ENVIRONMENTAL CONSIDERATIONS FOR STABLE, ENDURABLE AND SUSTAINABLE TERRITORIAL PEACE BUILDING IN COLOMBIA
ENVIRONMENTAL CONSIDERATIONS
FOR BUILDING A STABLE, LONG-LASTING AND SUSTAINABLE TERRITORIAL PEACE IN COLOMBIA

ELEMENTS FOR DEBATE
SEPTEMBER 2014

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The Environmental Challenges of Peace

Fabrizio Hochschild
Resident Humanitarian Coordinator of the United Nations in Colombia

What could happen, environmentally speaking, if peace arrives?

Nature doesn’t normally feature among the top concerns when it comes to putting an end to an armed conflict. Other apparently more urgent factors – political, humanitarian, socioeconomic, or reconstruction-related – take precedence. However, this would be a serious error in the case of Colombia, a country so environmentally rich and with so many conflicts associated with biodiversity and natural resources.

Peace could be a great opportunity to make progress in environmental conservation and sustainable development, but at the same time, lessons from other parts of the world teach us that, if these aspects are not incorporated from the very beginning of a peace treaty’s implementation, there is considerable potential risk to the environment. Nations such as Guatemala, Angola and the Democratic Republic of the Congo experienced serious environmental degradation after putting an end to their armed conflicts. That is the reason for this report, which the United Nations intends to contribute to the discussion on how to tackle the environmental challenges that could be generated in Colombia by a possible peace treaty between the government and the FARC.

Paradoxically, the armed conflict has simultaneously been an environmental predator and a conservation factor. It has caused widespread damage to nature: from indiscriminate felling of trees prior to coca plantation and damage to natural parks to the devastation caused by illegal mining under the control of armed groups; from contamination by anti-personnel mines and abandoned explosives to oil spills caused by the destruction of pipelines. But at the same time, the conflict has kept many areas, home to a big chunk of the country’s diversity, isolated and safe from development.

More than 90 percent of the municipalities worst hit by the conflict benefit from some type of environmental protection measure, and this is exactly where the bulk of the agreements will be implemented and most of the state’s funds will be invested in the post-conflict scenario. This means work and development, but also potential damage to nature which has, thus far, been well preserved.
In many of these places, the environmental institutions, with their limited resources, may lack the muscle to tackle these challenges.

The implementation of the Comprehensive Rural Reform agreed upon in Havana, the large-scale distribution of land, the opening of markets and the arrival of capital will give opportunities to populations that have been marginalized for decades, but if appropriate measures are not taken, there could be damage to protected areas such as forest reserves and regions which already have problems with erosion or lack of water. In fact, mining rights have been granted in 80 percent of the municipalities worst hit by the conflict.

Pre-existing conflicts over land and its use are not going to end with the signing of a treaty; on the contrary, they could worsen post-conflict. Furthermore, any environmental damage would make Colombia even more vulnerable to natural disasters and the effects of climate change.

For all these reasons, environmental and sustainable development variables are urgent considerations to be included in the peace process. With this report, the United Nations not only seeks to alert people to the risks, but also to contribute to the discussion on how to deal with them. To this end, there follow four broad proposals.

First, a main objective of the land-use planning processes must be the establishment of sustainable peace, involving all the actors – local governments, economic production sectors, and above all, the communities – and taking into account the vocations related to economic production and land use. Secondly, it is necessary to look beyond purely farming-related strategies and develop territorial models for the sustainable use of biodiversity and its services, like ecotourism, biotrade or paying for environmental services via carbon capture.

One area where special attention is a must is that of mining, to avoid it turning into a focus for potential conflicts, as has already occurred in many regions. A discussion in Colombia about the place of extractive industries in the process of development is overdue. Such heavy-weight economists as Jeffrey Sachs have proposed that in the future, economies based on hydrocarbon exploitation should rethink their development models if they are not sustainable.

Finally, it is crucial to strengthen environmental institutions, whose budget shrunk by two-thirds between 1998 and 2012, according to data from the National Planning Department (DNP). Colombia spends just 0.06 percent of its gross domestic product on environmental protection, while OECD countries contribute between 1 and 2 percent to this end. Strengthening environmental institutionalism is particularly urgent.

Peace could provide an opportunity to build sustainable development models, or it could turn into renewed pressure on the environment and biodiversity and a further source of socio-environmental conflict. It is perfectly possible to avoid this latter scenario, but to do so it is necessary to make environmental preservation and the building of sustainable development models a top priority in the implementation of the terms agreed upon in the peace treaty.

Peace will not be sustainable if it is not environmentally sustainable.
SUMMARY AND RECOMMENDATIONS

The great paradox of the post-agreement phase and the peace-building process may be that of its implications for the environment and the country’s renewable natural resources. For the peacebuilding process to become an opportunity to develop sustainable models, environmental sustainability considerations must be incorporated into the planning and implementation of the agreement. Disregarding or ignoring this aspect could lead to the destruction of the nation’s natural heritage and the economic and social failure of many of the interventions that are to be implemented, for the following reasons:

• Firstly, because the priority zones for peacebuilding actions (development of infrastructure, opening of markets and arrival of capital, agricultural development, de-mining programs, substitution of coca crops, creation of a Land Fund (Fondo de Tierras), etc. are areas of the highest environmental importance. A UN analysis shows that more than 90% of the municipalities prioritized for the post-agreement phase have statutes protecting the environment or regulating its use, and some have up to 100% of their area covered by these measures.

• Secondly, because the implementation of the Comprehensive Rural Reform sets many challenges regarding forest reserves, in which the promotion of productive activities different to those allowed by the regulations must be avoided. The allocation of land to victims of the conflict and ex-combatants, as well as the promotion of the activities to be carried out in these lands, must consider not only the productive vocation of the population, but also the biophysical characteristics of the land and the natural supply available. There are a series of possibilities based on natural resources to invigorate rural economies through the participation of victims of the conflict, ex-combatants and community organizations. The agreement and the new social and political dynamics will very likely generate conditions to improve the competitiveness of the rural regions and the country, which must be evaluated and strengthened, such as,
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for example, agritourism and eco-tourism, bioprospecting, payment for environmental services (PES), etc.

- Thirdly, because it is crucial to consider mining operations and their implications for peacebuilding, with the aim of preventing socio-environmental conflicts migrating to zones with mining potential. The existence of these natural resources can be considered to be an opportunity for rural development if institutional problems related to the distribution of the benefits and the management of environmental liabilities are resolved.

- Fourthly, because the peacebuilding process requires rapid responses from the environmental institutions to avoid bottlenecks in the implementation of the agreement. These responses require both technical and financial capabilities in order to meet the challenges of the post-agreement phase related to planning, monitoring and control. However, in recent years there has been a trend towards reducing the financial resources assigned to the bodies that make up the National Environmental System (SINA), which in fact were already low. In 2012, SINA’s budget was a third of what it was in 1998; and the resources assigned to the environmental authority, even in the best years, have been very limited compared to the allocations for the environment made by other countries, such as those of OECD member countries, which vary between 1% and 2% of their GDP.

The panorama for the regional environmental authorities isn’t very different either. There are 16 Autonomous Regional Corporations for the environment and sustainable development, which have jurisdiction over 125 municipalities prioritized by the United Nations for the implementation of the peace agreement; most of them have management difficulties in terms of efficacy and efficiency. In addition to this, 13 of these 16 Corporations have much lower investment and operating budgets compared to the other three; according to figures from the Office of the Comptroller General (Contraloria), ten receive less than a fair distribution of resources relative to the responsibilities they have. Resolving these situations requires, among others:

1. Progress in land-use planning processes agreed in the areas most
affected by the recent conflict, in which land-use planning is an important piece of a complex jigsaw.

2. The political, technical and financial strengthening of environmental authorities so that they can face the challenges that come with a peacebuilding process that must also be sustainable, as well as reversing the downward trend in the resources assigned to the bodies of the National Environmental System (SINA). This makes it necessary to strengthen, at a national level, the Ministry of the Environment and Sustainable Development, research institutions and national parks; at a regional level, the Autonomous Regional Corporations for the environment and sustainable development; and at a local level, the departments of planning and environment in departmental governments, municipal councils, rural sub-districts (corregimientos), Community Action Councils (Juntas de Acción Communal), etc.

3. Promote local models for sustainable development and green growth that are also based on the sustainable use of the nation’s immense natural capital.

In all cases, the active participation of local communities and their organizations is essential so that the actions associated with the three issues above are carried out effectively and efficiently in a constructive environment of peaceful conflict resolution in the face of diverse interests.

This document analyzes the risks, impacts and opportunities of peacebuilding for territorial sustainable development and is based on three issues: the first is related to land-use planning; the second issue refers to opportunities for local development that can come to fruition if sustainable use is made of the natural heritage; and the third topic relates to governance, the strengthening of community organization and environmental institutions. Finally, we make a special mention of mining operations in the post-agreement phase. Below we present, in summary form, the contents of the different sections of the document and its principal recommendations.

1. Land-use planning, migratory dynamics and the post-agreement phase

Land-use planning directs the use of territory in biophysical, social, econo-
mic and political terms. In Colombia, the technical-political approach of current land-use planning has made progress in terms of the definition of its objectives, competences, the entities that participate and the assignation of the corresponding resources. This progress has mainly been made by technicians from central levels, with a strong instrumental focus, in which the participation of the communities that are directly affected and their organizations has been limited to receiving information and following instructions.

In the face of this reality, a territorial peacebuilding process sets two challenges. The first is to reconcile the visions of land zoning at national and regional scales with those at a local scale. For this, it is necessary to promote participation and consultation processes to allow the collective construction of proposals for the use of space so that Environmental Land-Use Planning (OAT) doesn’t become an external restriction on the transformation of the territory, but instead, it becomes a tool that responds to the specific characteristics of the environment and the populations that live there and their organizational proposals and processes. The second challenge lies in recognizing the value of biodiversity and its ecosystem services in the land-use planning processes, for which it is important not only to identify and apply the environmental determinants of the territory and in some cases evaluate ways to make them flexible, but also to be aware of the existence of strategic ecosystems and the characteristics of the land when planning the interventions necessary to consolidate the peace.

Not managing the territory in an integrated and sustainable way may generate negative impacts in the provision of ecosystem services (water, food, soil fertility, etc.) that are important for society, the productive sectors and for the implementation of the peace agreement itself. On the other hand, integrated management will allow, for example, the implementation of environmentally sustainable productive programs that are suited to the biophysical characteristics of the land and its potential uses.

Land-use planning must also take into account the collective forms of self-government and self-management such as the indigenous reserves and ancestral lands (30% of national territory), communal and Afrocolombian territories (5.5% of national territory), and Farmer Enterprise Zones (Zonas de
A UN analysis shows that 41 of the 47 municipalities that are designated to be of high priority in the post-agreement phase have some sort of environmental protection measure (National Natural Park and/or forest reserve) and that 17 of these municipalities have more than 50% of their area covered by these measures. Of the 78 medium-high priority municipalities, 59 have some sort of environmental protection measure and 26 have more than 50% of their area covered by these measures. Eight of the 125 prioritized municipalities have 100% of their area under one of these statutes, as can be seen in Map 1. These measures allow a variety of land uses and in some cases the restriction of these land uses. For example, in forest reserve zones covered by Law 2 allow, the land can be used for a variety of activities that suit its forest status.

+ The use of borders, names and terms in this map does not imply that the United Nations officially supports or accepts them.

Map 1.

Legend
- Forest Reserves (Law 2 of 1959)
- National Natural Parks (2016)
- Municipalities most affected by the recent conflict

<table>
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<tr>
<td>Medium-High Priority</td>
<td>Light Green</td>
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Reserva Campesina - approximately 0.7% of national territory).

Additionally, this approach to integrated management provides an opportunity to promote the sustainable management of the ecosystems inside farmers’ productive units (unidades productivas campesinas), sustainable systems (silvopastoral systems, agroforestry systems, organic production, etc.) and areas within plots that are set aside for preservation or restoration, thereby combining conservation and production.

Furthermore, in post-agreement Colombia, where a central element of the agreed integrated rural development policy is the democratization of access to land through its free distribution, it becomes necessary to consider the physical aspects that limit its use in order to avoid giving unproductive lands to victims of the conflict and ex-combatants under the pretext that they can produce from it, which would be promoting development models that are not socially, environmentally and economically sustainable. In these zones it is vital to think about productive models that are different to conventional ones.

2. Local development and sustainable production

Making the most of the opportunities that the environment offers to the peacebuilding process requires rethinking the concept of rural areas beyond simply agriculture, redefining countryside-city relationships and recognizing the role of community organizations and local governments, which are fundamental aspects for sustainable development.

Rethinking the concept of rural areas beyond simply agriculture requires consideration of the natural heritage and specifically innovation in making the most of the biodiversity of the land and its ecosystem services as an alternative to diversify rural production and offer a wide range of possibilities in order to strengthen local cultures, validate local knowledge, local association processes and improve spaces of coexistence, among others. This offers, from an environmental standpoint, concrete opportunities to boost local economies and ways of life, in which not only community organizations, but also victims of the conflict and ex-combatants can participate.
Activities based on making use of biodiversity, such as silviculture, ecotourism, sustainable agricultural systems (including silvopastoral systems), the export of ornamental fish, the commercialization of natural ingredients, medicinal plants, oils and honey, and the promotion of traditional and ancestral practices for the sustainable use of the natural heritage, among others, become options to explore. It is vital to recognize the productive and cultural vocation of the different territories.

3. Mining in the post-agreement phase

Although the discussions at the negotiation table in Havana did not directly address this issue, the implementation of the proposals may be affected by the country’s current mining & energy policies.

Specifically, land-use planning in the framework of a comprehensive rural reform focused on giving the most vulnerable sectors access to land and the formalization of land rights faces responsibility of rural inhabitants with one of management that promotes social and sectoral co-responsibility, so that the physical-biological structures along with biodiversity and its ecosystem services are valued as a central tenet of countryside-city relationships, thereby generating opportunities to be developed in the post-agreement phase. This co-responsibility can be put into practice through mechanisms such as Payment for Environmental Services (PES), taxes for water use as an alternative for property tax, among others.
When examining the UN’s information on the municipalities most affected by the recent conflict with FARC EP, it can be seen that mining titles have been granted in 80% of these municipalities, and in some cases this is true for more than 40% of the territory of the municipality (see maps 2 and 3).

+ The use of borders, names and terms in this map does not imply that the United Nations officially supports or accepts them.

Map 2.

Legend

- Mining Applications (2012)
- Municipalities most affected by the recent conflict
  - High Priority
  - Medium-High Priority
Map 3.

Legend

- Mining Titles (CNM, 2014)
- Municipalities most affected by the recent conflict
  - High Priority
  - Medium-High Priority
The low level of state participation in mining revenue and the number of tax breaks given to mining companies also causes discord, as this reduces the possibility of using this income to generate wellbeing for local populations.

As an alternative to this, and bearing in mind that mining and oil & gas extraction are primarily rural activities, we suggest a change of approach that makes it possible to support the sustainable development of the territories most affected by the conflict. Suitable management of the alternatives to mining and oil & gas extraction, which minimizes the negative environmental impacts and with inclusive relationships both in the distribution of benefits and in the execution and implementation of the compensation measures so that locals communities, victims of the conflict and ex-combatants will be involved, will provide opportunities for wealth creation that can be channeled to face the challenges set by local sustainable development.

1Law 685 of 2001, articles 37 and 38; Mining Code, article 34.
4. Institucionalidad y gobernanza para la paz sostenible

The implementation of the agreement set out in the Joint Report from the negotiating table in Havana, and in general the peacebuilding process, requires the revision and strengthening of various levels of environmental institutions and governance, both at a national scale and at regional and local levels, in order to guarantee development with a sustainable approach that, at the same time, generates a positive atmosphere at the beginning of the implementation of the agreement.

When facing the challenges that will come with the implementation of the peace accords, national environmental authorities must focus their efforts on the technical and financial strengthening of their peacebuilding institutions, their capacity to engage in political dialogue for conflict resolution, as well as their inter-agency working strategies and their ability to include regional and local scales in their intervention dynamics, through close accompaniment and support for departmental, municipal and local entities as they carry out their role in environmental issues. Specifically, it is necessary for the Ministries of Agriculture and Rural Development, Environment and Sustainable Development, Infrastructure, and Mining and Energy to harmonize their public policies, clarify responsibilities in issues related to rural planning, define criteria and facilitate the implementation of land-use planning processes in coordination with community organizations.

Furthermore, it is clear that there is great institutional weakness at a municipal scale and that the actions of municipal authorities are concentrated in their urban centers, which can constitute a risk when putting the Comprehensive Rural Reform (RRI) into practice. To resolve this problem we suggest, among others, the strengthen-
Likewise, the recognition of grass-roots and community organizations and their structures is going to be very important in order to identify alternatives for the interinstitutional environmental management of those zones that, paradoxically, due to the conflict, have been impacted to a lesser degree, whether this is because of the difficulties in accessing them or because the armed actors that have dominated them have restricted the use of the natural resources found there.

ing of local environmental authorities, different to the Autonomous Regional Corporations for the environment and sustainable development, through direct collaboration with the departmental and national institutions, and the establishment of institutions in the existing rural sub-districts (corregimientos) and rural police precincts (inspecciones de policía), through a formalization of Community Action Councils or other organizational entities in which members of the community hold leadership roles and functions.
The institutional capacity of the National Environmental System (SINA) to face the challenges in a post-agreement scenario depends, among multiple factors, on the availability of financial resources to invest in environmental land-use planning and in the promotion of local sustainable development in the conflict areas. This must be accompanied by a proper evaluation of the management capacities of the institutions that execute these resources, in order to identify strengthening needs.

The entities of the SINA have seen a downward trend in the resources they have been allocated, so it is necessary to identify and evaluate options that will allow their budgets to be increased, especially by implementing a range of sanctions and compensations for social and environmental damage; overhauling taxes for water use, modifying the tariffs which in recent years have been reduced to practically non-existent levels; ensuring the royalties reach local authorities; improving compliance with the obligation to allocate at least 1% of the income of territorial organizations to be invested in various strategies to conserve the water sources that supply municipal water systems, among other new options to ensure payment for the services that the ecosystems provide.

Between 1995 and 1998, there was a significant growth in the resources allocated to the SINA. From receiving less than half a percentage point of the total resources in the national budget in 1995, it received 0.72% of the total 1998 budget. This increase can also be seen in the change in the size of this budget allocation compared to the national GDP: from representing 0.09% of the total national product in 1995, the allocation to the SINA had doubled by 1998, when it reached 0.18%. The year 1999 marked the beginning of a second stage, in which there was a significant reduction in the budget for the SINA that continued until the year 2012. That year, the SINA only received 0.24% of the national budget, which represented 0.06% of GDP, a third of the level that it received in the year 1998. As a comparison, countries in the OECD invest between 1% and 2% of their GDP in public environmental management (See graph 1).
**Graph 1.** Government investment in the National Environmental System (SINA), 1995-2012

Note: In the case of the Ministry of the Environment, Housing and Territorial Development, which existed between 2003 and 2010, the figures included are only those for the investment and operating budget of the Vice-ministry of the Environment.

Sources: Calculations based on Econometrics, institutional evaluation and results of the consolidation policy of the National System of Protected Areas (SINAP), DNP-Sinap, Bogotá, 2012 (for national budget); and DANE (National Department of Statistics), Quarterly Gross Domestic Product by branches of economic activity, at current prices, 2014 (for GDP).
To the Government of Colombia

Regarding land-use planning

1. The implementation of the peace accords must consider the need to implement land-use planning processes with technical support and jointly with municipal governments, local environmental authorities and communities. Before other interventions, it is necessary to identify the most strategic zones for the provision of ecosystem goods and services and the actions to conserve them, including those related with their sustainable use.

2. Ensure that the allocation, redistribution and titling of land are part of the same process and that this takes place sequentially and quickly. In some places, it is necessary to study the possibility of granting ownership to Community Action Councils or other local organizations, so that they can manage and administer sustainable uses of the natural supply associated with forests, such as the sustainable extraction of fine woods, hunting and water regulation, among other ecosystem products and services. Land titling is fundamental in the creation of the right conditions for rural development with a sustainable local approach, and protect zones with forest vocation. Allocation without land titling could have the opposite effect.

3. The Comprehensive Rural Reform must consider the characteristics of the land when allocating land to victims of the conflict, settlers, ex-combatants and community organizations, and it cannot be based on extraction of resources from forest reserve zones. Zones with forest vocation must be protected and must not be transformed into zones with production that would be unsustainable and inefficient due to their biophysical conditions. In these zones, it is crucial to innovate with activities that are appropriate for their forest vocation and with inventive agreements for land management, including the possibility of allocating
La evaluación de impacto ambiental de los proyectos de intervención se debe hacer ágilmente y con la rigurosidad técnica requerida para los territorios priorizados. Implementar programas de manejo de los pasivos ambientales en las zonas priorizadas, indicando fuentes para su financiación que incluyan recursos nacionales e internacionales.

Regarding local sustainable development
1. With the support of research institutes, universities, NGOs and local communities and their organizations, evaluate what local development opportunities exist at the municipal level, based on the sustainable use of the natural supply, biodiversity and its ecosystem services.

2. Carry out environmental impact assessments of the intervention projects quickly and with the technical rigor required for the prioritized territories.

3. Implement programs to manage environmental liabilities in priority areas, indicating financing sources that include national and international resources.

4. Undertake an in-depth analysis of the effectiveness, efficacy, gaps and potential of the existing economic incentives for the preservation and protection of the environment which may be useful in the post-agreement. It is recommended that special attention be given to the Forest Incentive Certificate and the need to allocate resources to it, as well as to the revision and adjustment of Decree 0953 of 2013, in order to extend its scope in the application of PES.

Regarding mining operations in the post-conflict phase
1. Create the mining-environmental-social intersectoral commission as a coordinating body to have a single public agenda on mining, following the proposal of the National Mining Management Plan (PNOM), and implement the actions proposed in this plan.

2. Carry out consultation processes between national, regional and local levels for exploration and mining activities as established by the Constitutional Court.

3. Review the State’s participation in mining revenues and the tax breaks that exist for this activity, with the aim
of promoting social development and environmental protection.

4. Support the processes of mining formalization in order to dignify the working conditions of artisanal miners, through the technical and financial support of this activity.

_Regarding governance and institutions_

1. Conduct an in-depth analysis of the strengthening needs for the construction of a sustainable peace between the different entities of the National Environmental System, departmental governments, municipalities and community organizations, and define actions for their strengthening.

2. Define agendas for peace and the environment in each priority municipality.

_To the international community_

_Regarding land-use planning_

1. Accompany the national government and local communities in the processes of formulating, agreeing and disseminating Land Zoning Schemes (EOTs) and Land Zoning Plans (POTs).

2. Support the definition of areas of strategic importance to provide environmental goods and services at a municipal level, with a regional and global vision, and coordinate this with projects and programs for the international compensation of ecosystem services associated with climate regulation and the conservation of biodiversity.

3. Promote territorial analysis on the role that natural resources play in causing and sustaining the conflict in the different territories.

_Regarding local sustainable development_

1. Focus efforts on supporting projects that stimulate local economies through the use of biodiversity and the protection of the most strategic ecosystems.
2. Promote recognition and demand in the international market for products that are generated through sustainable processes (via green stamps, fair trade seals, certification and/or verification of socio-environmental standards and other instruments that make it possible to increase the market price of these products).

3. Support processes for the management of environmental liabilities in priority areas, indicating financing sources that include national and international resources.

Regarding governance and institutions

1. Support institutional strengthening processes directed at entities of the National Environmental System, departmental governments, municipal councils and community organizations in relation to the role of natural resources in the construction of a sustainable peace.

2. Accompany efforts to formulate and implement agendas for peace and the environment in each priority municipality.

3. Establish a neutral monitoring system that allows the government and the community involved to evaluate progress in implementing the agreements and strategies implemented.

To the negotiating team

1. Ensuring that the construction of peace and implementation of the agreement does not work to the detriment of the nation's natural heritage, and consequently of the peace process itself, requires the following:

2. It is imperative to take into account that participatory land-use planning must be a condition for the implementation of any action. This includes not only environmental planning but also the regulation of all activities.

3. The implementation of the agreement requires, in addition to financial resources, the strengthening of peacebuilding and sustainable development issues in government entities and community organizations.

4. It is essential to recognize the opportunities offered by the physical-biotic structure and the sustainable use of biodiversity and its ecosystem services in the understanding of rural development, in order to diversify and energize local economies and ways of life.

5. The Comprehensive Rural Reform must consider the characteristics of the
land to be allocated to victims of the conflict, settlers, ex-combatants and community organizations, and this cannot lead to the extraction of resources from reserve areas for productive purposes that are incompatible with their biophysical characteristics and which are inefficient and of high social and environmental cost in the long term. Forest areas must be protected and must not be transformed into areas for agricultural production. There are several possibilities for local development in the forest reserve zones covered by Law 2 that do not require extraction and that can be strengthened.

6. It is essential to recognize the importance of co-management and co-administration of natural resources between national and municipal government entities and local communities, especially in areas where an institutional vacuum could develop during the first stages of the implementation of the agreement.
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