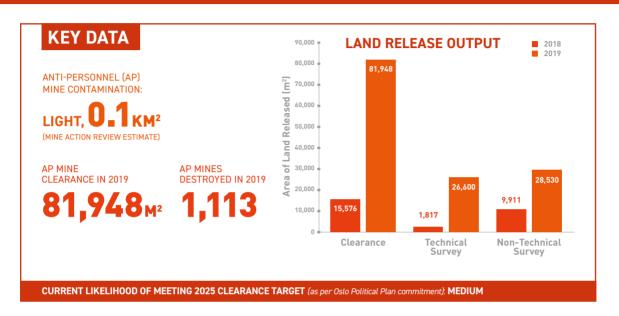
PERU



ARTICLE 5 DEADLINE: 31 DECEMBER 2024
ON TRACK TO MEET DEADLINE



KEY DEVELOPMENTS

Peru reported a massive increase in land release in 2019 compared to 2018 with its highest clearance output of the past five years. Its estimate of outstanding mine contamination continues to be unreliable with contradictory figures that cannot be reconciled by the amount of land released.

RECOMMENDATIONS FOR ACTION

- Peru should survey its outstanding mined areas to develop a more accurate baseline of anti-personnel mine contamination and report the resultant data.
- Peru should develop and implement new policies for land release to ensure that targeted clearance is being conducted as part of a comprehensive land release methodology.
- Peru should include in its annual Anti-Personnel Mine Ban Convention (APMBC) Article 7 transparency reports details of progress in implementing its "Updated National Plan for Humanitarian Demining 2018-2024". This should include an updated plan to completion with clear annual targets for land release.
- Peru should develop and implement criteria for the prioritisation of survey and clearance tasks.
- Peru should develop a gender and diversity policy and implementation plan.

ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

Criterion	Score (2019)	Score (2018)	Performance Commentary
UNDERSTANDING OF CONTAMINATION (20% of overall score)	4	4	No progress was made in 2019 towards establishing an accurate estimate of anti-personnel mine contamination. Reported figures cannot be reconciled with the amount of land released in 2019 and continue to be inconsistent across reports and reporting periods.
NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT (10% of overall score)	6	6	Peru has the requisite legislation and the necessary management structure in place to oversee demining operations. Peru funds all its own operations but there was a decrease in funding in 2019.
GENDER AND DIVERSITY (10% of overall score)	5	2	Peru does not have a gender and diversity policy and implementation for mine action. While women and children participate in mine risk education activities it is not known if this consultation extends to survey. CONTRAMINAS reported that in 2019, 20% of operational staff were female and 50% of managerial and supervisory positions were held by women.
INFORMATION MANAGEMENT AND REPORTING (10% of overall score)	5	4	Anti-personnel mine contamination, survey, and clearance figures are inconsistent and inaccurate within reports and across reporting periods. In 2019, Peru reported that it had improved information management through the introduction of new software.
PLANNING AND TASKING (10% of overall score)	6	5	Peru exceeded its land release target for 2019 in its national plan for demining 2018–2024. It provided an updated plan in its Article 7 report, but the plan lacks detail and is based on numbers of mined areas rather than the extent of contamination.
LAND RELEASE SYSTEM (20% of overall score)	7	6	In 2019, Peru introduced mine detection dogs (MDDs) to conduct technical survey and has stated that it plans to use MDDs to identify contamination and conduct clearance. There was no change in demining capacity in 2019.
LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE (20% of overall score)	6	3	Peru went from releasing 27,303m² of contaminated land in 2018 to 137,078m², of which more than half was from clearance. If it can maintain this output, then Peru should easily be able to meet its Article 5 completion deadline. It is, though, unclear whether it is sustainable.
Average Score	5.6	4.3	Overall Programme Performance: AVERAGE

DEMINING CAPACITY

MANAGEMENT CAPACITY

■ Peruvian Mine Action Centre (CONTRAMINAS)

NATIONAL OPERATORS

- Peruvian Army's Directorate General for Humanitarian Demining (DIGEDEHUME)
- Anti-Personnel Mine Action Centre (CONTRAMINAS) Security Division (DIVSECOM)
- Joint Ecuador-Peru Binational Humanitarian Demining Unit (Not operational in 2019)

INTERNATIONAL OPERATORS

None

OTHER ACTORS

None

UNDERSTANDING OF AP MINE CONTAMINATION

At the end of 2019, Peru appears to have estimated anti-personnel mine contamination at 369,212m² across 108 suspected hazardous areas (SHAs) within four "sectors" (see Table 1).¹ Peru has not identified any confirmed hazardous areas (CHAs). Its reporting of outstanding mine contamination is also inconsistent within and between reports. Estimates in its latest Article 7 report, covering 2019, vary² and also differ from the one given in its statement to the Article 5 Committee in November 2019, when Peru reported 109 SHAs remaining over 400,000m², with 5,500 anti-personnel mines said to be left to clear and destroy.³

Table 1: Anti-personnel mined area by sector (at end 2019)4

Sector	SHAs	Area (m²)
Santiago	42	70,690
Tiwinza	11	26,850
Cenepa	37	90,707
Achuime	18	180,965
Totals	108	369,212

The size and extent of the 108 mined areas varies widely, with one area only 5m^2 in size while the largest, by far, is estimated to extend over $160,000\text{m}^2.^5$ In fact, most of this large area should be released by survey, without the need for recourse to full clearance. The true amount of contaminated land is probably no more than $100,000\text{m}^2$ as Peru does not use polygons to delineate hazardous areas, despite having detailed mine maps of almost all the affected areas.

In its 2016 Article 5 extension request and "Updated National Plan for Humanitarian Demining 2018–2024" Peru stated that it would carry out survey activities to determine the size and location of the mined areas using minefield records.⁶ Although some survey was conducted in 2019, as at the end of the year all of Peru's outstanding contamination continued to be recorded in SHAs.

Mine contamination in Peru results from a 1995 border conflict with Ecuador. The mined section of the border was predominantly in the Condor mountain range that was at the centre of the dispute.

NEW CONTAMINATION

In 2019, following technical survey, two additional areas of previously unrecorded legacy anti-personnel mine contamination were located in the Tiwinza sector (Montufar Nuevo and CG-DC-5_Nuevo) of 400m² each. In the Cenepa sector, a mined area estimated at 68,000m² (PV La Media), which was previously thought to be in Ecuadorian territory, was found to be located in Peruvian territory and was therefore added to Peru's national mine action database.⁷

NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

The national mine action programme is managed by the Peruvian Mine Action Centre (Centro Peruano de Acción contra las Minas Antipersonal, CONTRAMINAS). CONTRAMINAS is responsible for setting strategy and priorities and for overall coordination of mine action activities. It consists of an Interministerial Executive Council, chaired by the Ministry of Foreign Affairs, and a Technical Secretariat, which oversees the Ministry of Foreign Affairs' Directorate of Security and Defence.⁸

CONTRAMINAS was created in December 2002 after the issuance of a "Supreme Decree", and an additional "Supreme Decree" issued in July 2005 provides additional regulation.º Directive 001 governs demining operations at the Peruvian Army's Directorate General for Humanitarian Demining (DIGEDEHUME) while Directive 006, issued by the Head of the Joint Command of the Armed Forces in 2001, regulates compliance under the APMBC.¹⁰

In its revised second Article 5 deadline extension request, submitted in August 2016, Peru estimated that US\$38.6 million would be needed to finish the job, all of which was due to be funded by the Peruvian government. This estimate was also included in its Updated National Plan for Humanitarian Demining 2018–2024. Since 2010, Peru has reported contributing about \$1.4 million annually for anti-personnel mine survey and clearance which is less than the annual amount Peru believes is needed to complete clearance by 2024. Based on the figures it has supplied, almost half of this total cost could be saved by completing clearance by 2021.

In its 2016 extension request Peru pledged to increase the annual budget to meet its requested deadline and in 2018 the annual budget was increased to \$2.36 million although it had been costed at \$3.88 million. ¹² In 2019, Peru contributed \$1.32 million to demining operations. ¹³ In addition, Peru has sought and received support from international entities. ¹⁴

GENDER AND DIVERSITY

CONTRAMINAS does not have a gender and diversity policy but it does abide by gender equality legislation established in a 2019 decree. ¹⁵ It is not known if gender and diversity are mainstreamed through the national mine action standards (NMAS) but gender or diversity in relation to Article 5 do not feature in Peru's 2016 Article 5 deadline extension request, in its Updated National Plan for Humanitarian Demining, or in its latest Article 7 report.

Women and children are included in mine risk education activities but it is not known to what extent they are consulted during survey and community liaison. CONTRAMINAS reported that it consults the National Service for Protected Natural Areas (SERNANP) about the needs of ethnic and minority groups when planning demining activities. Victim data is disaggregated by sex and age but it is not known if other relevant mine action data is disaggregated. In 2019, 20% of operational roles were staffed by women and 50% of management and supervisory positions.¹⁶

INFORMATION MANAGEMENT AND REPORTING

CONTRAMINAS uses the Information Management System for Mine Action (IMSMA) database.¹⁷ In 2019, Peru linked IMSMA with ArcGIS software to improve its capabilities to map anti-personnel mine contamination.¹⁸

Peru submits its Article 7 reports on a timely basis and reports on its progress in Article 5 implementation at intersessional meetings and meetings of States Parties. However, the quality of data in these reports is poor with frequent inconsistencies and inaccuracies both within reports and across reporting periods. The Fifteenth Meeting of States Parties, in its decision on Peru's 2016 extension request, noted the importance of Peru providing updated information on an annual basis within its Article 7 reports and said that Peru should report on progress in accordance with the Guide to Reporting.¹⁹

PLANNING AND TASKING

Table 2: Planned mine clearance in 2018-24 (Updated Plan)²⁰

Year	Sector	Mined areas	Area (m²)	AP mines
2018	Tiwinza	16	119,415	2,697
2019	Cenepa	13	92,850	627
2020	Achuime	20	9,458	746
2021	Cenepa	16	12,301	653
2022	Cenepa-Santiago	18	180,965	392
2023	Santiago	16	28,225	838
2024	Santiago	28	48,065	2,136
Totals		127	491,279	8,089

The Updated National Plan for Demining for 2018–24 projected that some 0.49km² spread across 127 SHAs will be released by 31 December 2024. Peru expects to clear 8,089 mines from these areas (see Table 2).²¹ If Peru had met its annual land release targets to end 2019 it would have only 279,014m² of anti-personnel mine contamination to clear from 2020 to 2024.

In 2019, Peru planned to clear 13 mined areas totalling 92,850m² from the Cenepa sector according to its Updated Plan or 20 mined areas from Tiwinza and Cenepa of unspecified area according to its Article 7 report covering 2018.²² In fact, Peru far exceeded the amount and released 137,078m² but across 11 mined areas in the Tiwinza and Cenepa sectors.

In its Article 7 report covering 2019, Peru included a plan for release of 108 mined areas from 2020 to 2024 (see Table 3).

Peru's criteria for prioritising survey and clearance operations are unclear. In its decision on Peru's 2016 extension request, the Article 5 Committee called on Peru to prioritise operations based on the socio-economic impact of

mined areas.²³ One of the activities listed for CONTRAMINAS' policy work was to set priorities for clearance, in coordination with DIGEDEHUME and DIVSECOM.²⁴ Peru reported that it prioritises clearance by sector and in consideration of the work that has already been carried out in the sector.²⁵

Table 3: Planned mine clearance in 2020-24 (Article 7)26

Year	Sector	Mined areas
2020	Tiwinza Cenepa	11 4
2021	Cenepa	20
2022	Cenepa Achuime	9 18
2023	Santiago Cenepa	21 4
2024	Santiago	21
Total		108

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

Peru has 16 national mine action standards (NMAS) which form part of the Humanitarian Demining Procedures Manual, and which are based on the International Mine Action Standards (IMAS).²⁷ According to CONTRAMINAS, the NMAS and standard operating procedures (SOPs) are reviewed annually. In 2019, updates were made to the technical survey standard on the use of mine detection dogs (MDDs) during technical survey.²⁸

One of CONTRAMINAS four objectives in Peru's 2016 extension request was to develop new policies for land release, with the aim of finalising these policies within six months of the plan's approval. The same objective was included in its Updated National Plan for Demining for 2018–24.²⁹ According to CONTRAMINAS, new land release policies are formulated annually as mine clearance progresses and these are then reflected in the operation orders.³⁰ As noted by the Fifteenth Meeting of States Parties, Peru should conduct evidence-based survey to define its SHAs and also seek to identify CHA.³¹

OPERATORS AND OPERATIONAL TOOLS

DIGEDEHUME, which is responsible for demining on the border with Ecuador, has two teams each comprising 60 personnel. ³² In 2019, DIGEDEHUME, carried out eight "work days" of 20 days each, from April to September, with 60 personnel deployed per work day. ³³ CONTRAMINAS reported that in 2019 they had six clearance teams totalling forty-two deminers, and six non-technical survey and six technical survey teams totalling 32 personnel. ³⁴ CONTRAMINAS' Security Division (DIVSECOM), which is responsible for supporting DIGEDHUME with demining operations, has 40 police officers trained in demining. ³⁵

In its 2016 extension request, Peru committed to strengthen the capacity of CONTRAMINAS' Humanitarian Demining School, with the aim of increasing its capacity by one-fifth in the second semester of 2017. This was deferred to the second semester of 2018 in Peru's Updated National Plan for Demining for 2018–24.36 There was no change in capacity from 2018 to 2019 but Peru expected to increase the number of non-technical survey personnel in 2020 and focus on further training, through the Humanitarian Demining School, of the existing demining companies in light of the COVID-19 outbreak.37

The joint Ecuador-Peru Binational Humanitarian Demining Unit has been deployed to areas that were at the centre of the conflict between the two nations, but it did not carry out any demining operations in 2019. According to CONTRAMINAS, this is because the Unit's objective was to clear the Tiwinza square kilometre which was completed in 2018. In November 2019, according to the "Tumbes Declaration", the presidents of Ecuador and Peru committed to continue their binational cooperation and pledged to allocate the necessary resources to continue demining operations in both countries, but no further details were provided. 39

In its revised second Article 5 deadline extension request, Peru announced it would be using both machines and MDDs for demining. 40 In its updated multi-year plan submitted in May 2018, one of Peru's strategic objectives for 2018–24 included the development, design, and implementation of new humanitarian demining techniques, such as with machines or dogs. 41 In 2019, the United States donated four MDDs to Peru with two dogs used to conduct technical survey during the year. According to CONTRAMINAS, the plan is to also use dogs to identify mined areas and for use during clearance. 42 As at June 2020, discussions have begun between CONTRAMINAS and the Peruvian Army's Directorate of Research and Development on the possibility of employing drones with hyperthermal cameras that conduct aerial analysis of the decomposition of explosives. 43

DEMINER SAFETY

In May 2019, a helicopter transporting personnel during demining operations crashed killing two deminers and injuring a police officer who was also on board. ⁴⁴ After the crash the Accident Investigation Board of Army Aviation went to the scene to determine the cause of the accident. ⁴⁵

LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE

LAND RELEASE OUTPUTS IN 2019

A total of $137,078\text{m}^2$ of mined area was released in 2019, of which $81,948\text{m}^2$ was cleared, $26,600\text{m}^2$ was reduced through technical survey, and $28,530\text{m}^2$ was cancelled through non-technical survey. Peru reported that a total of 1,113 anti-personnel mines were found and destroyed.

Included in the land release figures is the 800m² which was discovered in 2019 and cleared with a total of 22 anti-personnel mines found and destroyed.⁴⁶

SURVEY IN 2019

In 2019, a total of $55,130\text{m}^2$ was released by survey of which $28,530\text{m}^2$ was cancelled through non-technical survey (see Table 4) and $26,600\text{m}^2$ was reduced through technical survey (see Table 5).⁴⁷ This is nearly three times the land released by survey in 2018, when a total of $11,728\text{m}^2$ was released in the Tiwinza sector (9,911m² cancelled and $1,817\text{m}^2$ reduced).⁴⁸

Table 4: Cancellation through non-technical survey in 201949

	_ •
Sector	Area cancelled (m²)
Tiwinza	28,530
Total	28,530

Table 5: Reduction through technical survey in 2019⁵⁰

Sector	Area reduced (m²)
Tiwinza	26,600
Total	26,600

CLEARANCE IN 2019

In 2019, a total of 81,948m² was cleared within the Tiwinza and Cenepa "sectors" (see Table 6), more than five times the 15,576m² cleared in 2018 when only 140 mines were found and destroyed.⁵¹ All clearance was conducted manually by the DIGEDEHUME demining teams.⁵² According to CONTRAMINAS, this increase was due to the location and topography of the mined areas that were cleared in 2019 which were easier to access and clear and made clearance more efficient.⁵³

Peru reported that a total of 1,113 anti-personnel mines were found and destroyed during clearance in 2019.⁵⁴ The ratio of clearance by square metre to mine find has improved from 111m² per mine in 2018 to 74m² per mine in 2019.

Table 6: Mine clearance in 201955

Sector	Areas cleared	Area cleared (m²)	AP mines destroyed	UXO destroyed
Tiwinza	4	64,345	270	5
Cenepa	4	17,603	843	2
Totals	8	81,948	1,113	7

AP = Anti-personnel

ARTICLE 5 DEADLINE AND COMPLIANCE



Table 7: Five-year summary of AP mine clearance

Year	Area cleared (m²)
2019	81,948
2018	15,576
2017	*9,246
2016	**18,317
2015	***76,336
Total	201,423

* Covers March 2017 to March 2018

Under Article 5 of the APMBC (and in accordance with the 7-year, 9-month extension granted by States Parties in 2016), Peru is required to destroy all anti-personnel mines in mined areas under its jurisdiction or control as soon as possible, but not later than 31 December 2024. If Peru's estimate of anti-personnel mine contamination at end of 2019 was accurate (at 369,212m²) then Peru would need to release an average of 92,303m² per year to meet this deadline. Peru's land release output jumped from 27,303m² in 2018 to 137,078m² in 2019, far exceeding the amount it would need to release annually to meet its deadline.

^{**} Covers March 2016 to March 2017

^{***} Covers March 2015 to March 2016

In its decision on Peru's 2016 extension request, the Fifteenth Meeting of States Parties noted that as Peru was seeking to develop enhanced processes of land release "Peru may find itself in a situation wherein it can proceed with implementation faster than that suggested by the amount of time requested".⁵⁶ Peru outlined three scenarios for the completion of clearance by the 2024 deadline in its Updated National Plan for Demining for 2018–24. This was said to be contingent on an increase in budget, in personnel, and in international support.⁵⁷

Peru reported the same demining capacity from 2018 to 2019, despite a budget decrease. Peru also reported receiving international assistance in 2019 from China, Germany, and the United States who all donated demining equipment including detectors and MDDs.⁵⁸ Italy reported in its statement to the Committee for the Strengthening of Cooperation and Assistance that it had provided support to Peru in a project of technical assistance for demining activities.⁵⁹

Peru should easily be able to complete clearance well before its Article 5 deadline if it uses the full range of land release techniques and efficient, targeted clearance. While there has been a massive increase in clearance and survey output reported in 2019, it is unclear whether it will be sustained going forward.

PLANNING FOR RESIDUAL RISK AFTER COMPLETION

CONTRAMINAS reported that after Article 5 completion it, in coordination with the National Centre for Humanitarian Demining (CENDESMI) in Ecuador, will be responsible for managing residual contamination.⁶⁰

- 1 Article 7 Report (covering 2019), Form F.
- 2 In Form C of its Article 7 report, Peru estimated contamination at December 2019 as 454,144m² across 119 areas but in Form F it estimated remaining contamination following land release in 2019 as 369,212m² across 108 areas.
- 3 Statement of Peru, Committee on Article 5 Implementation, Oslo, 27 November 2019.
- 4 Article 7 Report (covering 2019), Form F.
- 5 Ibid., Form I
- 6 Revised 2016 Article 5 deadline Extension Request, July 2016, pp. 20–21; and Updated National Plan for Humanitarian Demining 2018–2024, May 2018. p. 15.
- 7 Article 7 Report (covering 2019), Form C; and email from Mario Espinoza Llanos, Secretario Técnico Alterno, CONTRAMINAS, 26 May 2020.
- 8 Updated National Plan for Humanitarian Demining 2018–2024, May 2018, p. 3.
- 9 Supreme Decree No. 113-2002-RE; and Supreme Decree No. 051-2005-RE.
- 10 Directive No. 001/2009/DIGEDEHUME-SINGE; and Directive No. 006.
- 11 Revised 2016 Article 5 deadline Extension Request, July 2016, p. 18.
- 12 Updated National Plan for Humanitarian Demining 2018–2024, May 2018, p. 11.
- 13 Email from Mario Espinoza Llanos, CONTRAMINAS, 26 May 2020. (Soles 4.5 million at exchange rate of US\$1 = 3.40 PEN).
- 14 Statement of Peru, Committee on Article 5 Implementation, Oslo, 27 November 2019.
- 15 Supreme Decree No. 008-2019-MIMP.
- 16 Email from Mario Espinoza Llanos, CONTRAMINAS, 26 May 2020.
- 17 Updated National Plan for Humanitarian Demining 2018–2024, May 2018, p. 8.
- 18 Email from Mario Espinoza Llanos, CONTRAMINAS, 26 May 2020.
- 19 Decisions on the request submitted by Peru for an extension of the deadline for completing the destruction of anti-personnel mines in accordance with Article 5 of the Convention, 1 December 2016, para. q.
- 20 Updated National Plan for Humanitarian Demining 2018–2024, May 2018, p. 11.
- 21 Ibid.
- 22 Ibid., and Article 7 Report (covering 2018), Form F.
- 23 Decisions on the request submitted by Peru for an extension of the deadline for completing the destruction of anti-personnel mines in accordance with Article 5 of the Convention, 1 December 2016, para. 15.
- 24 Updated National Plan for Humanitarian Demining 2018–2024, p. 15.
- Email from Mario Espinoza Llanos, CONTRAMINAS, 26 May 2020.
- 26 Article 7 Report (covering 2019), Form F.
- 27 Email from Mario Espinoza Llanos, CONTRAMINAS, 16 June 2020.
- 28 Email from Mario Espinoza Llanos, CONTRAMINAS, 26 May 2020.
- 29 Ibid., p. 36; and Updated National Plan for Humanitarian Demining 2018–2024, p. 14.

- 30 Email from Mario Espinoza Llanos, CONTRAMINAS, 16 June 2020.
- 31 Decisions on the request submitted by Peru for an extension of the deadline for completing the destruction of anti-personnel mines in accordance with Article 5 of the Convention, 1 December 2016, para. d.
- 32 Updated National Plan for Humanitarian Demining 2018–2024, pp. 10 and 12.
- 33 Statement of Peru, Fourth APMBC Review Conference, Oslo, 27 November
- 34 Email from Mario Espinoza Llanos, CONTRAMINAS, 26 May 2020.
- 35 Updated National Plan for Humanitarian Demining 2018–2024, pp. 10 and 12.
- 36 Ibid., p. 16
- 37 Email from Mario Espinoza Llanos, CONTRAMINAS, 26 May 2020.
- 38 Email from Mario Espinoza Llanos, CONTRAMINAS, 16 June 2020.
- 39 Statement of Peru, Fourth APMBC Review Conference, Oslo, 27 November
- 40 Revised Second Article 5 deadline Extension Request, July 2016, pp. 5-6.
- 41 Updated National Plan for Humanitarian Demining 2018–2024, pp. 15–16.
- 42 Emails from Mario Espinoza Llanos, CONTRAMINAS, 26 May 2020 and 16 June 2020.
- 43 Email from Mario Espinoza Llanos, CONTRAMINAS, 26 May 2020.
- 44 Ibid., Form J.
- 45 Telesur, "Peru: De-mining Helicopter Crashes Near Ecuador Border, Kills 2", 18 May 2019, at: bit.ly/2XxEJzv.
- 46 Email from Mario Espinoza Llanos, CONTRAMINAS, 26 May 2020.
- 47 Article 7 Report (covering 2018), Form F.
- 48 Ibid.
- 49 Ibid.
- 50 Ibid.
- 51 Ibid.
- 52 Ibid.
- 53 Email from Mario Espinoza Llanos, CONTRAMINAS, 16 June 2020.
- 54 Ibid.
- 55 Ibid; and email from Mario Espinoza Llanos, Secretario Técnico Alterno, CONTRAMINAS, 26 May 2020.
- 56 Decisions on the request submitted by Peru for an extension of the deadline for completing the destruction of anti-personnel mines in accordance with Article 5 of the Convention, 1 December 2016, para c.
- 57 Updated National Plan for Humanitarian Demining 2018–2024, p. 13.
- 58 Email from Mario Espinoza Llanos, CONTRAMINAS, 16 June 2020
- 59 Statement of Italy, Fourth APMBC Review Conference, Oslo, 28 November 2019.
- 60 Email from Mario Espinoza Llanos, CONTRAMINAS, 16 June 2020.