COLOMBIA’S STRATEGY FOR STRENGTHENING DEMOCRACY
AND PROMOTING SOCIAL DEVELOPMENT
(2007-2013)
FINAL VERSION

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EXECUTIVE SUMMARY

In 1999 the Colombian government, with support from the United States of America, put in motion the Plan for Peace, Prosperity, and a Stronger State. After six years of implementing that strategy, the results are very positive on several fronts. The conditions of democratic security have improved significantly and the economy is strong and built on a foundation of healthy macroeconomics. Likewise, development have been promoted and poverty and inequality have been reduced, the effects of which are now being seen. The implementation of the Democratic Defense and Security Policy by the government of President Álvaro Uribe Vélez has generated the security conditions necessary to restore the confidence of the nation and the international community in the institutions and the economy. And that has made the atmosphere in the country good for local and foreign investment. The impact of these developments on an improvement in the well being and quality of life of Colombians has been significant.

Nevertheless, it is of fundamental importance to emphasize that today Colombia is at a crossroads for making these achievements more robust and making further advancement. The Colombian government would therefore like to present for the consideration of the international community the Colombia’s strategy for strengthening democracy and promoting social development. That strategy’s basic goal is to consolidate the achievements made and to advance even further toward the basic goals of a strong democracy, overcoming the threats to democratic stability, the promotion of human rights, economic and social development, and fight against poverty.

In effect, Plan Colombia has proven to be a winning strategy that has met important goals on behalf of the social and economic well being of Colombians. The near elimination of heroin poppy crops and the reduction of coca crops, the decrease in poverty indicators, the profound weakening of the narco-terrorist organizations, and the excellent perspectives in economic and social areas show that Colombia is on the right track for establishing peace and prosperity with economic responsibility and a deep commitment to democracy. That is why the national government believes support from international cooperation is fundamental for giving continuity to the effort begun in 1999.
In fact, during the 1996 - 2001 period the Colombian economy barely grew at average rates of 1%, a result of the economic crisis that was at its worst in the 1998 - 1999 period. Today the economic perspectives look very positive. During the first quarter of 2006 the economy grew at a rate of 7.7%, the highest since 1978. This translates into an accumulated growth as of September 2006 of 6.4%, the highest in the last twelve years. Similar or better figures can be seen for other economic indicators. But the most important thing is the improvement in social indicators and their direct impact on the quality of life of Colombians. Unemployment went from 15.7% in December 2002 to 11% in November 2006. Inflation is now 4.5%, the lowest in the last fifty years. Total investment increased from 15% of the GDP in 2002 to 24.3%, and the percentage of people below the poverty line went down from 57.5% in 2002 to 49.2% in 2005. Extreme poverty, on its part, went down from 21% to 14%, which means that 2.5 million fewer Colombians are in that deplorable situation.

The above results were possible thanks to the right combination of coherent macroeconomic policies, active and well-designed social policies, and, very importantly, to the advances made in the area of Democratic Security. Thus, the strengthening of the Policy for the Protection and Promotion of Human Rights (HR) reduced the homicide rate from 65 per one hundred thousand inhabitants in 2002 to 36 in 2006, in other words, a reduction of 40.1%. The number of kidnapping cases went down from 2,883 in 2002 to 687 in 2006, while attacks on infrastructure went down by 61.2% in the same time period. In the same way, the number of homicides of union workers, councilpersons, indigenous persons, unionized teachers, and journalists, went down at rates greater than 66%.

Strengthening the democratic institutions was vital to improving these figures. With respect to the prevention of HR violations, the Early Warning System (SAT for the acronym in Spanish) was developed, and the Inter-institutional Committee for Early Warnings (CIAT for the acronym in Spanish) was strengthened. To protect specific populations, progress was made in the implementation of the Project for Attention to At-risk Communities (PACR for the acronym in Spanish) and in designing protection measures for people and communities granted precautionary and provisional measures by the Inter American system. In addition, the 32 Departments and 597 municipalities of
the country (more than 50% of the total) developed action plans in this arena. At the same time self-protection tools were distributed to vulnerable populations.

The *Democratic Defense and Security Policy*, with determined support from international cooperation, had a positive impact on the war on the world drug problem and the economic and social development of the country. The aerial spraying and manual eradication programs broke the increasing trend seen in the 1990 - 2000 period for illicit crops. From 1999 - 2005 there was a decrease of 46.4% in total area planted with coca. Likewise from 1999 to 2006 Colombia seized a total of 853 tons of cocaine, valued at just over US $20 billion.

In the field of alternative development, from 2003 - 2006, the *Productive Projects* program benefited 26,400 families who have occupied close to 65,000 hectares that had been previously planted with illicit crops. The novel *Family Forest guard* program, created in 2002, has been a very important program, offering legal options for employment and income to 51,000 families (close to 250,000 people). That program has kept 1,250,000 hectares free from illicit crops and recovered and conserved more than 330,000 hectares of primary and secondary forest, and cleared fields. The successes in sustainable projects in the five main productive lines, namely coffee, cacao, rubber, palm oil, and forest products, have been notable.

The national government has extradited during the last five years more than 500 people tied to drug trafficking organizations, allowing the dismantling of many of the criminal groups dedicated to drug trafficking. This figure shows the government and Colombian society’s commitment to apply the measures necessary to effectively fight against the tenacious crime of drug trafficking.

Investigations of asset laundering and asset forfeiture procedures are basic components in the comprehensive policy for the war on drug trafficking. In the 2002 - 2006 period, the Colombian state was awarded a favorable sentence in 428 cases of asset forfeiture, more than 3,000 tangible and intangible goods were delivered to the National Anti-Narcotics Directorate (DNE for the acronym in Spanish), and with the help of the Administrative Department of Security (DAS for the acronym in Spanish) 63 investigations
were undertaken leading to asset forfeitures. Again, this component is fundamental to the comprehensive war on the global drug problem.

And it is not just the government that is committed. Colombian society as a whole is committed to the war on terrorism and on the global drug problem. In this regard, it is worth noting the additional contribution made by Colombians, via a special tax, to the regular budget of the Nation, estimated in the amount of US $3.5 billion for the 2007 - 2010 period. These resources will permit greater investment in priority issues related to Democratic Security and, very importantly, will free regular budget resources for priority use in social programs and attention to vulnerable populations.

As has been demonstrated, the final objective of the Democratic Security strategy is to improve the quality of life of Colombians. It seeks to recover their confidence in their country, and thus promote investment that will generate wealth and growth. This, combined with strong and well-designed social policies should lead, as is in fact happening, to improvements in the social indicators that have a direct impact on living conditions.

There have also been achievements in social policy. As far as coverage by the subsidized health system, in 2002 the percentage not affiliated was 45%, while in 2006 this indicator went down to 31.2%. A total of 24.1 million were affiliated in 2002, and that went up to 31.7 million in 2005. Among the poorest, health coverage went from close to 11 million people in 2002 to 19 million in 2006. Coverage by primary and middle education went from 82% in 2002 to 91% in 2006. Through the Families in Action program, cash subsidies create incentives for reaching goals in education and nutrition for almost 700,000 families (3.5 million people), benefiting more than 1 million children across the nation. Of these 700,000 families, close to 112,000 have been displaced from their homes by violence.

Therefore, and in accordance with the principle of shared responsibility, the national government believes support from the international community to be a determining factor in the consolidation and long-term sustainability of the advances made to strengthen democracy. A single year without international support would force a retreat on the important advances that have been made so far. For example, with the
support of international cooperation, 710,532 hectares were sprayed, and 93,000 underwent manual eradication. 8,900 laboratories for the production of alkaloids were destroyed, and 77 aircraft, 6,868 automobiles, and 1,192 ships were seized. Close to 10.5 million gallons of liquid chemical precursors and close to 15 million solid chemical precursors destined for the production of narcotics were confiscated. In the same way, as indicated above, 51,000 families were involved in the Family Forest guard program, and the Productive Projects program has benefited 26,400 families that have occupied close to 65,000 hectares previously planted with illicit crops.

The Colombia’s strategy for strengthening democracy and promoting social development, developed through the coordinated efforts of diverse entities in the Colombian government, establishes nine objectives. These nine objectives will be executed through six strategic components, which in turn are divided into lines of action and programs (Table 1). Please note that the lines of action and programs proposed in this strategy are fully integrated with both the Strategy for International Cooperation 2007 - 2010, and with the National Development Plan 2007 - 2010 “Communitarian State: Development for Everyone.”

Table 1. Goals, components, and specific objectives in the Strategy to Strengthen Democracy and Promote Social Development

<table>
<thead>
<tr>
<th>Goal of the Strategy</th>
<th>Components</th>
<th>Specific objectives</th>
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<tbody>
<tr>
<td>To consolidate the achievements toward security for all citizens, peace, and development, and in the war on poverty</td>
<td>War on terrorism and drug trafficking</td>
<td>1.) To consolidate total control of the territory in the zones with the greatest violence and most affected by illicit crops and their associated problems.</td>
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<td></td>
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<td>2.) To consolidate the achievements attained in the war on narco-terrorist groups and their main source of financing, which is illicit crops.</td>
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<td>3.) To generate alternatives to illicit crops by means of alternative development, ensuring respect for and care of the environment.</td>
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<td>4.) Greater flexibility in the direction and operation of the programs promoted by the Cooperation.</td>
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<td></td>
<td>Strengthening justice and promoting HR</td>
<td>5.) To strengthen the fight against impunity.</td>
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<td>6.) To strengthen the national and local justice system.</td>
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<td>7.) To strengthen the promotion, respect for, and guarantee of HR.</td>
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<tr>
<td></td>
<td>Opening markets</td>
<td>8.) To strengthen the economy and intensify results for a high and sustained growth rate and fiscal discipline, to support greater autonomy in the programs under the Cooperation.</td>
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<td></td>
<td>Comprehensive social development</td>
<td>9.) To continue and strengthen social policy, so as to improve the quality of life of Colombians.</td>
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<td>Comprehensive attention to displaced persons</td>
<td>10.) Comprehensive attention to displaced persons.</td>
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<tr>
<td>Goal of the Strategy</td>
<td>Components</td>
<td>Specific objectives</td>
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<td>Demobilization, laying down weapons, and re-integration</td>
<td>11.) To continue the program to demobilize members of illegal armed groups and to strengthen the re-integration program.</td>
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</table>

The first component, “War on terrorism and drug trafficking” has the goal of:

i. Consolidating total control of the territory in the zones with the greatest violence and most affected by illicit crops and associated problems;

ii. Consolidating the achievements in the war on narco-terrorist groups and their main source of financing, illicit crops;

iii. Generating alternatives to the illicit crops, by means of alternative development, ensuring respect for and care for the environment; and

iv. Gaining greater flexibility in the direction and operation of the programs promoted by international cooperation.

The national government will implement this component in two lines of action. First, the *Policy for the Consolidation of Democratic Security* will consolidate territorial control and establish government authority across the nation. It will break, in all links of the chain, the freedom and ability of drug traffickers to run their business. It will form modern public security forces and develop the Comprehensive Action Doctrine that combines legitimate force, social policy, and actions by other state institutions and civil society. As can be seen in attachment 1, this policy includes a total of 28 plans and programs, grouped into five lines of action proposed by the National Ministry of Defense.

This first line of action is based on the idea that drug trafficking nourishes the terrorist groups, which in turn use violence to protect their crops, laboratories, and the routes used to produce and traffic drugs. Territorial control permits the dismantling of this vicious cycle by simultaneously attacking the sources of financing for the violence and the illegal armed structures dedicated to guarding the illegally used assets.

The second line of action focuses on executing the policy of fighting the global drug problem under the framework of shared responsibility. The national government considers it to be of the greatest importance to continue the aerial and manual eradication programs, which, as has been stated, have helped in the frontal war on drug
trafficking. It will also consolidate the successes of the alternative development programs, such as the Family Forest guard and Productive Projects programs, which eradicate coca crops using appropriate social management. These programs also have a favorable impact on protection of the environment.

The Family Forest guard Program is an alternative development initiative born in 2003 as part of the national government’s strategy against illegal drugs. The Program involves rural, indigenous, and afro-Colombian communities located in environmentally strategic ecosystems, including buffer zones, that are affected by illicit crops. These communities have made the decision to voluntarily eradicate those crops in their village to replace them with legal productive alternatives and environmental projects. This project seeks to have the communities put in motion activities that will contribute to reverting the harmful effects on the environment of activities associated with the production and trafficking of coca.

Likewise, the Center for the Coordination of Comprehensive Action (CCAI for the initials in Spanish) will continue its coordination work among the agencies that implement the strategies for the social recovery of the territory in zones recovered by the public security forces.

To consolidate the war on the global drug problem, the national government will continue to extradite citizens tied to drug trafficking organizations and will promote legislative reforms to facilitate the asset forfeiture process, so that rulings may be expedited and serve the public good. The entities in charge of the detection and control of asset laundering will also be strengthened, including the Central Unit for Asset Forfeiture and against Asset Laundering at the Office of the Prosecutor General of the Nation, which is in charge of reporting suspicious operations, and also including the Warning System and the Financial Intelligence Analysis Unit (FIAU) at the Ministry of Finance and Public Credit.

The second component, “Strengthening justice and promoting Human rights,” seeks to strengthen:

i. The war on impunity;

ii. The national and local justice system, and
iii. The policy for the promotion of, respect for and guarantee of HR

The national government will implement this component in three lines of action. As a first measure, the state will continue to implement the Oral, Adversarial Criminal System to reduce impunity. In the second place, it will strengthen the justice system, at the local and national level, by strengthening the National Houses of Justice Program and strengthening Alternative Mechanisms for Conflict Resolution.

Lastly, the State will strengthen its capacity to defend and promote HR. To that end, the national government will promote the war on impunity for HR violations by strengthening Colombian State capacity for investigation, adjudication, and punishment. This policy will be executed during the 2006 - 2009 period and implies a fiscal effort of close to US $17 million, of which US $9.5 million will be provided by Colombia and the rest, it is hoped, will come from international cooperation sustained aid and support.

Based on the achievements attained and the institutional efforts made in the area of protection of HR and prevention of HR violations, the Colombian government will strengthen and consolidate the Early Warning System and the Inter-institutional Committee for Early Warning to opportunistically prevent HR violations.

The Colombian government, with an eye to strengthening national development and the Rule of Law, will complete the preparation and implementation of the National HR Action Plan. Its promotion and completion is a priority task for the government, transcending any single administration. This government plan has a gender focus, will be developed based on consensus in civil society, and will consider HR as a whole as well as the interdependence between civil, political, economic, social, and cultural rights. The plan will promote the application of international treaties in the area of HR.

Relative to the HR situation of workers, the Office of the Prosecutor General of the Nation has been studying the recommendations made by the Comité de Libertad Sindical (Union Freedoms Committee) and has adopted concrete measures for follow-up on and expediting of investigations. The State recognizes that guaranteeing labor rights and better working conditions promotes worker productivity, increases the amount and quality of domestic production, provides for better remuneration of productive factors,
and creates incentives for domestic and foreign private investment. Therefore, the State advocates a labor market in line with international standards, offering dignified working conditions, and it protects the life and well being of union workers.

The third component, “Opening markets,” will strengthen the economy and intensify the results of the economic policy in order to maintain high and sustained growth rates. Macroeconomic and fiscal management will support greater autonomy in the programs derived from international cooperation. Basically, this component seeks to consolidate the stronger economy of recent years and make it sustainable over time, in order to reduce poverty to a greater extent based on effective reduction in inequality.

The national government will implement this component by promoting investment to the point where it represents at least 25.3% of the GDP in 2010. Employment should grow at an average rate of 3.1%, which would imply an average unemployment rate of 8.6% by 2010. The country recognizes the importance of a healthy macro economy as the basis for any successful economic development model. The national government will thus make three fundamental reforms to guarantee fiscal and macroeconomic sustainability and financial health: a tax reform (already approved), a financial reform, and the reform of the General Participation System for inter-governmental transfers.

As a fundamental strategy, the government will promote the signing of free trade agreements with different countries. In order to prepare the Colombian economy for more open markets, it will promote, on the one hand, a policy of productivity and increased ability to compete, whose main program is called “Internal Agenda.” This program helps regions to get prepared to face the challenges of the internationalization of the Colombian economy. To implement the Internal Agenda for Increased ability to compete and Productivity, the national government organized 96 forums and 1,638 regional meetings with the participation of 36,651 people. Simultaneously it held 151 workshops for 25 sectors of the national economy, which were attended by 3,427 people. Subsequently, and with the purpose of validating the proposals made by the regional Internal Agendas and the cross-cutting lines of action defined by the national government, 13 workshops were held with the participation of 70% of the Mayors and 75% of the Governors of the country. In addition, with the purpose of getting feedback on the regional Internal Agenda proposals, already validated, 13 regional workshops
were held with the participation of 60% of all Congresspersons, representatives of regional institutions, the private sector, and the national government.

The national government foresees a fiscal effort in the amount of US $6,777 million allocated to increasing and improving the physical capital of the nation, particularly through six strategies to improve the ability to compete and to facilitate operations. New highways (roadway corridors) will be built, and complementary corridors will also be built. The existing roadway network will be kept in optimum conditions through maintenance, the train sector will be consolidated, and there will be investment in river transportation and transfer nodes (ports, airports, and border crossings).

Also within this third component, the Policy for Equality and Rural Development aims at consolidating growth in the agriculture and livestock sector, by protecting producers’ income and facilitating adjustment to the market conditions under the free trade agreements. A strong and competitive rural sector will give Colombian farmers incentives to not get involved with illicit crops and the production of alkaloids, while at the same time it eliminates the vulnerability of which the narco-terrorist groups take advantage.

The fourth component, “Comprehensive Social Development,” will continue and further strengthen social policies, to improve the quality of life of the Colombian people as a whole.

The national government will implement this component through the National Development Plan 2007 - 2010 “Community State: development for everyone” which has eight lines of action:

i. Poverty and vulnerable populations
ii. Market and labor relations
iii. Social protection system
iv. Opportunity bank
v. Friendly cities
vi. Infrastructure for development
vii. Equality for rural areas
viii. Disaster prevention and response
This group of actions will, among other things, attain universal coverage for health and basic education. It will affiliate more than 7 million people in the Network for Overcoming Extreme Poverty (JUNTOS), affiliate 1.5 million peasants and poor urban families in the Food Security Network (RESA), and develop 200 social infrastructure works in municipalities affected by violence. In addition, the Families in Action Program will grant education and nutrition subsidies to 1.5 million families. It is also expected that the percentage of Colombians below the poverty line will decrease from 49.2% to a range from 35% - 39% in 2010, and that the number of Colombians below the extreme poverty line will decrease from 14.7% to 8%.

As part of these eight lines of action, the national government has developed a group of programs to decrease the risk of involvement by families in illicit crops. They include affiliating 50 thousand families in agro-industrial, agro-forestry, and forestry productive projects, reaching 80 thousand participants in the Family Forest guard program with at least 80% of them executing Productive Projects. The programs include improving quality of life indicators in seven priority regions by consolidating the formation of mini productive and social chains in more than 100 municipalities, in particular in support of income for families formerly connected to illicit crops and involved in the Family Forest guard program. The programs would also recover unproductive assets in the Colombian countryside through organizing families once tied to illicit crops to recover social and productive infrastructure that has been abandoned.

Finally, the national government will continue strategies aimed at strengthening social and cultural recognition and improving the living conditions of ethnic groups and the afro-Colombian population.

The fifth component is “Comprehensive Attention to Displaced Persons (PD).” The lines of action are developed through a group of sector-oriented programs, either regular programs from social policy, adjusted programs, or specific programs for attention to displaced persons that aim at overcoming this problem by means of comprehensive interventions. This policy includes the phases of Prevention and Protection, Humanitarian Emergency Attention, and Socioeconomic Stabilization. They seek to
create the right conditions for overcoming the vulnerability produced by displacement, and provide the security and protection that will promote sustainable solutions.

Finally, the sixth component, “Demobilization, Disarmament, and Re-integration (DDR)”, continues the program to demobilize members of illegal armed groups and will strengthen the Re-integration program in order to facilitate a return to society by former combatants.

The national government, through the High Council for Economic and Social Re-integration, will execute the following lines of action under this component:

i. The development of a *National Action Plan* including the programs, strategies, and goals required for re-integration of former combatants into civil life

ii. The decentralization of the social and economic re-integration policy to allow for coordination between national and local re-integration policies

iii. The consolidation of participation by the private sector and civil society in general in the development and implementation of the policy

iv. The construction of a single information system to monitor and evaluate the policy's actions and results

The national government has planned for resources in the amount of US $25,725 million for the 2007 - 2013 period\(^1\) to execute the six components of the *Colombia's strategy for strengthening democracy and promoting social development*. This is in terms of both medium term expenditures and the Investment Plan for the National Development Plan 2007 - 2010 “Community State: development for everyone.” The funds are distributed as follows: 14% for the component for the war on drug trafficking and terrorism, 6% for strengthening the justice system and the promotion of HR, 27% for the component opening the market, 48% for social programs, 3% for the component for comprehensive attention to displaced persons, and 2% for demobilization, laying down weapons, and re-integration.

\(^1\) Projection of resources out to 2013 DNP - DIFP.
In conclusion, the Colombian government believes the results obtained must be consolidated. And those results must be consolidated with definitive participation by international cooperation. The Strategy presented here will consolidate the confidence of Colombians and the rest of the international community in Colombia, because it will produce normality and peace and actively promote human rights, which are indispensable prerequisites for a competitive economy that will generate wealth and growth for everyone.

In synthesis, this document is an invitation to the international community, based on the principle of shared responsibility, to get involved in this *Colombia’s strategy for strengthening democracy and promoting social development*. Without a doubt, the strategy will guarantee a more prosperous future for all Colombians by definitively neutralizing the narco-terrorist threat and promoting inclusive and just economic development.
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<td>Plan for the coordination and definition of the roles of the public security forces</td>
<td>Plan for closer ties with the public</td>
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<td>Policy for security in demobilization zones</td>
<td>Plan for the Ministry of Defense Social and Business Group</td>
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<td>Security and Defense Law</td>
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<td>Strategy to strengthen citizen security</td>
<td>Creation of a center for strategic studies</td>
<td>Program for managerial improvement in the sector</td>
<td>Program for managerial improvement in the sector</td>
<td>Comprehensive Action</td>
</tr>
<tr>
<td>Strengthening of mobility, intelligence, and the standing force</td>
<td>Reform and strengthening of intelligence</td>
<td>Creation of the veterans’ office</td>
<td>Program to standardize goods in the sector’s purchasing system</td>
<td>Strategy toward the international community</td>
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<td>Policy against kidnapping and extortion</td>
<td>Reform for Military Criminal Justice</td>
<td>Program to standardize goods in the sector’s purchasing system</td>
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<td>Strategy toward the international community</td>
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<td>Demobilization Policy</td>
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<td>Program to maintain minimum strategic capacities</td>
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Source: National Ministry of Defense
1. INTRODUCTION

In 1999 the Colombian government, with support from the United States of America, began the Plan for Peace, Prosperity, and a Stronger State. After six years of implementing the strategy there are very positive results on various fronts. Democratic security conditions have improved significantly, and the economy is strong and built on a foundation of healthy macroeconomics. Development has been promoted and poverty and inequality have been reduced, with concrete results now being observed. The implementation of the Democratic Defense and Security Policy by the government of President Álvaro Uribe Vélez has generated the security conditions necessary to restore the confidence of the nation and of the international community in the institutions and in the economy, and resulted in an environment in the country that favors local and foreign investment. These developments have produced a significantly improved the well being and the quality of life of Colombians.

Nevertheless, it is of fundamental importance to emphasize that today Colombia is at a vital crossroads to enhance these achievements promote further progress. The Colombian government presents the Colombia’s strategy for strengthening democracy and promoting social development for the consideration of the international community. The strategy’s basic goal is to consolidate the achievements made and to advance even further toward reaching the basic objectives of strengthening democracy, overcoming threats to democratic stability, promoting human rights, bringing about economic and social development, and fighting poverty.

In effect, Plan Colombia has proven to be a strategy that can win and that has promoted the achievement of important goals that seek the social and economic well being of Colombians. The elimination of heroin poppy crops and the reduction of coca crops, the decrease in poverty rates, the profound weakening of the narco-terrorist organizations, and the excellent outlook in economic and social areas show that Colombia is on the right track for attaining peace and prosperity with economic responsibility and a deep commitment to democracy. That is why the national government believes that International Cooperation is fundamental to ensure the continuity of the effort begun in 1999.
In fact, between 1996 and 2001 the Colombian economy barely grew at average rates of 1%, as a result of the economic crisis that was at its worst in the 1998 - 1999 period. Today, the economic outlook is very positive. In fact, during the first quarter of 2006 the economy grew at a rate of 7.7%, the highest since 1978. This translates into an accumulated growth as of September 2006 of 6.4%, the highest in the last 12 years. Similar or better figures can be seen for other economic indicators. But the most important thing is the improvement in social indicators that have a direct impact on the quality of life of Colombians. Unemployment went from 15.7% in December 2002 to 11% in November 2006. Inflation is now 4.5%, the lowest in the last fifty years. Total investment increased from 15% of the GDP in 2002 to 24.3%, and the percentage of people below the poverty line went down from 57.5% in 2002 to 49.2% in 2005. Extreme poverty, on its part, went down from 21% to 14%, which means that two and a half million fewer Colombians are in that deplorable situation.

And it is not just the government that has made a commitment. Colombian society as a whole is committed to the fight against terrorism and the global drug problem. Taxpayers will make an additional contribution to the regular budget of the nation via a special tax, which is estimated at US $3.5 billion for the 2007 - 2010 period. These funds will allow for additional investment in priority areas related to Democratic Security, which, very importantly, will liberate resources from the regular budget for priority uses in social programs and attention to vulnerable populations.

This *Colombia’s strategy for strengthening democracy and promoting social development* comes about in this new context, and describes the actions to be taken by the Colombian government, starting from the achievements reached so far and the challenges ahead, to face those challenges in the medium and long run.

The *Colombia’s strategy for strengthening democracy and promoting social development*, the result of efforts and coordination between several agencies in the Colombian government, proposes nine objectives to be executed through six strategic components, each of which in turn foresees a group of lines of action and programs. **Those six components are:** i) the fight against terrorism and drug trafficking; ii) strengthening justice and promoting Human Rights; iii) opening markets; iv)
comprehensive social development; v) comprehensive attention to displaced persons; and, vi) demobilization, disarmament and reintegration (DDR).

The document is divided into four sections, the first being this introduction. The second section, "Achievements of Democratic Security with the support of Plan Colombia (1999 - 2006)," describes the achievements of the Democratic Security Policy and of Plan Colombia (PC) and the challenges now facing us based on the successes achieved.

The third section lists the goals for consolidating the achievements obtained so far, and the actions to be taken to strengthen and sustain those results, organized by component. It simultaneously establishes the bases to face the challenges presented by the new context. This section presents the components of the Strategy related to a more profound state presence across the entire national territory, increased social investment with a special emphasis on vulnerable communities, new requirements derived from the application of the Law of Justice and Peace, and the requirements that arise from the demobilization, disarmament and reintegration of more than 31,000 former combatants from the self defense groups.

Lastly, the fourth section presents the challenges of this transitional phase. After more than half a decade of sustained progress in security, and in the political, social, and economic arenas, Colombia is at a determining moment in its history. Therefore, the actions taken at this juncture, with support and cooperation of the international community, will be a determining factor to achieving a peaceful environment and development that will promote the well being of all Colombians.
2. ACHIEVEMENTS OF DEMOCRATIC SECURITY WITH SUPPORT FROM PLAN COLOMBIA (1999 - 2006)

In 1999, the Colombian government put in motion Plan Colombia: Plan for Peace, Prosperity, and a Stronger State, with support from the United States of America. The goal of the Strategy was to form a true alliance between the countries that consume and produce illegal drugs, under the principle of shared responsibility, in order to confront the destabilizing power of illegal drug trafficking and its financial ties to the different armed groups in Colombia.

Plan Colombia (PC) was committed to "consolidating the central responsibility of the state, promoting democracy and the rule of law, the application of justice and respect for human rights, and the preservation of order by recovering the state monopoly of the use of force." This required strengthening both the institutions that provide protection and security - the Colombian Police (PONAL) and the Armed Forces (FFMM) - and the justice system. At the same time it gave special attention to the regions most affected by violence with a strategy that provided special attention, which included new proposals for economic and social development and alternative development.

After six years of PC’s implementation, the results for Colombians and for the international community are very positive. After the interventions made by PC, complemented by multiple actions in the area of economic and social policy and by President Álvaro Uribe Vélez’ Democratic Defense and Security Policy (PDSD), Colombia today is a much more secure and stable country. The execution of the Plan has generated tangible results. Democratic security conditions have improved significantly, and the economy is strong and built on a foundation of healthy macroeconomics. Development and a reduction in poverty and inequality have been promoted. No less important, the implementation of the Democratic Defense and Security Policy has generated the security conditions necessary to restore the confidence of the national and international community in the institutions and in the Colombian economy. Currently, Colombia has a favorable environment for local and foreign investment, which

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without a doubt will result in substantial improvements in the well being and quality of life of Colombians.

This section presents the most important achievements of PC’s implementation. The Colombian government will strengthen, continue, and consolidate these achievements, with support from the international community, by implementing the Colombia’s strategy for strengthening democracy and promoting social development.

A. Achievements in economic revitalization

Between 1996-2001, the Colombian economy barely maintained average growth rates of 1%, mainly as a result of the economic crisis that was at its worst at the end of the nineties. Nevertheless, and thanks to great efforts by the government and by Colombian society, the economic outlook is now very positive. During the third quarter of 2006, Colombia achieved a growth rate of 7.7%, the highest since 1978. That meant an accumulated growth as of September 2006 of 6.4%, the highest in the last twelve years.

The main sources of that growth were the reestablishment of consumer and investor confidence, the recovery of factor productivity, the monetary and credit policy, and lastly, the international context that favored the growth of traditional exports.

The reestablishment of confidence was perhaps one of the factors that most affected the Colombian economic recovery in the 2002 - 2006 period (Graph 1). The PDSN and international cooperation were decisive in restoring confidence because they recovered assets that had, for the most part, been subjected to a systematic depreciation due to violence and the economic crisis at the end of the nineties.
In terms of Demand, exports, investments, and consumption have demonstrated outstanding performance. Total exports went from being 18.1% of the GDP in 2002 to 19.4% in 2006. Total investment went from 15% of the GDP in 2002 to 24.3% in 2006, with outstanding growth in private investment going from 7.9% of the GDP in 2002 to 17.9% in 2006 (Graph 2).
Other indicators that affect the quality of life of Colombians also showed significant improvements. The unemployment rate went from 15.7% in December 2002 to 11% in November 2006 (Graph 3). In the same way, as of November 2006, the inflation rate was at 4.5%, the lowest rate in the last fifty years.

Graph 3. Evolution of the growth rate of the GDP (1999 - 3rd quarter 2006) and the unemployment rate (Dec 2000 - Nov 2006)

With this background, the medium-term outlook of the Colombian economy is positive. As reflected in the National Development Plan 2007 - 2010 “Community state: Development for Everyone,” the Colombian government has designed a group of strategies to maintain a high and sustained growth rate and a healthy fiscal policy that is in line with the growth policy.

The prospects for growth are even better if the expansion and opening of new markets through signing Free Trade Agreements (FTA) is considered. In particular, the FTA signed with the United States (US) on November 22, 2006 will stimulate economic and social development.

No less important is the extension of the benefits granted by the Andean Trade
Preference Act (ATPA) that were extended and expanded in the ATPDEA from 2002 to 2006. This transitory mechanism, which has resulted in the creation of more than 600,000 jobs, will serve as a bridge to the FTA with the US.

The European Union has also participated actively in this process. The GSP preferences, currently GSP plus, were renewed by the European Union to compensate the fight against the global drug problem.

**B. Progress in Social Revitalization**

The stronger economy and the resources received from international cooperation have permitted the implementation of programs for institutional, social, and productive development in regions where coca was cultivated and where factors of violence were concentrated. In the year 2000, the Social Support Network (RAS in Spanish) was designed and put in motion. This mega-project is designed to mitigate the impact of the crisis on the poorest and most vulnerable groups. It has been continually adjusted to finally become the comprehensive social policy that the country has today.

The Network, which was implemented in three sub-programs, produced significant results in the beneficiary groups: *Families in Action, Employment in Action, and Youth in Action*. The *Families in Action Program* is an initiative by the national government to give nutrition subsidies to children between the ages of 7 to 18 that belong to families in SISBEN level 1. This subsidy gives the families direct monetary support, and in exchange the families make certain commitments. The program has granted education and nutrition subsidies to almost 700,000 families (3.5 million people), of which 112,000 are displaced persons. The program has also benefited more than a million children across the country.

On its part, the *Employment in Action program*, with an investment of close to US $95 million between 2000 - 2004 period, financed 3,724 projects that generate temporary employment through infrastructure works, benefiting more than 170,000 people. Lastly, the *Youth in Action* program invested US $74 million in technical job training and life project workshops for 94,649 poor young people from the ages of 18 to 25.
As regards health coverage, in 2002 the percentage not registered in the system was 45%; in 2006 this indicator went down to 31.2%. In other words, the number of people registered went from a total of 24.1 million in 2002 to 31.7 million in 2005. Among the poorest, health coverage went from close to 11 million people in 2002 to 19 million in 2006.

In the area of education, Colombia has also made significant improvements. As a result of public investment, the average of years of education for Colombians older than 15 years went from 7.5 in 2002 to 7.9 in 2006. The illiteracy rate, on its part, went from 7.5% in 2002 to 6.7% in 2006. Coverage for basic and middle education went from 82% in 2002 to 91% in 2006.

In the field of alternative development, from 2003 to 2006 the Productive Projects Program has benefited close to 26,400 families that have occupied 65,000 hectares previously planted with illicit crops. Through the Alternative Development Program, from 1998 to 2006 more than 173,000 hectares of legitimate crops were planted, mainly coffee, benefiting more than 185,000 families. It is important to underline that more than US $169 million have been invested in alternative development, of which around US $73 million come from the national government and the rest comes from international cooperation.

In this same sense, the innovative Forest Guard Families program has offered legitimate options for income and employment for 51,000 families (close to 250,000 people), which kept 1,250,000 hectares free of illicit crops, and led to the recovery and conservation of more than 330,000 hectares of primary and secondary forest and cleared fields. The program has placed a priority on promoting projects for sustainable production in five main productive lines, including coffee, cacao, palm oil, rubber, and forest products.

Another program, the Social infrastructure and community action program developed 968 social infrastructure works in 600 municipalities, and benefited more than 3.2 million Colombians. It improved schools, health posts, sport facilities, and community development centers.
C. Achievements in the fight against terrorism and the worldwide illegal drug problem

In the fight against the terrorist threat, considerable effort has been made on the military level. Standing forces have been increased and the public security forces (FP for the Spanish) have been modernized and trained in HHRR. Thus, between 1999 and October 2006, the number of military personnel increased by 130,485 (51.5%) and the advances were made in making the standing forces professionals; the number of professional soldiers increased by 126% (40,830).

With the support of US cooperation, the number of fixed and rotary wing aircraft increased, improving the mobility of the public security forces. There were also improvements in strategy, military intelligence, logistical support, and training.

The modernization of the public security forces, accompanied by continuous training in HHRR, has reduced abuses by the Armed Forces and the National Police. According to the Office of the Public Defender, in 2005 the number of cases of HHRR violations went down by 19% with respect to 2002.

Due to the strong pressure placed on criminal organizations dedicated to drug trafficking and a combined strategy of crop eradication, interdiction, and extradition, the anti-drug strategy reversed the growing trend in drug production in Colombia. Over the 1999 - 2005 period, hectares planted with coca decreased by 46.4%. Although there has been a slight rebound last year, the strategy has broken the growth trend seen in the 1990 - 2000 period (Graph 4). In the same way, increased seizures of cocaine led to the confiscation of 853 tons of cocaine from 1999 to 2006, valued at US $20,487 million. The extradition of members of drug trafficking organizations, which over the last five years reached a figure of over 500 people, dismantled many of the criminal groups dedicated to drug trafficking. This figure demonstrates the government’s commitment and that of the Colombian society with the application of the measures necessary to effectively fight the scourge of drug trafficking.
In the area of asset laundering and asset forfeiture, fundamental components of a comprehensive policy for the fight against drug trafficking, in the 2002 - 2006 period, rulings favorable to the Colombian state were issued in 428 cases of asset forfeiture. More than 3,000 pieces of personal property and real estate were delivered to the National Department of Narcotics, and 63 investigations leading to asset forfeiture were undertaken with cooperation from the Administrative Department of Security (DAS). It must be emphasized that this component is considered to be basic to the policy for a comprehensive fight against the world drug problem.

Support from the international community based on the principle of shared social responsibility has been key to the progress currently reported by Colombia. For example, with foreign aid, 710,532 hectares were sprayed, and 93,000 were manually eradicated. More than 8,900 laboratories for the production of alkaloids were also destroyed, and 77 airplanes, 6,868 vehicles, and 1,192 ships were seized. Other seizures confiscated close to 10.5 million gallons of liquid chemical precursors and close to 15 million tons of solid chemical precursors destined for the production of narcotics.
D. Institutional Strengthening

Colombia, with help from international cooperation, has made notable progress in strengthening its institutions and making them more professional, especially in justice and in HHRR. It has managed to significantly reduce the negative impact of the threats represented by drug trafficking and terrorism to the country’s democratic stability.

In the areas of access to justice and HHRR, the Colombian state decided to face the high levels of impunity and the delays in the administration of justice by improving the performance and effectiveness of the criminal system. Legislative Act 03 of December 19, 2002, adopted the *Oral, Accusatorial Criminal System* (SPOA for the Spanish), which will be implemented gradually between 2005 - 2008.

This process, which has demanded immense efforts and significant budget resources, has had support from the international community, and is currently in its third phase of implementation. The main characteristics and benefits of the new system are:

Shorter criminal processes. Under the former system the average case lasted three years, while today they last from 25 to 163 days. For cases that occur frequently, such as theft, personal injury, arms trafficking, and homicide, there have been reductions in processing time of 93%, 84%, 92%, and 90%, respectively.

- The implementation of oral, public trials that give priority to proof related activity.
- Specialization of the functions of the Office of the Prosecutor General.
- Stronger controls on actions undertaken by the Judicial Police and the Office of the Prosecutor General, in the framework of the criminal process, by the creation of Oversight Judges, who will define the legal situation of the accused and rule on the imposition of a warrant for arrest.
- Application of the *principle of opportunity*\(^3\), under which selection criteria will be applied to the decision to prosecute.

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\(^3\) The *principle of opportunity* refers to an evaluation made by a judge as regards a crime committed by an accused party, balancing the seriousness of the crime with the social damage or expense to the judicial system to undertake the prosecution.
• Greater institutional presence through the creation and strengthening of public centers for attention such as the Immediate Reaction Units (URI) and Mobile Forensic Units at Forensic Medicine and Public Prosecutors.

• Strengthening of the existing mechanisms for protecting victims’ rights, by expanding the functions of the Office of the Public Defender and of the Office of the Procurator.

• Stimulus to mechanisms for alternative justice, such as conciliation, mediation, and comprehensive reparation.

US support has been fundamental for the financing specific lines of work in the areas of training, physical and technological infrastructure, planning and administration models, and strengthening criminal investigation skills. International cooperation has also been fundamental for the development by the Public Prosecutor of specialized units to combat human rights violations, asset laundering, and drug trafficking. The Public Prosecutor has also notably improved in training and equipment, so that Colombia can have an advanced capacity in forensic investigation.

Through the Houses of Justice (CJ) program, PC supported efforts to guarantee state presence and to strengthen access to the justice system in marginal urban areas and in the rural regions most affected by violence. This program established the basis for coordination between the different operators in the justice system (formal and non-formal) and gave the marginalized communities in urban centers alternatives for the peaceful resolution of conflicts. According to information from the Ministry of the Interior and of Justice (MIJ), as of December 2006 there were 44 Houses of Justice throughout Colombia. In many cases the CJ have been created by request of the municipalities, given their success in connecting the citizen with justice system services. The public’s perception of the CJs is so favorable that between January 2002 to December 2006, a total of 3,955,038 cases had been processed.4

PC also supported the creation of Citizen Centers for Peaceful Coexistence (CCC). The centers, with intervention by regional authorities, foment spaces, programs, and initiatives that promote citizenship and peaceful coexistence.

4 The Houses of Justice attend requests having to do with family conflicts, the loss or absence of personal documents, criminal problems, requests for information, or civil problems.
International cooperation has been fundamental in the area of HHRR, where progress such as the strengthening of the HHRR Unit at the Office of the Prosecutor General has been made. This Unit investigates cases of HHRR violations, with satellite units located in Neiva, Cali, and Villavicencio. This strengthening has led to an increase in the completion level of processes, both in the investigation stage and in the pre-trial proceedings, and have even surpassed the number of processes entering the system each year.

The MIJ has also made significant progress in the area of protection for specific populations, including: the execution of the Attention to Communities at Risk Project (PACR) in 12 regions of the country, the joint formulation of a Policy for Attention to the Indigenous Population providing attention to indigenous communities at risk of disappearing, the consolidation of the Protection Program, and the protection of displaced persons at extraordinary risk.

All of these actions have led to a decrease of over 66% in the homicide rate of union workers, councilmen, indigenous persons, unionized teachers, and journalists.

These figures were impacted by the democratic institutions, which made every effort to instill respect for human rights. Effectively, in 2002 and 2003, the number of charges brought by the Office of the Procurator General of the Nation against members of the public security forces for alleged human rights violations went down by 92%.

The national government has made a special effort to attend to people displaced by armed violence. According to the data from the Sole Registry System at the Presidential Agency for Social Action and International Cooperation, from 2002 to October 2006, the number of new displaced persons registered went down by 74%. In terms of budget effort, during the 1999-2006 period the Colombian state, without counting contributions from regional institutions, invested close to US $915 million for the development of the

5 The MIJ protection program target groups are: union leaders, leaders of political groups and social organizations, HHRR NGOs, leaders and members of the UP – PCC, journalists and social communicators, mayors, councilpersons, deputies, ombudspersons, medical missions, leaders of displaced organizations, and ethnic groups.

6 Information available on the web page www.accionsocial.gov.co, recovered on January 19, 2006. The total number of registered displaced persons for 2006 is calculated in December 2007, due to the fact that families have one year to present their declaration of displacement before the authorities.
policy for comprehensive attention to displaced persons. It is worth pointing out that, in the year 2006 alone, US $368 million were allocated to attention to displaced persons, while in the entire 1995 - 2002 period, US $244 million were invested\(^7\).

In the area of prevention of human rights violations, the *Early Warning System* (SAT for the Spanish) was further developed, and the *Inter-institutional Committee for Early Warning* (CIAT for the Spanish) was strengthened. Advances have also been made in designs for protection measures for people and communities for whom the Inter-American system has declared precautionary and provisional measures. In addition, thirty-two Departments and 597 municipalities (more than 50% of the total) developed action plans in this area. At the same time, progress has been made in providing vulnerable populations with self-protection tools.

**E. Progress in the process of Demobilization, Disarmament, and Reintegration (DDR) of illegal armed groups**

Increased military and police pressure has been an important factor in the decision by some illegal armed groups to demobilize. The most notable example is the demobilization of the illegal self defense groups. That process, because of its large dimensions, presents significant challenges to Colombian institutions. The Colombian government, out of its interest in recovering normality and peace, has created methods for effectively reintegrating members of illegal armed groups into society.

As a fundamental part of this policy, programs have been designed to encourage reintegration into a legitimate economic activity and to generate arenas for contacts to build peace in Colombia. The programs include alternatives for education, jobs, psychosocial treatment, and legal employment options. The DDR process has led to the demobilization of a total of 44,523 people (Graph 5), former combatants who have withdrawn from the illegal armed groups. Of those, 12,834 have demobilized on an individual base, and the rest have demobilized as a result of the negotiations with the United Self defense groups of Colombia (AUC), the Central Bolivar Block, and other self defense structures. Demobilization has reduced the

\(^7\) DNP-DJS calculations based on the average monthly TRM (Representative Market Rate) published by the
capacity of those groups to participate in activities related to drug trafficking and armed violence.

**Graph 5. Number of persons demobilized in individual and collective demobilizations (1999-2006)**

Source: High Council for Social and Economic Reintegration of People and Groups who have Taken up Arms, and Humanitarian Attention to Demobilized Persons (PAHD).
3. STRATEGY TO STRENGTHEN DEMOCRACY AND PROMOTE SOCIAL DEVELOPMENT

The successes of the PDSD under the government of President Álvaro Uribe Vélez, which has enjoyed the decided support of the international community, are manifest in the reduction in violence. This reduction has come largely from the improvements and professionalization of the public security forces and from the determined fight against the illegal armed groups and the drug trafficking organizations. In turn, the progress made in security has resulted in an economic recovery that has been directly reflected in a reduction in poverty and unemployment. At the same time, the state can be seen to be stronger, for example, in the application of the new Criminal Justice System, which is beginning to show concrete results in the reduction of impunity.

Nevertheless, we must insist that today Colombia is at a crucial crossroads where it has the opportunity to strengthen these achievements. It can defeat the violence supported by the billions of dollars from drug trafficking and its related crimes, and promote additional economic and social development. Recognizing this crucial juncture, a group of institutions in the national government has defined a strategy to reach nine goals, which will be executed through six strategic components, which in turn are composed of specific actions and programs (Graph 6). To implement this strategy in an effective and sustained manner, the Colombian government requires the firm support of international cooperation. Just one year without that support would imply backwards movement on the important advances obtained so far.
The most important challenges in this new stage are to consolidate the achievements already made by extending the effective authority of the state and the new model for the justice system across the entire nation, with the final end of protecting the public and promoting its well being. The combination of a greater presence of the public security forces and a more efficient justice system will allow the government to progress more rapidly in the protection and promotion of HHRR, and to generate better employment and government services in benefit of Colombians living in the rural areas most affected by violence.

Complementary investments are also needed in alternative development, which support rural populations in strategic regions, so that they can find a sustainable productive occupation that will provide legitimate income. In addition, actions promoted in this area will have the goal of counteracting the negative environmental effects generated by illicit crops and related activities, by promoting the sustainable use of natural resources.

The Colombia’s strategy for strengthening democracy and promoting social development is framed within the Colombian Strategy for International Cooperation 2007 - 2010, which is based on the Colombian government’s interest in focusing international aid on the structural problems facing the Nation, and in complementing national efforts directed toward achieving social justice and human development. The Strategy for International Cooperation, governed by the principles of democratic
governability, shared responsibility, and international solidarity, seeks to continue progress in reaching a greater understanding and participation from the international community in the process of change of the Colombian reality. It will renew political and financial commitment to the country, improve the quality of the aid, and strengthen dialogue and consultation with the cooperation agencies and civil society.

In this context, the national government has decided to reorganize its request for international cooperation around three priority areas: i) the Millennium Development Goals (MDG), ii) the fight against the world drug problem and the protection of the environment, and iii) reconciliation and governability.

The goal of this reorganization is to ratify Colombia’s commitment to comply with the MDGs, to insist on the importance of international cooperation and the shared responsibility in the fight against the world drug problem, and to renew its interest in promoting national reconciliation, strengthening the rule of law and human rights, providing assistance and reparation to the victims of violence, and fomenting reintegration into civil life by illegal armed groups.

A. Goals of the Strategy to Strengthen Democracy and Promote Social Development

The Strategy presented by the national government for consideration by the international community has the main goal of consolidating achievements and advancing still further on the main goals of: strengthening democracy, overcoming threats to democratic stability, promoting human rights, promoting economic and social development, and fighting poverty.

The specific objectives include the following:

1. Consolidate **territorial control**, particularly in the regions that are most violent and most affected by illicit crops and their associated problems.
2. Consolidate the current **achievements** in the fight against narco-terrorist groups and their main source of financing, illicit crops.
3. Increase the alternatives to illicit crops by means of **alternative development** and ensure **respect and conservation of the environment** in Colombian forests.
and jungles, through programs such as *Forest Guard Families* and *Productive Projects*.

4. Strengthen the fight against **impunity** through the extension of the SPOA throughout the nation, give the national Houses of Justice program continuity, and advance in the consolidation of alternative justice.

5. Strengthen the policy for **human rights promotion, respect, and guarantees**.

6. Strengthen the economy through greater commercial integration to keep the growth rate high and sustained. Keep public finances healthy to give greater autonomy to the programs based on international cooperation.

7. To continue and strengthen **social policies**, in order to promote greater equality and development in zones of influence, thus contributing to overcoming extreme poverty.

8. To provide comprehensive attention to **displaced persons**, and end their displacement.

9. Continue the **demobilization** program for members of illegal armed groups, and strengthen the *Demobilization, Disarmament, and Reintegration program (DDR)* to facilitate the return of former combatants to society.

10. To develop **greater flexibility** in leading and operating the programs promoted by the cooperation.

**B. Components of the Strategy**

As mentioned at the beginning of this section, the Strategy will be executed in six strategic components, each of them including a set of actions and programs (Table 1).
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<th>Goal of the Strategy</th>
<th>Components</th>
<th>Specific objectives</th>
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<tr>
<td>To consolidate the achievements in favor of security for all citizens, peace, and development, and in the war on poverty</td>
<td>Fight against terrorism and drug trafficking</td>
<td>1.) To consolidate total territorial control in the regions that are most violent and most affected by illicit crops and their associated problems.</td>
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<td>2.) To consolidate the achievements attained in the fight against narco-terrorist groups and their main source of financing, which is illicit crops.</td>
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<td>3.) To generate alternatives to illicit crops by means of alternative development, ensuring respect for and care of the environment.</td>
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<td>4.) Greater flexibility in the direction and operation of the programs promoted by the Cooperation.</td>
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<td>Strengthening justice and promoting HR</td>
<td>5.) To strengthen the fight against impunity.</td>
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<td>6.) To strengthen the national and local justice system.</td>
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<td>Openning markets</td>
<td>7.) To strengthen human rights promotion, respect, and guarantees.</td>
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<td>Comprehensive social development</td>
<td>8.) To strengthen the economy and extend the results for a high and sustained growth rate, and exercise fiscal discipline to support greater autonomy in the programs under the Cooperation.</td>
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<td>Comprehensive attention to displaced persons</td>
<td>9.) To continue and strengthen social policy, so as to improve the quality of life of Colombians.</td>
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<td>Demobilization, disarmament, and reintegration</td>
<td>10.) Comprehensive attention to displaced persons.</td>
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<td>11.) To continue the program to demobilize members of illegal armed groups and to strengthen the re-integration program.</td>
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</tbody>
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The national government has allocated resources, both in the Framework for Medium Run Expenditures and in the Investment Plan for the National Development Plan 2007-2010 “Community state: Development for Everyone”, US $43,836.6 million to execute the components of this Strategy. Graph 7 shows how those resources will be distributed.
Graph 7. Colombian effort by component in the Strategy to Strengthen Democracy and Promote Social Development (2007-2013)

<table>
<thead>
<tr>
<th>Component</th>
<th>Allocation</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Demobilization, Disarmament and Reintegration</td>
<td>$1,045.7</td>
<td>2%</td>
</tr>
<tr>
<td>Fight against the world drug problem and terrorism</td>
<td>$6,172.4</td>
<td>14%</td>
</tr>
<tr>
<td>Strengthen justice and promote human rights</td>
<td>$2,479.2</td>
<td>6%</td>
</tr>
<tr>
<td>Comprehensive social development component</td>
<td>$20,661.4</td>
<td>47%</td>
</tr>
<tr>
<td>Comprehensive attention to displaced persons</td>
<td>$1,201.3</td>
<td>3%</td>
</tr>
</tbody>
</table>

Source: Framework for Medium Run Expenditures (MHCP). Calculations: DNP. Does not include US $18,350 million corresponding to expenditures for the functioning of the Defense and Security sector. The total resources for attention to displaced persons equals more than US $1,598 million. The graph does not reflect resources allocated to the execution of inter-sector policies. Includes attention to 3,000 displaced families.

I. Component for the fight against the world drug problem and terrorism

   a. Background

PDSD and PC proved to be successful strategies in the fight against drug trafficking and terrorism, as well as basic tools to strengthen the state and, therefore, in the recovery of territorial control. This situation has generated the security conditions necessary to achieve a greater level of governability, social investment, access to essential public services such as justice, health, and education, and greater economic growth in benefit of the entire population.

In Colombia, terrorism and drug trafficking are two parts of the same criminal enterprise. Thanks to the constant weakening of these structures, the state can currently exercise a level of territorial control unseen in the recent history of Colombia. The presence of the public security forces has led to an undeniable and substantial
reduction in all indicators for violence and crime.

The homicide rate went down from 65 per one hundred thousand inhabitants in 2002 to 36 in 2006, which is a reduction of 40.1%. Total kidnappings went down from 2,883 in 2002 to 687 in 2006, while kidnapping for extortion, went from 1,708 in 2000 to 227 in October of 2006. Similarly, attacks on infrastructure decreased by 61.2% in the same period. These security conditions have generated a climate of confidence and optimism that, in turn, have led to an increase in domestic and foreign investment. According to estimates by the National Planning Department, total investment as a percentage of GDP went from 15.0% in 2002 to 24.3% in 2006. All of this implies an increase in social well being, through a reduction in poverty and unemployment.

After four years of implementation, the results are evident. The terrorist groups have been dealt a critical blow to their armed, financial, logistic, and intelligence structures. Drug trafficking is an increasingly difficult, risky, and clandestine business due to the constant actions taken by the anti-drug forces of the Colombian state and the determined cooperation of the United States of America. Only through that alliance has it been possible to eliminate more than a third of all illicit crops over the last five years, and to reduce between 2001 and 2005 reduced the potential annual production of cocaine by close to 300 metric tons. In the absence of that action, the cocaine would have reached the streets of the United States and Europe. A failure to act at that time would have undoubtedly led to much higher figures for coca crops in Colombia, and double or triple the tons of cocaine in the world.

The Colombian government has advanced firmly and determinedly, and there are still many challenges to face in this new strategic context where threats have adapted and new challenges have arisen. There must be a new phase of consolidating territorial control, where it will be indispensable to depend less on growth in the standing force to achieve objectives, and more on a substantial improvement in mobility, communications, and particularly on inter-institutional coordination. For that reason, the Integrated Action Doctrine (DAI) will be put in motion in the regions

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8 Colombian Police- DIJIN. Data as of December 31, 2006.  
where there is still a concentration of illicit crops and terrorist groups, and in other regions where there have been demobilizations of the self defense groups. Through the Integrated Action Doctrine Colombia will coordinate and combine the legitimate use of force with social action by the state to more efficiently and effectively respond to the current security threats, and to lay the groundwork for the post-conflict security strategy.

Drug trafficking and terrorism must continue to lose ground and the illegal armed groups must be forced to negotiate politically or dismantle. To that end, territorial control will be the main tool for fragment and neutralizing the drug trafficking business and terrorism. Only by means of greater and better territorial control will the Colombian state be able to establish its authority to keep peasants from being forced to grow coca, to eradicate the existing illicit crops and combat the armed groups that protect them, to eliminate the drug production infrastructure, to block the corridors for trafficking and taking drugs out toward shipment points, and to confiscate the drugs already produced, thus delivering a hard blow to the terrorist groups that are involved in all the links of the drug trafficking chain. A stronger state will also stop the occurrence of crimes such as kidnapping and extortion, which have become alternative sources of financing for drug traffickers, terrorists, and organized and emerging criminal groups.

In addition, it is clear that only through the consolidation of territorial control will it be possible for all the state institutions to be able to freely function. When they can freely function, they can create the well being that will keep drug trafficking from being an economic alternative for communities. With the absence of drug trafficking, the biggest casualty will be terrorism, which exists and acts thanks to the resources derived from its participation in this activity.

The successful execution of the Democratic Defense and Security Policy has generated a new security context, where the criminal groups have been forced to change their tactics and strategies in order to ensure their survival. Although they have been weakened, the threat has not disappeared. Following their criminal logic, they have been transforming. This situation leads, in turn, to a series of institutional challenges for the government of Colombia and its public security forces. The illegal armed groups continue to insist on terrorism and on drug trafficking. They
therefore dedicate a great portion of their armed effort to defend what they consider to be their strategic assets, in other words, the illicit crops, their kidnap victims, and their own leaders.

The multiple drug trafficking cartels are another threat to security. Today, after several years of dedicated effort by the Colombian government and sustained support from the US government, important achievements have been made. The large vertically integrated cartels have disappeared, and the air corridors used by the drug traffickers to take drugs out to other countries have been blocked. The unflinching use of extradition has contributed notably to breaking down and destabilizing the different drug trafficking structures. Another great contribution to the dismantling of structures associated with drug trafficking has come from the demobilization of the self defense groups, which has left the FARC as the largest drug cartel in the world.

This, of course, does not mean that the work is done. The drug traffickers have known hot to respond and adapt to the government’s anti-drug strategy. With respect to planting coca, they have gone from large industrial crops to multiple small and dispersed crops, planted in zones that are difficult to access and in mid of legal crops. This makes their detection and eradication enormously difficult. They have also increased the use of natural parks to prevent fumigation from the air. Even so, thanks to the joint anti-drug efforts between Colombia and the United States, the area planted with coca crops has been reduced from 163,000 hectares in 2000 to 80,000 in 2004. In 2005, the cultivated area increased by 6,000 hectares, making it necessary to increase the efforts and develop greater flexibility in the use of means and resources.

In place of large vertical cartels, these organizations have adapted by forming more scattered and specialized structures. In response to the blockage of the air corridor, they have concentrated their activity on the Pacific Coast of Colombia. They have made the Pacific region the main area for shipping and dispatching drugs to different parts of the world, taking advantage of its complex geography and the remaining weaknesses in the public security forces’ surveillance and control systems in that region. Even so, it is important to highlight that there has been a substantial increase in drug seizures on the
high sea, particularly in shipments from the Colombian Pacific coast. Undoubtedly, the maritime interdiction capacities in that region of the country must be strengthened in years to come. The drug traffickers have been taken out of the sky and forced into the water, increasing the risk and cost of trafficking drugs.

The state’s current challenge is to stop the kidnapping and extortion that are used by the terrorists as an alternate source for resources. On this point in particular, although there has been an important decrease in the number of kidnappings, there are still 700 cases reported annually. The figures on extortion have remained high, with a decrease of only 15% with regard to the total number of cases reported in 2002. These crimes not only affect the finances of the kidnap victims and their families, but are also used as political negotiating capital by the illegal armed groups, who pressure the government to make political and military concessions in exchange for the freedom of the captive citizens.

Moreover, the juncture of the demobilization of the illegal self defense groups has been the backdrop to the emergence of new threats. In several demobilized zones where the armed structure of the self defense groups has been dismantled, criminal groups are taking action to take control of the different criminal activities in which the self defense groups were involved. In addition, other illegal armed groups are interested in entering into these demobilized zones to exercise their armed influence. On this point, it is important to highlight the national government’s firm decision to withdraw all legal benefits for any demobilized combatant who returns to activities related to drug trafficking, terrorism, or any other crime. Regular criminal legislation will be applied to that person, and, when appropriate, he will be extradited.

This new security context brings with it a series of priority institutional challenges. The legitimacy and credibility of the public security forces are the basis of all their actions. It is therefore necessary to make a series of reforms to instill the highest ethical and professional standards, and to consolidate the policy of respect for human rights.

b. Objectives of the component
The following are the basic objectives of this first component:

10 In this sense, the Navy is currently the Force reporting the greatest quantity of drugs seized, going from
i. To consolidate total control of national territory in the regions that are most violent and most affected by illicit crops and associated problems.

ii. To consolidate achievements made in the fight against narco-terrorist groups and their main source of financing, illicit crops.

iii. To generate alternatives to illicit crops, through alternative development, ensuring respect for and conservation of the environment.

iv. To develop greater flexibility in leadership and operation of the programs promoted by international cooperation (See Graph 8).

Graph 8. Elements in the component for the fight against the world drug problem and terrorism

Source: MDN

57 tons confiscated in 2002 to 97 tons in 2005 and 76 tons in 2006.
c. Lines of action

The national government will implement this component along two lines of action. On the one hand, the Democratic Security Consolidation Policy, and on the other hand the policy for the fight against the world drug problem, based on the principle of shared responsibility for the fight against this scourge.

− Democratic Security Consolidation Policy

The national government made strategic revisions to the PDSD in response to changes in the strategic scenario, result of which it designed the Democratic Security Consolidation Policy. This policy goes far beyond just military and police operations, and takes into account political and diplomatic spheres, citizen interfacing, and legal arenas, with a particular emphasis on social efforts.

In accordance with the scope of action and abiding by a series of basic principles, the Democratic Security Consolidation Policy establishes four strategic objectives:

• To consolidate territorial control and reestablish state authority in the entire nation.

• To do away with the freedom and ability of the drug traffickers to carry out their business by attacking every link in the chain, thus advancing toward the elimination of drug trafficking in Colombia.

• To form modern security forces with the highest ethical and moral standards that have the people’s trust and support.

• To follow the Integrated Action Doctrine, combining legitimate force, social policy, and the actions of other state institutions and civil society.

To fulfill these objectives, the Democratic Security Consolidation Policy includes a group of 28 plans and programs, grouped into five lines of action (see attachment 1). The beginning of the implementation of this policy should signal the beginning of a transition toward a phase of consolidation of territorial control, where the presence and operations of the security forces will be the frame for reestablishing full government

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11 These principles include reaching peace as the guiding principle for all actions, confidence and support from the public as the basis for legitimacy, protection for the people, permanent and indefinite presence of the public security forces in every corner of the nation, security as a generator of social benefits, flexibility and adaptability to the dynamics of the war, and coordinated action between all state entities.
authority, the normal functioning of all of its democratic institutions, and social investment.

The *Integrated Action Doctrine*\(^\text{12}\) will be the main tool for establishing principles and protocols for operational coordination between the military and social efforts. Therefore, this doctrine requires not only the existing coordination through the Center for the Coordination of Integrated Action (CCAI), which integrates all the state agencies, but also requires a clear participation and responsibility of the local authorities and other sectors, such as the private sector though its trade associations, and the international cooperation agencies. In this context, the creation of Mobile Engineering Companies takes on special importance, as they will accompany the troops’ advance offering quick solutions for communities in recovery.

This consolidation uses various models according to the challenges faced in different regions of the country:

- **Regions where institutions are in recovery**: the permanence of the Public security forces must be guaranteed. Armed Forces will be replaced by National Police to protect towns, in order to free up troops to continue to pursue illegal armed groups. Likewise, police presence will permit a return to normal life in the community.\(^\text{13}\)

- **In demobilization zones**: these zones require increased presence of public security forces to fill the spaces left by the illegal self defense groups, making it impossible for other illegal armed groups to fill those spaces, and to keep the criminal groups that form after demobilization from prospering in these zones.

- **Border zones**: border zones require greater presence of the public security forces and different state agencies. The core objective is to keep terrorist organizations from using border zones as a rearguard, or as a corridor for drug trafficking and

\(^{12}\) See attachment 2.

\(^{13}\) For these reasons, the Colombian Police Force must take responsibility for the security of the *primary paved national roadway network*, and the Armed Forces must expand operational coverage of the secondary and tertiary networks in accordance with its war plan and in coordination with the Police Force.
trafficking in arms and chemical precursors. Close cooperation with neighboring countries will be fundamental for working in these zones.

- Rearguard regions for illegal armed groups: pressure from the armed forces has led the groups dedicated to terrorism and drug trafficking to look for new regions where they can protect their primary assets: illicit crops, kidnap victims, and their leaders. These regions must be attacked with hard-hitting military operations, similar to those undertaken in other regions that limited their action in the past. This effort requires flexibility in the use of the available means.

The four objectives outlined by the Democratic Security Consolidation Policy require significant investment in different areas, given that consolidation requires maintaining some capacities and increasing others. Therefore in Colombia, during the 2007-2010 four-year term, an ordinary budget has been allocated to the Defense sector of close to US $30 billion. Of those funds, investments of up to US $1.8 billion are planned for maintaining and improving current capacities. There will also be additional extraordinary resources from a tax reform that will permit the allocation of US $3.4 billion for strengthening the capacity of the Armed Forces. Special emphasis will be placed on mobility, intelligence, the standing forces, and the maintenance of the strategic capacities of the Armed Forces, with the goal of reaching a turning point in the fight against drug trafficking and terrorism, and to advance toward consolidation of territorial control (See attachment 3).

In addition, and under the principle that legitimacy and public support is the center of gravity for all actions by the public security forces, the Democratic Security Consolidation Policy will carry out a series of structural reforms within the armed institutions in aspects such as:

- Human Rights Policy. The Minister of Defense will lead the efforts in the area of HHRR, developing a comprehensive policy that will cover the efforts by all institutions in this area. The policy will be unique in the defense sector and will include the following objectives:
- To guarantee protection of the human rights of the civilian population, of those who participate directly in the hostilities, and of the members of the institution
- To strengthen the legitimacy and credibility of the public security forces
- To integrate HHRR theory with operational practice
- To strengthen the institutional and legal controls to prevent and punish HHRR violations
- To promote inter-institutional integration in human rights

To reach these objectives, the following actions will be taken:

- Values education
- Comprehensive and practical instruction in HHRR in armed conflicts
- Effective control of the public security forces relative to fulfilling their mission
- Defense of the state and the members of its institutions, including conciliation centers
- Attention to the public
- National and international cooperation
- Use of performance indicators

**Reform of military criminal justice.** The purpose of this reform is to recover legitimacy and credibility, and to guarantee due process and the effective and independent administration of justice. A basic aspect of this reform is the preservation and protection of military jurisdiction by means of a credible and effective justice system.

**Strengthening the Cooperators Network.** The network will be strengthened by the provision of equipment and systems to process the information provided by network members in military and police units. Integrating the phone numbers for attention to the public will also strengthen the communication networks between the cooperators and the public security forces, and there will a campaign to explain the benefits of belonging to the network. The security networks for the regions will be formed and consolidated, and then integrated into the existing capacity in a coherent system for alert and response.
• **Education and training program for the public security forces.** The goal of this program is to make a rigorous diagnosis of the processes of incorporation, formation, education, and training inside the Armed Forces and the Police. Reforms will be made to guarantee we have the Armed Forces with the highest ethical and professional standards. They will also guarantee the military and police career track for highly qualified personnel that have attained those standards, through training provided by friendly countries.

• **Stimulate Demobilization.** Although the national government’s demobilization policy has been successful, the strategy must be redefined to continue with the demobilization process for former combatants and militia. At the same time, procuring the demobilization of midlevel commanders and of leaders will weaken the command structures of the illegal armed groups.

Roles and functions will also be defined, intelligence will be reformed and strengthened, and a high-priority, comprehensive investment will be made in security to strengthen the Specialized Support Structures in operation at the office of the Prosecutor (EDAS for the Spanish). In addition, 12 new Specialized Structures will be created in rebellion and terrorism, drug trafficking and asset laundering, and asset forfeiture. 14

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**Policy for the fight against the world drug problem**

Graph 9 presents the national government’s different actions to fight against each link in the drug trafficking chain. The illegal armed groups participate in all the stages of the illegal drug business to finance their activities to destabilize the state and affect the public. The national government has designed a comprehensive strategy to fight the world drug problem, aimed at combating every link in the chain and moving toward the consolidation of territorial control.

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14 Experience has demonstrated that investments in security must be comprehensive in order to have permanent results in terms of the protection and defense of the civilian population. The EDAS show the great impact of state actions in terms of crimes such as theft of hydrocarbons, terrorism, and rebellion, when the justice system acts in coordination with, and protected by, the public security forces.
The Democratic Security Consolidation Policy is based on the idea that the fight against drug trafficking and terrorism requires simultaneous action against all links of the chain:

- Through control of illicit crops
- Interdiction
- Control of land, river, air, and maritime traffic
- Control of confiscated assets
- And in the reduction of demand by means of a strategy to evaluate and control consumption.

Efforts have been made in each and every one of the components, demonstrating that an attack on all fronts disrupts and destabilizes the drug trafficking system, increasing its costs and risks, reducing its profits, limiting and complicating its different activities, and forcing the drug traffickers to constantly change their tactics and to be on the defensive in hiding. The goal of the Strategy is to make drug trafficking increasingly difficult at every link in the chain, to the point of taking away all incentives for individuals and organizations to enter or remain in this business.

The consolidation of territorial control significantly increases the possibilities of success in the fight against drug trafficking and terrorism. In the first place, it implements
alternative development programs such as *Forest Guard Families* and *Productive Projects* that eradicate coca crops with an appropriate social management. Secondly, it makes forced eradication more effective, since it guarantees there will be no replanting in the areas where eradication has taken place. Finally, it expropriates properties and redistributes land from those properties when the state can guarantee security and effective justice. Therefore it is necessary to consolidate territorial control in all those regions where territorial control has not been decisively won in favor of the state.

To move in this direction and reach these objectives, there must be reforms to the security strategy to apply the principles of constant flexibility and sustainability of resources. The principle of constant flexibility is based on the optimization of the resources and means available, both in Colombia and in the support from the international community, in order to weaken the drug trafficking chain. The Colombian government has been increasing in its capacity to manage the cooperation program and in years to come it will make additional efforts to strengthen those capabilities.

In practice, equipment and resource flexibility will allow them to be used, as opportunities are presented, for work other than spraying, such as:

- Combat and neutralization of the illegal armed groups involved in any of the stages of the drug trafficking business
- Location, identification, and neutralization of high value targets
- Support for sustained military operations in the terrorist groups’ rearguard zones
- Development and consolidation of local capabilities allowing the Colombian government to progressively take on certain activities and programs within the strategy for bilateral cooperation against drug trafficking and terrorism.

Flexibility should also apply to the establishment of much more comprehensive goals that take into account not only the number of hectares planted or sprayed, but also include and stimulate results in other areas of the anti-drug strategy such as interdiction, the dismantling of networks and groups of drug traffickers, the dismantling of financial, administrative, and armed structures at the service of drug trafficking, or the number of villages or towns that can certify that they are free from illegal activities associated with the production and trafficking of drugs. In this sense, the value of an
anti-drug trafficking operation should be measured in terms of its capacity for destabilizing or neutralizing drug trafficking as a whole, based on actions against any of its stages or elements.

Consolidating territorial control is a complex task due to the nature of the terrorist threat facing Colombia. Under the principle of shared responsibility in the world drug problem, sustained support in terms of resources from the international community is a fundamental complement to this strategy. If faced with a substantial cut in funds from the cooperation, the country would have to spread out its limited resources to fund all its programs, thus affecting program results and efficiency. In this sense support for the Integrated Action Doctrine is a priority in order to reach the objective of consolidating territorial control.

In consequence, international support must be maintained in the fight against terrorism and drug trafficking in order to provide continuity for programs such as:

• Interdiction
• Intelligence
• Eradication
• Air mobility
• Air maintenance
• Training
• Military education and reforms to military and police career tracks
• Definition of the roles and missions of the public security forces
• Human rights
• Military criminal justice
• Demobilized persons

II. Component to strengthen justice and promote human rights

   a. Objectives of the component

The goals of this component (Graph 10), in which international cooperation plays a decisive role, are to continue to promote, respect, and guarantee human rights, and to
strengthen State presence and institutionality. To attain those goals work will be done to strengthen: i) the fight against impunity; ii) the justice system at the national and local level, and iii) State capacity to defend and promote human rights.

Graph 10. Component to strengthen justice and promote human rights

- Strengthen the fight against impunity
- Strengthen access to justice
- Strengthen alternative justice mechanisms
- Consolidate the integration of local and national justice
- Adapt the justice system to local needs

- Complete the implementation of the Accusatorial Criminal System
- Reformulate the Witness Protection Program
- Increase the number of Houses of Justice
- Redefine the scope of Judges of Peace and Conciliators
- Implement the policy to fight against impunity in cases of HHRR violations
- Place priority on attention to victims of anti-personnel mines
- Strengthen the Early Warning System
- Consolidate the Project for Attention to Communities-at-risk
- Implement the National Plan for HHRR Education.
- Constant ILO representation in Colombia

b. Lines of action

Each of these specific objectives is broken down into lines of action.

- Strengthen the fight against impunity
i. Implementation of the Oral, Accusatorial Criminal System (SPOA)

According to Legislative Act 03 of 2002, the SPOA will be implemented in four stages. The first phase\(^{15}\) consisted in making the system change and implementation in the central zone of the country, and the second and third phases\(^{16}\) should consolidate the system in the central zone and extend it across the entire country. The process will place a priority on regions that have had a concentration of high impact crimes such as kidnapping, drug trafficking, and rebellion.

As already mentioned, US support has been fundamental to financing the SPOA. According to the experience acquired in the process of implementing the initial phases of the reform, the following key aspects have been identified:

- During training, emphasis must be placed on the preparation of judicial police officials in subjects such as chain of custody, oral trial techniques and others. Continued use of basic and specialized training modules for judges and prosecutors is also key.
- On the issue of physical and technological infrastructure, the technological and information systems platforms must be updated in the jurisdictional sector and, subsequently linked with those of the Office of the Prosecutor General (FGN for the Spanish). Judicial offices and courts must also be remodeled and built in the judicial districts that are going to enter into the new system during phases three and four of the SPOA.
- On the administrative side, there should be continued implementation of the judicial career track at the FGN. The justice sector still needs to be made more professional and its administrative branch strengthened.

\(^{15}\) The first phase, begun on January 1, 2005 includes the judicial districts of Armenia, Bogotá, Manizales, and Pereira. The second phase, put in motion as of January 1, 2006, includes the judicial districts of Bucaramanga, Buga, Cali, Medellín, San Gil, Santa Rosa de Viterbo, and Tunja.

\(^{16}\) The third phase, beginning January 1, 2007, includes the judicial districts of Antioquia, Cundinamarca, Florencia, Ibagué, Neiva, Pasto, Popayán, and Villavicencio. In turn, phase four includes the judicial districts of Barranquilla, Cartagena, Cúcuta, Montería, Quibdó, Pamplona, Riohacha, Santa Marta, Sincelejo, and Valledupar. Any new districts created would enter into the system starting on January 1, 2008.
• With regard to criminal investigation, the investigative capacity of the Technical Investigative Corp (CTI for the Spanish) at the Office of the Prosecutor General must be enriched, and the independence of the technical-forensic services provided by the National Institute of Legal Medicine and Forensic Science must be strengthened and ensured.

• In order to give comprehensive treatment to continued reform of the criminal system, the Witness Protection Program must be reformulated. Since its creation in 1992 it has been a fundamental part of the fight against drug trafficking and terrorism. It has been proposed that the scope of the program be expanded to cover not only witnesses in certain types of cases, but also the victims, expert witnesses, and judicial officers.

   ii. Strengthening institutions and State presence

During the 2007 - 2010 period, the initiatives for access to justice had a comprehensive focus under which local institutions were strengthened and State presence was expanded across the entire territory. The intention of that focus was to have better coordination between the local level and the national institutions in charge of administering justice and, at the same time, to adjust the characteristics of the justice service to the specific needs of municipalities. To that end, two initiatives that have been promoted with the support of PC must continue:

• Increase the number of Justice Houses, placing priority on taking this mechanism out to the regions and tying it in to the formal justice system.

• Redefine the scope of the Justice of the Peace and Equity Conciliators mechanisms. The goal here is to coordinate those mechanisms with the formal justice system. This work includes activities such as the establishment of control and follow-up systems, training, and regulatory reforms.

   − Strengthen state capacity to defend and promote HR

   i. Defense and promotion of human rights

The Colombian government has shown its strong commitment to the defense and
promotion of human rights. Thus, with the goal of strengthening its capacity for investigation, adjudication, and punishment of HHRR violations, the Colombian government produced the document CONPES 3411 of 2006. The CONPES document proposes combating impunity by overcoming obstacles that block or complicate discovering the truth in the case of HHRR violations, punishing those responsible, and making reparation to the victims.

The policy for the defense and promotion of HHRR, formulated under the leadership of the Office of the Vice President of the Republic, defines four strategic cores: institutional and organizational development; resource administration, especially development of human resources; attention to victims and witnesses; and specific operating conditions for investigation and sanction. The policy has a direct impact on the State institutions concerned with protecting human rights.

The policy is programmed to be executed during the 2006-2009 period and entails a significant fiscal effort for the country. Of the US $17 million budgeted, Colombia will contribute US $9.5 million and the remainder will hopefully come from international cooperation.

ii. Prevention and protection of HHRR

The Colombian State, led by the MIJ, will strengthen and consolidate the Early Warning System (SAT) and the Inter-institutional Committee for Early Warnings (CIAT) to opportunely prevent large-scale violations of HHRR. It will consolidate the protection of specific population groups, through the Project for Attention to Communities-at-risk (PACR), and the implementation of protection measures for people and communities for whom precautionary and provisional measures have been adopted by the organs of the Inter-American System. The government will also incorporate HHRR public policy in

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17 Conpes Document No. 3411 of 2006. Política de lucha contra la impunidad en casos de violaciones a los derechos humanos e infracciones al Derecho Internacional Humanitario, a través del fortalecimiento de la capacidad del Estado Colombiano para la investigación, juzgamiento y sanción. (Policy for the fight against impunity in cases of violations of human rights and breaches of International Humanitarian Law, through the strengthening of the capacity of the Colombian State for investigation, adjudication and punishment.) Bogotá. National Department of Planning. Available at www.dnp.gov.co.

18 These institutions are the Superior Council of the Judicature, the Office of the Public Defender, the Office of the National Director of Public Prosecutions, the National Penitentiary and Incarceration Institute, the Office of the Inspector General of the Nation (Procurador General), and the Office of the Vice President of the Republic.
regional and local development plans and will equip the most vulnerable population groups with self-protection tools.

The information system at the HHRR Observatory at the Office of the Vice President of the Republic will be strengthened, and communication and education in HHRR will be enriched. This will culminate in the design and implementation of a National Plan for HHRR Education (PLANEDH). Lastly, priority will be given to prevention of anti-personnel mines injuries and attention to victims of anti-personnel mines (APL).

According to the National Development Plan 2007-2010 "Community State: Development for Everyone," the government will complete the design and implementation of the National Plan for HHRR Action, whose promotion and completion has been taken on as a priority task by the State. The Plan considers HHRR as a whole as well as the interdependence between civil, political, economic, social, and cultural rights. It will encourage the application of international HHRR treaties. In addition, it will provide guidelines for State action and will connect the national government with the organizations of civil society.

The Plan includes several core issues, such as:
- Promoting a human rights culture
- The right to life, liberty, and well being
- The fight against discrimination and the promotion of economic, social, and cultural rights and the right to identity
- Access to justice and the fight against impunity.

iii. Labor Rights

It is important to emphasize the decided commitment by the Colombian government to continuously improve the well being of workers and to guarantee the full exercise of their labor rights. The Colombian State recognizes that guaranteeing labor rights and better working conditions promotes worker productivity, increases the amount and quality of domestic production, provides for better remuneration of productive factors,

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20 Information provided by the HHRR and IHL Department at the Ministry of Foreign Relations.
and creates incentives for domestic and foreign private investment. Therefore, the state advocates a labor market in line with international standards, offering dignified working conditions, and it protects the life and well being of the members of workers’ unions.  

With regard to the human rights of workers, the Office of the Prosecutor General is following the recommendations made by the Freedom of Association Committee, and has adopted concrete measures for the follow-up and promotion of investigations. For that reason investigative sub-units were formed in some of the Section Prosecution Departments and in the National Human Rights units. A special investigative group was set up to carry out investigation of cases related to attacks on the life and physical well being of union workers.

On September 15, 2006 an inter-administrative agreement was signed between the government and the Office of the Prosecutor General to promote the investigation of cases of violations of the human rights of union workers. The goal of the agreement is to develop strategies for resolving cases, and to adopt inter-institutional, national, and local plans and programs as required.

It is worth highlighting the US $1.7 million contributed by the national government, as well as the personnel contribution made by the Office of the Prosecutor General. Thirteen specialized prosecutors were transferred, plus 5 prosecutors from the National HHRR Unit, who will be supported by more than 50 investigators. The importance of this contribution lies in the possibility of clearing out hundreds of cases that are currently tied up on the docks.

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21 During the 155th International Labor Conference (June 2006), the social negotiators and the government presented to the regulatory commission an “Acuerdo tripartito por el Derecho de Asociación y la Democracia”, (Three-way Agreement for the Right of Association and Democracy) in which the government of Colombia made a commitment to reach an agreement with the International Labor Organization (ILO) and, with the support of the social negotiators, a renewed presence of the Organization through permanent representation to promote dignified work.
III. Component to open markets

a. Background

Graph 11 summarizes the main lines of action for this component. The national government believes that strengthening and internationalizing the economy are key elements for substituting illicit activities for legitimate and profitable options.

On a secondary and regional level it can be observed that productive activities that are integrated to the world market, and the Colombian regions in which those activities take place, have been able to modernize and have progressed in a larger measure than those that have not expanded internationally. The Colombian government is certain that opening markets increases the efficiency with which resources are assigned. It improves conditions for market access, both quantitatively and qualitatively. Opening markets also positions national exports in the world market, and strengthens political ties between countries. Based on that belief, in 2004 the government established an *Agenda for the dynamic integration of Colombia and the world*.

![Graph 11. Component to open markets](image)

<table>
<thead>
<tr>
<th>GENERATE EMPLOYMENT /REDUCE POVERTY</th>
<th>INCREASE LEGAL ALTERNATIVES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Comprehensive strengthening of the economy</td>
<td>Free Trade Agreements</td>
</tr>
<tr>
<td>➔ Develop internal agenda for competitiveness</td>
<td></td>
</tr>
<tr>
<td>➔ Implement the Sure Agro Income Program</td>
<td></td>
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<tr>
<td>➔ Reduce production costs for agricultural products</td>
<td></td>
</tr>
<tr>
<td>➔ Build infrastructure for development</td>
<td></td>
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</tbody>
</table>

**GOALS**

- ➔ Sustain 5% growth
- ➔ Investment rates of 25.3% of the GDP
- ➔ Reduce unemployment to 8.6%
- ➔ Increase the ratio of openness to 43.1%

b. Objectives
One goal for the opening markets component is high, long-term growth rates from a stronger economy and even better results from the macroeconomic policy. Another goal is greater autonomy for the programs promoted by international cooperation through a healthy fiscal policy. Basically, the idea is to consolidate the economic strength of recent years and make it sustainable over time in order to guarantee a greater reduction in poverty based on effective reductions in inequality.

c. Lines of action
To achieve these objectives, the internal market’s limitations on modernization and high and sustained economic growth must be overcome. The model for economic development must look outside of Colombia. This will be done using two sets of intimately related activities during the 2007-2010 period.

− Comprehensive strengthening of the Colombian economy
The national government will foment investment so that it reaches at least 25.3% of the GDP in 2010. The employment rate, on its part, should grow at an average rate of 3.1%, which would lead to an average unemployment rate of 8.6% in 2010.

The country recognizes the importance of healthy macroeconomics as the basis for any successful economic development model. Thus, the national government will introduce three fundamental reforms to guarantee healthy public finances and macroeconomics: a tax reform, a financial reform, and a reform to the General Participation System. Colombia is also aware that it must get ready for more open markets in order to take maximum advantage of the opportunities offered, and to mitigate any difficulties produced by economic transitions. Domestic23 and local24 competitiveness must be sharpened to attract private investment. The Colombian government has therefore included two components related to the economic strategy in the National Development Plan 2007-2010 “Community State: Development for Everyone.”

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23 By 2010, highway infrastructure will have been expanded by 1,250 Km., port capacity will have increased by 50 million tons per year, railway capacity will have increased by 14.4 million tons per year, and it will be possible to transport up to 7% of total cargo on rivers.
24 The goal is to develop rural financing instruments that are more accessible, in which loan placement with public resources will increase by 15%. The plan is to have 75 thousand new hectares upgraded with irrigation and drainage systems, as well as 400 thousand hectares rehabilitated and improved.
The first component focuses on productivity and the ability to compete. The main program in this line is called Internal Agenda. The program prepares all the regions of the country to face the challenges brought by more open markets. To implement the Internal Agenda for Productivity and Ability to Compete, the national government organized on a regional level 96 forums and 1,638 meetings where 36,651 people participated. Simultaneously, it organized 151 workshops for 25 sectors in the national economy, attended by 3,427 people. Subsequently, and with the purpose of validating the proposals made by the regional Internal Agendas and the cross-cutting lines of action defined by the national government, 13 workshops were held with the participation of 70% of the Mayors and 75% of the Governors of the country. In addition, with the purpose of getting feedback on the regional Internal Agenda proposals already validated, 13 regional workshops were held with the participation of 60% of all Congresspersons, and representatives of regional institutions, the private sector, and the national government.

The national government has allocated US $6,777 million for increasing and improving the physical capital of the nation through six strategies to improve competitiveness and facilitate operations:

- New highways for competitiveness (highway corridors)
- The construction of complementary arteries for competitiveness
- Optimum maintenance of existing roadways
- More efficient railways
- Improved river transportation
- Better structured transfer nodes (ports, airports, and border crossings)

The Internal Agenda program, together with the communities, has identified products and services with export potential. It has also identified the main deficiencies in infrastructure, productivity, and institutional infrastructure that make it difficult to take advantage of more open markets and to reduce possible losses. It then developed plans, programs, and projects for each region to resolve those deficiencies.

The Internal Agenda will be accompanied by the National System of Competitiveness to coordinate regional and national public policy in seven priority areas of action for the
years to come:

- Entrepreneurial development
- Agriculture and livestock development
- Savings, investment, and financing
- Physical capital
- Technological development
- Human capital
- Institutions and policies

The second component focuses on the rural sector, and specifically on growth in the agricultural and livestock sector. The purpose is to protect the income of farmers and facilitate their adjustment to the new market conditions produced by opening markets. Among other programs, the government has designed the *Sure (?) Agricultural Income* (AIS) program, which provides supports to producers (especially small and medium-sized producers) in order to improve their ability to compete and improve their productivity.

It also provides sector economic support, especially for crops that will be more exposed to competition due to drastic changes in trade policies. The national government has allocated US $692 million to implement this program.

It is clear that opening markets is fundamental for the growth of the agricultural and livestock sector. In order to assure an effective insertion of the rural sector into the world market several “strategies to create incentives for improvements in productivity and costs reduction to achieve relatively lower production prices, and to foment compliance with corresponding health and technical standards, which are indispensable for real access to markets." have been identified. ²⁵

Successfully combining these two components with the flux of investment resources into the entire country will generate quality employment and take advantage of Colombia’s export potential in favor of the modernization and sustained growth of the economy. It
has been estimated that in the long run these lines of action will:

- Increase legal agricultural production by more than 10 thousand tons per year
- Employ almost 1.5 million additional people in legal agricultural activities
- Raise the average annual growth rate for private investment to 6.3% during the four-year term
- Increase the percentage of total investment compared to GDP to 25.3% and that of direct foreign investment to 2.8%
- Increase total exports by 12.8% and non-traditional exports by 21.7%
- Reach a openness coefficient of 43.1%
- Quadruple growth in the overall productivity of the economy
- Reduce the unemployment rate to 8.6%
- Keep the growth rate high and sustained.

An increase in exports and expansion of legal employment alternatives will reduce fiscal pressure on the government, allowing the country to gradually take over the programs and capabilities included in the framework of the Plan.

To the degree that Colombia can take advantage of trade agreements, both agreements in effect and others still to be signed, to strengthen positive trends and growth in the economy, the Colombian State will have the stability and resources required to assume responsibility for Plan Colombia activities that are now supported financially by the US.

### Market access through Free Trade Agreements

Parallel to the comprehensive strengthening of the economy, the national government must overcome the external barriers that currently limit the local economy's involvement in international markets. The Colombian State is therefore committed to

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25 “Community State: Development for Everyone” Chapter 4 Crecimiento alto y sostenido. La condición para un desarrollo equitativo (High and Sustained Growth. A necessary condition for just development),” pg. 376.
26 Colombian studies show that signing an FTA with the USA will generate higher levels of productivity in medium-sized and large companies.
27 Recent investigations show that signing an FTA could push the horizon out thirty years for capital accumulation, and, in the long run, increase the level of important macroeconomic variables by an average of 41% (GDP, private consumption, demand for productive factors). It is also estimated that the remuneration of productive factors in the medium run could increase by an average of 12%.
continue negotiating with different countries to expand the number of foreign markets granting access on a competitive basis to national goods and services. This assumes Free Trade Agreements will be signed that will dismantle a good portion of non-tariff trade barriers and will include a liberalization of services. The first would cancel out the fiscal cost of reducing custom duties due to greater tax revenues from increased investments and economic activity. The second would make labor-intensive sectors (unskilled and rural) the main beneficiaries of the more open markets.

FTAs will have a positive effect on small and medium-sized companies (PyMES in Spanish), which represent more than 90% of the Colombian productive sector. Given the geography and productivity of Colombia, the PyMES will become the starting point for a virtuous dynamic triggered by more open markets and fueled by job creation and the efficient assignment of resources in the entire nation.

Technical studies show that Free Trade Agreements will increase exports in real terms and increase the openness coefficient. In addition, it has been calculated that signing those agreements will stimulate additional growth in the GDP. One of the most significant conclusions reached by some investigations, however, is that the FTAs will help to reduce poverty, making them on the whole a very valuable instrument for fighting the world drug problem and its associated problems.

As has been demonstrated, a comprehensive strengthening of the economy is a fundamental element in the fight against the world drug problem. When combined with social strategies and the Democratic Security Consolidation Policy, it will lead to progress in economic development and the definitive elimination of the narco-terrorist organizations.

IV. Comprehensive social development component

The national government’s social strategy is based on pursuing still further the policies and programs that have worked so far, giving special relevance to population groups that, for whatever reason, are in a vulnerable situation. Likewise, combining economic and social policies will be effective for stopping drug trafficking and violence.
a. Objectives
Graph 12 summarizes the main goals of this component. It should be kept in mind that the strategy for comprehensive social development suplements the economic policy, which is based on high and sustained growth rates. The combination of these two strategies will further the results from the fight against the world drug problem and terrorism. The goal of this component is to continue and strengthen social policy, in such a way that the quality of life of the Colombian people as a whole is improved.

Graph 12. Social component

- Activate the Network to Overcome Extreme Poverty (JUNTOS)
- Universal coverage in health and basic education
- Development in zones recovering democratic institutions
- Strengthen the CCAI as a tool for State legitimization
- Reduce poverty and promote justice
- Register 7 million poor Colombians in JUNTOS
- Establish 80 thousand new Forest Guard Families
- Affiliate 50 thousand new families in Productive Projects
- Include 1.5 million peasant and poor urban families in the Food Security Network

b. Lines of action
With the goal of consolidating State presence across the entire national territory, and improving the socioeconomic conditions of the entire Colombian population, the Colombian government will continue and will strengthen its social policy. To implement this component, the national government included eight lines of action in the National Development Plan 2007-2010 “Community State: Development for Everyone”:

1. Poverty and vulnerable population groups
2. Market and labor relations
3. Social protection system
4. Opportunity bank
5. Friendly cities
6. Infrastructure for development
7. Justice in rural regions
8. Disaster prevention and response

With regard to these eight lines of action, the national government, through the Presidential Agency for Social Action and International Cooperation, will develop a group of programs specifically aimed at improving the socioeconomic conditions of the most vulnerable population groups affected by poverty and the violence produced by the business of illegal drugs.

It is important to underline that the Alternative Development Program overlaps with this component, because it concentrates its attention on generating alternatives for legal income for families located in territories affected, or at risk of being affected, by illicit crops and other activities associated with the production, processing, and traffic of illicit drugs. Colombia is undergoing a series of institutional reforms to strengthen alternative development and its coordination with other programs and initiatives in the national government’s social policy.

Each of the programs described below contains specific actions to reach the indicated goal. The programs are:

- **Network to Overcome Extreme Poverty (JUNTOS)**

The JUNTOS network is a basic strategy for preventing and overcoming extreme poverty. According to the National Development Plan 2007-2010 “Community State: Development for Everyone”, the Network is part of the Social Promotion System and has the goal of guaranteeing access by the poorest and most vulnerable population groups to public goods such as housing, education, health, basic improvements, food security, and financial services. It seeks the effective incorporation into the State’s social services of 1.5 million families or seven million Colombians from the poorest households, in order to help them to definitively escape from poverty. Its actions are oriented toward

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28 The Network to Overcome Extreme Poverty (JUNTOS) was created by means of the Social CONPES Document No. 102 in September 2006. Available at www.dnp.gov.co.
integrating national, departmental, and municipal social services so that the different services can work together on behalf of the family. It will provide accompaniment during transition, and preferential access to those families, so that the State’s resources and interventions can guarantee minimum quality of life conditions not covered. And in a framework of shared responsibility with the users of the services, the families will make a commitment to get out of their situation of extreme poverty.

The core of JUNTOS will be the Families in Action Program, which grants education and nutrition subsidies to 1.5 million families. It is expected that the percentage of Colombians below the poverty line will decrease from 49.2% to somewhere in the range of 35% - 39% in 2010, and the number of Colombians experiencing extreme poverty will also go down from 14.7% to 8%.

The network will channel investments in the amount of US $7.633 million during the 2006-2010 period.

- **Food Security Network (RESA)**

The main objective of RESA is to create incentives for Productive Projects that will generate food for self-consumption and improve habitability. This will create incentives for population groups at risk of displacement to stay in rural areas and/or allow displaced groups to return to their land. To reach those goals, 1.5 million peasant and poor urban families will be involved in the Food Security Network (RESA). Fifty thousand families will be tied in to agribusiness, agro forestry, and forestry Productive Projects. And families will be added to the Forest Guard Family program, reaching 80,000, with the goal of having at least 80% of them to execute Productive Projects. All of this will lead to improvements in quality of life indicators in seven priority regions.

The Forest Guard Families Program, created in 2002, has offered legal options for employment and income to 51,000 families (close to 250,000 people), keeping 1,250,000 hectares free from illicit crops and recovering and conserving more than 330,000 hectares of primary and secondary forest, and cleared fields. The successes in sustainable projects in five main productive lines, namely coffee, cacao, rubber, palm
oil, and forestry products, have been notable.

The program also seeks to consolidate the formation of mini productive and social chains in more than 100 Colombian municipalities in the 32 provinces (Departmentos). It especially supports income generation for families once connected to illicit crops that have become involved in the Forest Guard Families Program. It also has a program for recovering unproductive assets in the Colombian countryside through organizing families involved with illicit crops and recovering social and productive infrastructures that have been abandoned.

Lastly, more than 200 infrastructure works will be executed to rebuild municipalities and homes affected by violence, and to develop social and productive projects to improve the quality of life of populations tied to illicit crops.

- Center for the Coordination of Integrated Action (CCAI)

One of the goals of this component is to continue the CCAI’s work in inter-agency coordination to implement the Strategies for Social Recovery of Territory (RST for the Spanish) in regions now recovered by the public security forces. For the 2007-2010 period, the CCAI will generate greater governability, legitimacy, credibility, and citizen confidence in the State and in themselves as a community. The CCAI has defined three working fronts for the RST: first, to consolidate interventions in 53 priority municipalities. Second, to support the coordination of the RST for 332 villages given priority by the National Police. And third, to disseminate the strategy for Inter-agency coordination for the RST in regions without CCAI intervention.

The CCAI will continue to work so that each one of the national institutions, in coordination with the public security forces, the governors’ and mayors’ offices, the private sector, social organizations, and the community, can have an influence on the

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29 These municipalities are located in the Departments of Arauca, Antioquia, Chocó, Norte de Santander, Cauca, Córdoba, Cesar, La Guajira, Magdalena, Nariño, Caquetá, Guaviare, Meta, and Putumayo.
action plans and budgets developed in response to the priority placed on these municipalities. In this way decisions regarding social investments can be made based on solid criteria, and public value will be generated based on inter-agency coordination, especially between civilians and the public security forces.

− **Attention to the Afro-Colombian Population**

With respect to actions and perspectives for the Afro-Colombian population group, the National Development Plan 2002-2006 “Toward a Community State” incorporates strategies to strengthen socio-cultural recognition and to improve the living conditions of ethnic groups, and in particular the Afro-Colombian population.

During the four-year term, 2006-2010, advances were made in multiple areas, including:

- The issuance of new collective titles to communities, meeting 91.5% of the established goal (5.6 million hectares)
- Expansion of coverage in fundamental sectors for improving quality of life, such as health and education, including support for access to superior education
- The development of ethno-education projects
- A Comprehensive Long Term Development Plan in benefit of the African-Colombian population group in the entire nation, in the framework of the High Level Consultation of Black Communities (a mechanism for interaction between the government and the representatives of said communities).

Complementary to these actions, affirmative action policies have been formulated for this population group (CONPES 3310 of 2004), and for regions with a high concentration of Afro-Colombian people such as the Pacific, the Atrato sub region, and the municipality of Buenaventura.

Nevertheless, and in recognition of the persistence of problems such as poverty and unacceptable living conditions, weak organizations and democratic institutions, and serious consequences from violence, the National Development Plan 2007-2010 “Community State: Development for Everyone” included a chapter specifically oriented
toward strengthening recognition and protection of ethnic groups, and promoting inter-
cultural processes and specific strategies for Afro-Colombian and Raizal groups. All of
these measures also touch on key issues such as territory and environment, governability
and the sustainability of democratic institutions, protection of human rights, and
socioeconomic and social development.

These goals imply developing information systems, modifying institutions, strengthening
interaction and participation processes, and culminating the formulation of the Long-
term Plan for Comprehensive Development with the different regions. In addition, it
must be done in such a way that it expresses the diversity of realities and visions of
these population groups.

− Universal coverage in basic education by 2010

The Colombian State recognizes education as a universal right. Education is also an
essential tool for promoting equality and fighting poverty through better distribution of
human capital and the construction of more favorable conditions for generating income
for the individuals and families that make up our Colombian social capital.

With this purpose, and according to the National Development Plan 2007-2010
“Community State: Development for Everyone”, the Colombian government will
strengthen the Education System for Human Capital (SFCH in Spanish) and the National
Vocational Training System (SNFT in Spanish), under the criteria of public efficiency.
The SFCH will increase educational coverage (100% in basic education, 73% in middle
education, and 34% in superior education) and reduce repetition of grade levels and
dropping out (to 4% and 5% in basic and middle education, respectively, and to 10% in
superior education).

The SNFT will be used as the preferred scenario for vocational training, by increasing the
spots available for professional training, by increasing the hours taught, and by
expanding virtual education. These actions will train close to 1.2 million skilled workers
by 2010.
- Universal health coverage by 2010

According to the National Development Plan 2007-2010 “Community State: Development for Everyone”, the goal of the Colombian Social Protection System (SPS) is to close social and regional gaps based on the principles of solidarity and social responsibility. In health, the Colombian government will use the SPS to improve access to services and increase affiliation in the General Social Security System for Health (SGSSS in Spanish). This will generate greater well being for households and increase their ability to compete. It is expected that 100% of the poorest and most vulnerable population groups (Sisbén levels 1 and 2) will be affiliated with the SGSSS, facilitating access to services through better geographic distribution of health services.

Proper direction, regulation, supervision, and control of the System will put vaccination coverage at 95%, and decrease infant and maternal mortality rates by 3.5 and 20 percent respectively. It will also make it possible to reduce child malnutrition by 2%, and mortality from Malaria and Dengue Fever by 85% and 93%, respectively. These actions will significantly improve public health and well being.

- Reduced poverty and greater equality in rural regions

Although these policies are national in nature, the difficult situation experienced by rural areas in Colombia merits specific initiatives for rural sectors and people. As indicated in the National Development Plan 2007-2010 “Community State: Development for Everyone”, the government has set the following goals:

- To reorient the existing order in landholding and ownership, facilitating formal access for productive and legitimate uses, guaranteeing territorial integrity for ethnic minorities, and taking away any incentives for unproductive uses.
- To promote rural entrepreneurial initiative, by fomenting greater value added activities (tourism and agribusiness) and accessible, flexible, and affordable loans.

Putting these two programs in motion requires that the democratic institutions be strengthened by making the administration and coordination of government institutions responsible for the rural sector more efficient and effective.
V. Component for comprehensive attention to displaced persons

a. Objectives

Graph 13 summarizes the main lines for this component. Its objective is to form a State policy to facilitate comprehensive attention to persons displaced by violence and to end their displacement.

Graph 13. Component for comprehensive attention to displaced persons

<table>
<thead>
<tr>
<th>COMPREHENSIVE ATTENTION TO DISPLACED PERSONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Large-scale affiliation of DP to the Network to Overcome Extreme Poverty and Families in Action Program</td>
</tr>
<tr>
<td>Meet budget goals for comprehensive attention to displaced persons</td>
</tr>
<tr>
<td>Strengthen information systems</td>
</tr>
<tr>
<td>Strengthen the Single Registry for Displaced Persons</td>
</tr>
<tr>
<td>Continue the Program to Protect Lands and Assets of Displaced Persons</td>
</tr>
<tr>
<td>Enrich plans for attention in large cities by emergency humanitarian aid</td>
</tr>
<tr>
<td>Achieve socioeconomic stabilization of displaced persons</td>
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</tbody>
</table>

b. Lines of action

Given that displaced persons (DP) are a priority for the Colombian State, the actions designed to provide them with comprehensive attention will take place through a group of sector programs. Those programs may be regular programs that are part of the social policy, adjusted programs, or specific programs for attending DP, all of them aimed at overcoming this problem via comprehensive intervention. The attention will meet needs in the phases of prevention and protection, emergency humanitarian attention, and socioeconomic stabilization, with the goal of producing the right conditions for overcoming the vulnerability produced by displacement, and for providing the security and protection needed to promote the sustainability of the solutions.

The government has programmed the following actions:
• To strengthen the Single Registry for Displaced persons (RUPD in Spanish), in order to profile the households experiencing displacement and to find out in which stage of attention they are. This process is also fundamental for improving public policy decision-making by the government and assignment of the allocated resources. The information systems for the entities in the National System for Comprehensive Attention to Displaced Persons (SNAIPD in Spanish) must also be strengthened to better design, execute, follow-up, and evaluate the policy for the attention of displaced persons.
• To design and apply methodological tools so that information at the national, regional, and municipal level will be better coordinated and mutually complementary.
• To affiliate all displaced persons with the Network to Overcome Extreme Poverty (JUNTOS) and with the Families in Action Program.
• To develop a conceptual framework to define under what conditions a displaced family should be characterized as socially and economically stable and, subsequently, to design and apply a group of sector indicators to measure that level of stability.
• To meet the budget schedule established by CONPES 3400 of 2005 on Goals and priorities for budget resources for attending persons displaced by violence in Colombia. That document establishes the rhythm for resource allocation that will gradually meet the needs of displaced persons during the 2007 - 2011 period.
• To enrich schemes for emergency humanitarian aid in the main cities that receive displaced persons, and for the implementation of comprehensive psychosocial attention and transition assistance in the move toward socioeconomic stabilization.
• To develop priority projects in the areas of housing and land, employment, and income generation for the socio-economic stabilization of displaced persons.
• To continue the program to protect the land and assets of displaced persons, establishing it as an institution and giving it farther-reaching effects.

In order to overcome the phenomenon of forced displacement due to violence, the national government has established a policy for prevention and attention to this
particularly vulnerable population group. To execute this policy, the national
government has budgeted an investment of more than US $1,200 million for programs
specifically aimed at this group.

VI. Demobilization, Disarmament, and Reintegration Component (DDR)
a. Background
As a result of a strengthened State and of the constant pressure exerted by the public
security forces, the illegal armed groups decided to enter into a negotiation process
with the Colombian government. This negotiation in turn has begun a process of
demobilization, reintegration, and disarmament which is atypical in the international
context, albeit it has a long tradition in Colombia.  

Colombia is the only country that has carried out DDR in the middle of on-going armed
violence with groups with whom there are no peace agreements. It is also the first time
that two types of DDR, collective and individual, with their different motivations and
implementation methods, are being carried out at the same time. This challenge for the
State has been supplemented with the development of norms for the social and
economic reintegration of demobilized persons whose legal situation is cleared. Those
same norms regulate the prosecution of combatants accused of crimes against humanity
and immediate reparation for victims. Law 782 of 2002 and Law 975 of 2005 -the
Justice and Peace Law- regulated by decree 4760 of the same year, give the Colombian
State the authority to carry out these tasks.

It is important to note that the demobilization, reintegration, and disarmament
component is framed within the third objective of the Strategy for International
Cooperation, Reconciliation, and Governability. This objective emphasizes the
importance of a renewed offer of cooperation from the international community,
cooperation that will be oriented toward strengthening the Rule of Law and promoting

30 During the nineties, different illegal armed groups signed peace agreements with the government. These
sought to dismantle their structures, demobilize, and reintegrate their members (4,715 people engaged in
this process).
human rights, regional development, and humanitarian aid. It also invites the international community to move ahead with decision and practicality to create economic alternatives for the population group that has reintegrated into civil life, and for comprehensive reparation for the victims of violence, in the framework of the work carried out by the National Commission for Reconciliation and Reparation.

b. Objectives

This component gives continuity to the Demobilization Program for members of illegal armed groups, and strengthens the Reintegration Program, thus facilitating the return of former combatants to society.

c. Lines of action

Graph 14 summarizes this component’s lines of action.
Graph 14. Component for Demobilization, Disarmament, and Reintegration (DDR)

To consolidate the demobilization, disarmament, and reintegration process

- Strengthen the High Commissioner for Economic and Social Reintegration
- Build a National Action Plan for Reintegration
- Design and apply a policy to prevent child recruitment by the illegal armed groups
- Descentralize the reintegration policy
- Strengthen a Single Information System
- Design and apply a system to monitor and accompany demobilized persons
- Consolidate participation by the private sector and civil society
- Coordinate national and local policy

In response to the new institutional challenges presented by this component, the national government, through the High Commissioner for Economic and Social Reintegration, will take the following actions:

- Strengthen the institutions overseeing the policies for the attention to demobilized persons, by creating the High Commissioner for Economic and Social Reintegration. The High Commissioner will be responsible for designing, coordinating, and evaluating the policy for the reintegration of people and illegal armed groups that demobilize or lay down their weapons on an individual or collective basis.
- Build a National Action Plan for the programs, strategies, and goals required for the reintegration into civil life of people or illegal armed groups that demobilize or lay down their weapons either on an individual basis or collectively.
- Design and apply a policy to keep illegal armed groups from recruiting children.
- Make psychosocial attention and education a priority as elements that promote inclusion.
- Include nuclear families actively and directly in the process.
- Include the receiving communities in the reintegration process.
• Decentralize the policy for social and economic reintegration by coordinating local and regional reintegration plans, starting with Cesar, Magdalena, Córdoba, and Urabá in Antioquia.

• Consolidate participation by the private sector and civil society in general in the social and economic reintegration policy.

• Create a single information system in order to monitor and evaluate the actions and results of the demobilization and reintegration policy in a manner that is agile, opportune, and reliable.

• Design and apply a system for monitoring and following up during and after the involvement of demobilized persons in the attention programs, in order to guarantee that they will remain involved in legitimate activities.

• Coordinate national and local policy for social and economic reintegration with the Colombian State’s social policy and employment policy.

Parallel to these efforts, the National Police, the National Ministry of Defense, and the MIJ, with technical and financial support from USAID and Georgetown University, have implemented, since 2004, the Safe Departments and Municipalities Program (DMS for the Spanish)\textsuperscript{31}. Starting in 2006, a large portion of the DMS actions has taken place in 115 municipalities tied to the demobilization process for the illegal self defense groups. The project in those municipalities\textsuperscript{32} strengthens the democratic institutions to promote peaceful coexistence and public security, and is funded by the Presidential Agency for Social Action, international cooperation, and the National Police.

\textsuperscript{31} The DMS has three fundamental objectives: a) make sure regional authorities and the Police are familiar with and apply the legislation currently in force for managing public security and order, b) ensure that mayors and governors assume their constitutional and legal responsibilities for security and public order, and, together with regional authorities and the citizens, execute and evaluate comprehensive plans for peaceful coexistence and citizen security, and, c) make the administration of public policies for peaceful coexistence and citizen security a function of the democratic institutions in all the municipalities and Departments of the country.

\textsuperscript{32} These 115 municipalities are in the provinces (Departamentos) of Nariño, Valle del Cauca, Antioquia, Chocó, Tolima, Bolívar, Sucre, Córdoba, Norte de Santander, Arauca, Magdalena, Meta, Vichada, Cundinamarca, Boyacá, Casanare, and Risaralda.
4. CLOSING REMARKS

As explained in this document, Plan Colombia has been a successful strategy that has favorably contributed to the change that has taken place in the country over the last decade. This change is due, in good part, to the fact that the significant resources contributed by Colombia have been complemented by generous contributions from the international community, and in particular from the USA. This joint effort, without precedents in the history of the country, has generated the right environment for recovering security, for economic growth and for social development, and, in general, for the improvement in the living conditions of more than 40 million Colombians.

Now we must consolidate the achievements arrived at, harvesting the benefits derived from them, and ensuring the maintenance and improvement of the objective conditions that have made those advances possible. Nothing could be more harmful at this crucial juncture than to ease up the pressure placed on the activities of the illegal armed groups and other violence generating factors, which would be the inevitable result of a reduction in available resources.

The strategy for economic and social development of the country expressly includes opening new markets as a mechanism for generating income, employment, and growth. To the extent that we can take advantage of the different trade agreements and we strengthen the positive growth trend of the economy, the Colombian State will have the stability and the resources to take on the activities that have been funded by Plan Colombia.

The challenges currently facing Colombia are no less serious than the ones it faced in 1999. Colombia must continue to invest financial and human resources of considerable magnitude and, just as it has been in the past, it expects to keep counting with the determined backing and support from the international community.

Fundamental to the execution of this Plan for 2007-2013 is a proper preparation on the part of Colombia to assume the administration and management of the Plan Colombia programs. The Colombian State will thus go through a transition period during which it
will take measures required to this effect. A basic element for guaranteeing the success of this process is greater flexibility in the implementation of the components of the different programs. From this perspective, personnel training and instruction has begun to instill capacities to execute the programs, and plans are being designed for their correct and efficient administration.

The Colombian government therefore believes it is of utmost importance to consolidate the results obtained so far, and that it needs the definitive participation of international cooperation to do so. The Strategy presented here seeks to consolidate the confidence of Colombians and the rest of the international community in the country and is premised on the conviction that generating conditions of normality and peace, together with actively promoting human rights, is an indispensable prerequisite for ensuring the economy’s competitiveness and, thus, for generating wealth and growth for everyone.

In synthesis, this document is an invitation to the international community, based on the principle of shared responsibility, to get involved with this Strategy to Strengthen Democracy and Promote Social Development. Without a doubt it will guarantee a more prosperous future for all Colombians by definitively neutralizing the narco-terrorist threat and by promoting inclusive and just economic development.
## 5. ATTACHMENTS

**Attachment 1.**

### Table 1. Lines of action, plans, and programs under the Democratic Security Consolidation Policy

<table>
<thead>
<tr>
<th>Actions to face threats to the population</th>
<th>Actions for the sustainability of the policy</th>
<th>Structural reforms within the public security forces</th>
<th>Actions to improve the efficiency and transparency of the use of public resources</th>
<th>Actions to strengthen relationships with the community</th>
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</thead>
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<tr>
<td>Fight against drug trafficking</td>
<td></td>
<td>Program for the Wellbeing of the Public Security Forces</td>
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<tr>
<td>Security Policy in the Demobilization Zones</td>
<td></td>
<td>Plan for the Coordination and Definition of the Roles of the Public Security Forces</td>
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<tr>
<td>Borders Plan</td>
<td>Defense and Security Law</td>
<td>Creation of a Center for Strategic Studies</td>
<td>Program for Managerial Improvement of the Sector</td>
<td>Integrated Action</td>
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<tr>
<td>New War Plan</td>
<td></td>
<td>Program for Science and Technology</td>
<td></td>
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<td>Strategy to Strengthen Public Security</td>
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<tr>
<td>Strengthening Mobility, Intelligence, and the Standing Forces</td>
<td>Reform and strengthening of intelligence</td>
<td>Creation of the Veterans’ Office</td>
<td>Program for the standardization of goods and purchases for the sector</td>
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<tr>
<td>Policy against Kidnapping and Extortion</td>
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<td>Reform of military criminal justice</td>
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<td>Demobilization Policy</td>
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<td>Program to maintain minimum strategic capacities</td>
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<td>Steadfastness in the Use of Discretional Faculties</td>
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</table>

Source: National Ministry of Defense
Attachment 2. Elements of the Integrated Action Doctrine (DAI)

At the same time that the strength and legitimacy of the public security forces is increased, tools and mechanisms must be developed to allow the State to make combined and integrated use of its legitimate force and of its social action in fulfillment of the objective to progressively consolidate control of national territory.

The Integrated Action Doctrine has therefore been conceived as a group of principles to orient the coordinated action of legitimate force and the State’s social programs. In this sense, the consolidation of territorial control is understood to be the scenario in which the State’s authority is fully exercised thus allowing all its institutions and agencies to freely function.

Just as the degree of territorial control differs from one region to another, depending on the particularities of the different theaters of operation, the phase for consolidation of territorial control will not be implemented uniformly or simultaneously across the national territory. Priority will be placed on some regions where the degree of territorial control by the public security forces permits the development of the State’s social programs.

Elevating the principles of integrated action to the level of operational doctrine will make it mandatory to include them in the design and execution of each one of the operations carried out by the Armed Forces and the National Police in their respective theaters of operation.

Therefore the DAI will be implemented under the following principles:

1. Protecting the people and satisfying their basic needs is the first and most important responsibility.
2. Unitting efforts and coordinating between agencies, particularly between military units and civil agencies, is the key to consolidating territorial control.
3. Military and social actions are completely inter-dependent. The failure of the one will block the success of the other.
4. The military effort is secondary to the political and social effort.
5. The role of the military effort is to protect the people, identify their needs, and guarantee sufficient freedom and security so that the social action institutions can work with the population.
6. Social action is what will definitively create the stability needed for consolidating territorial control.
7. When necessary, the Armed Forces and the Colombian Police Force will carry out civilian and social tasks in order to satisfy the minimum basic needs of the people.
8. Local is strategic. Efforts and results on the local level have a strategic effect.
9. This is a medium to long-term effort. We must persevere and recognize that there is no quick way out, and there are no complete solutions.

This doctrine can be executed in two different possible scenarios. In the first scenario, the Center for the Coordination of Integrated Action (CCAI) at the Office of the President of the Republic has no means for immediately reaching the zone and, therefore, the public security forces must act to stabilize the region. In the other scenario the public security forces act in direct support to the CCAI’s efforts, given their available resources. In either of the two scenarios, coordination between the public security forces and the CCAI is a necessary condition.
Attachment 3: Strengthening the Armed Forces.

1. **Mobility.** Mobility will increase the efficiency of the operations for territorial control so that greater mobility of the troops will enable them to cover a larger extension of territory in a shorter time. During the next four years, significant resources will be allocated for increasing mobility and air transport. Medium-weight and heavy airplanes and heavy helicopters will be acquired for transportation, commando, control, and liaison work, for air assaults and extraction missions. Attack aircraft will also be acquired for close air support missions, fire support, and interdiction.

2. **Intelligence.** When facing enemies that recur with increasing insistency to terrorism, strengthening intelligence capabilities becomes a fundamental aspect. In this area the efforts will be focused on an overall strengthening of the national intelligence community and on acquiring technical equipment for intelligence and counterintelligence, and acquiring air platforms. Existing equipment must also be maintained via retrofitting and updating, and human intelligence must be strengthened.

3. **Standing forces.** Increased territorial control must necessarily be based on an increase in standing forces. In the case of the Colombian Police Force, the number of men will be increased in order to carry out stabilization operations in controlled zones. They will also carry out many other actions that contribute to continued reduction in the indexes for crime and violence in the country’s cities. The goal is to establish police stations in 200 villages where there is currently no police presence. As far as the Armed Forces, they will have the mission of undertaking shock operations in the zones where illicit crops and illegal armed groups are still concentrated. They will also be deployed in the self defense groups’ demobilization zones and in border areas. The Armed Forces will be responsible for recovering territorial control where it is still in dispute.
Therefore, the standing forces for the National Army will be increased by a total of 14,177 men, the National Navy by 1,511 men, and the Colombian Air Force by 860 men. The National Police will grow the most in this period, reaching 20,056 additional men.

4. **Maintenance of strategic capacities.** The State will continue to make use of all its strategic material to support operations against drug trafficking and terrorism, such as the use of ships and submarines for surveillance and maritime interdiction of drugs and weapons, as well as its combat aircraft for air fire support against targets in the terrorist groups.

In response to a principle established by the Ministry of Defense, Colombia will not acquire any equipment that will not be used directly for the fight against drug trafficking and terrorism. The resources allocated to this program, therefore, will have the sole objective of retrofitting equipment already existing and in use, as well as some minor acquisitions to this end.