrators and victims, in La Guajira, Huila and Putumayo Departments. The Mission referred those concerned to appropriate support services and monitored the follow-up provided.

56. The Comprehensive Programme for Safeguards for Women Leaders and Human Rights Defenders, set up by the Government in 2018 as the main policy for the protection of women and the strengthening of their leadership, was expanded in 2025 from 16 to 23 Departments. Its success is contingent upon the prompt implementation

and integration into local public policy instruments, which has begun in 10 Departments to date.

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

57. In line with Security Council resolution [2798 \(2025\)](#), renewing the mandate of the Verification Mission, which calls upon the Secretary-General to ensure coordination and efficiencies, including by ensuring that other activities are carried out by the most appropriate United Nations system entity in the country, the United Nations country team reviewed its roles and explored ways to optimize its contributions to the peace process.

58. The country team reaffirmed its support for the transitional justice process within the Final Agreement and continued to support the Special Jurisdiction for Peace, for example by helping to ensure victim participation and contributing to the design of restorative projects to be implemented as part of its sentences. The country team also supported efforts to accelerate implementation of the ethnic chapter. During the reporting period, the country team helped design reparative and restorative activities with the Awá People and supported projects focused on preserving the collective memory and culture of the Barí People.

59. The country team continued to support efforts to advance comprehensive rural reform, deliver solutions for victims of the armed conflict and strengthen security guarantees. In October, the United Nations multi-partner trust fund for peace in Colombia approved a comprehensive strategy for the Catatumbo region aimed at promoting sustainable development and reducing reliance on illicit economies. The strategy includes strengthening value chains for legal crops, such as cocoa, expanding access to credit and markets and improving education and employment opportunities for at-risk youth. With an initial investment of \$5 million, the multi-partner trust fund aims to leverage an additional \$42.6 million from public entities and the private sector. Furthermore, with the support of the country team, the National Planning Department finalized the initial draft of a new public policy to provide durable solutions for 6.08 million internally displaced persons who remain under vulnerability thresholds, while advancing housing and sustainable income initiatives in seven regions with high concentrations of internally displaced persons. Lastly, the country team and the Mission continued to collaborate with the Office of the Ombudsperson and other stakeholders to monitor security guarantees for candidates in the forthcoming elections.

60. The working group on mines composed of representatives of the Government, former combatants and the United Nations, held workshops involving 83 former combatants in three departments. These workshops were part of a project, funded by the multi-partner trust fund, aimed at locating anti-personnel mines and other explosive hazards to promote clearance, decontamination and risk prevention for rural communities.

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

61. 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, as well as racial discrimination. Increased attention was placed on measures for misconduct risk mitigation in areas affected by the drawdown of the Mission.

62. No complaints of misconduct have been received for the reporting period.

## VI. Observations

63. The Final Agreement in Colombia is a comprehensive accord that should be implemented in its entirety if its promise of peace, justice and reconciliation is to be fully realized. The renewed mandate of the Mission focuses on verifying the comprehensive rural reform, the reintegration of former combatants and their security, as well as that of communities in conflict-affected regions. These are all fundamental to achieving sustainable peace and strengthening security both regionally and nationally. In this context, I have taken proactive measures to streamline the Mission, while ensuring that it can continue to make a crucial contribution to peace, preserving its presence in the field and its capacity to effectively implement its mandate.

64. On the occasion of the ninth anniversary of the signing of the Final Agreement, I wish to reaffirm the significance of the achievements reached on that historic day. The Final Agreement brought to an end half a century of armed conflict and paved the way for a new chapter in the history of Colombia. It addresses a legacy of gaps in the social, economic and political obligations of the State, while helping to heal the wounds caused by the conflict. This anniversary provides an opportunity to review and build upon the progress achieved since the signing of the Final Agreement and to reassess strategies for fulfilling the commitments that remain outstanding.

65. As the current Government enters its final phase, I encourage it to prioritize consolidating the many initiatives it has launched. Some advances have been made in recent years, in particular through the establishment of normative and administrative frameworks, which in some cases included the allocation of the necessary resources. Those efforts enabled significant progress in land distribution during the current Administration's tenure. Regarding reintegration and security guarantees, while substantial groundwork has been laid, implementation continues to lag.

66. Advancing comprehensive rural reform remains a cornerstone of peacebuilding efforts in Colombia, as it addresses one of the structural factors underlying conflict by reducing disparities between rural and urban areas and combating rural poverty. In this regard, I call upon the Government to maintain momentum in land distribution and formalization, while expanding State presence and providing access to basic services in rural communities. Full implementation of this section of the Final Agreement is essential for conflict-affected regions to break free from cycles of violence. I appeal to the Congress to deliberate and build consensus on the bill regulating the Agrarian Jurisdiction, a mechanism that could accelerate rural reform, resolve land-related disputes and provide legal certainty for all.

67. Reintegration of former combatants is fundamental to consolidating peace and ensuring long-term stability in Colombia. While the normative and policy frameworks required for this process have been established, the focus should now be on translating them into concrete action through the effective implementation of programmes and projects that deliver tangible results. Particular areas of focus should be access to land, housing and the economic sustainability of their productive activities, to benefit all former combatants regardless of where they live. I call upon the Government to work during its remaining months in office to expedite this process, ensuring that commitments are fulfilled and that former combatants are placed on a more solid foundation for fully integrating into civilian life with dignity and security.

68. Guaranteeing security for vulnerable communities, including social leaders and former combatants, is a pressing priority that should not be deferred. I reiterate my call on the Colombian authorities to make full and effective use of the instruments provided for by the Final Agreement that can contribute to this objective, such as the public policy to dismantle illegal armed groups and criminal organizations. These measures, alongside wider efforts, are required to achieve a full and sustained

presence of the State throughout the national territory, particularly in historically conflict-affected regions, to provide protection and uphold the rule of law. Equally important is the need for close coordination, including between the national and local levels, among all institutions and entities involved. Optimal use of the Comprehensive Security System for the Exercise of Politics would help ensure that efforts are coherent, complementary and responsive to local realities. I urge the Government to address these matters decisively in order to create the conditions necessary for enduring stability.

69. A recent military operation in Guaviare resulted in the deaths of several members of an armed group, including minors who had been forcibly recruited. The recruitment and use of children by illegal armed actors is a grave violation of human rights and international humanitarian law. I strongly condemn this practice, which affects ethnic peoples in particular, I urge all armed groups to cease recruiting and using children and I call upon the authorities to adopt all the necessary precautionary measures during military actions to safeguard the lives and rights of minors.

70. The conduct of the recent primary and youth council elections reflects the ability of Colombian authorities to ensure successful democratic processes and provides positive momentum ahead of the 2026 elections. Ensuring strong security arrangements to safeguard the upcoming congressional and presidential elections nationwide and abiding by the Commitment to a Free and Peaceful Electoral Process in Colombia, led by the Office of the Ombudsperson, will be of paramount importance. The expansion of electoral participation in historically conflict-affected areas and the strengthening of legal guarantees for political opposition, enabled by the Final Agreement, must be maintained and further consolidated. I therefore renew my appeal to the Government and state institutions to adopt all necessary measures in this regard, in close coordination with parties and candidates.

71. I welcome the progress achieved in advancing peacebuilding and gender equality through the adoption of normative instruments in 2025, including the recent executive decree conferring binding status on the national action plan on women and peace and security. Nevertheless, these important developments have yet to yield tangible improvements in the daily lives of women and in strengthening their security guarantees, including during electoral processes. I encourage all relevant actors to intensify efforts towards the swift implementation of these measures, with effective coordination and appropriate levels of funding, to ensure that they translate into meaningful change.

72. Colombia's pursuit of peace has been powered by the resolve of its people and reinforced by the consistent backing of the international community. The progress achieved to date offers valuable lessons for those working for global peace and security. Peace in Colombia is both a national aspiration and a collective investment in stability that benefits the region and the world. As we look ahead, I urge Member States to match their political commitments with the financial and technical resources required to make a real difference on the ground. Turning words into action by all involved is essential to ensure that the aspiration for peace and security becomes a lasting reality for all Colombians.

**VERIFICATION MISSION PRESENCE AND MUNICIPALITIES PRIORITIZED  
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COLOMBIA**

Verification Mission  
Geospatial

