

ANTI-PERSONNEL MINE BAN CONVENTION ARTICLE 5 DEADLINE: 31 DECEMBER 2022
NOT ON TRACK TO MEET DEADLINE

KEY DATA

ANTI-PERSONNEL (AP)
MINE CONTAMINATION:

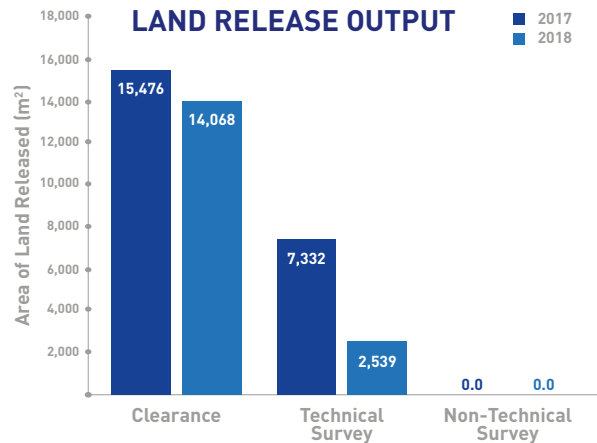
LIGHT,
[GOVERNMENT
ESTIMATE] **80,238KM²**

AP MINE CLEARANCE IN 2018

14,068M²

AP MINES DESTROYED IN 2018

263



CURRENT LIKELIHOOD OF MEETING 2025 CLEARANCE TARGET (as per Maputo +15 Political Declaration aspiration): **MEDIUM**

KEY DEVELOPMENTS

In 2018, Ecuador submitted an updated Action Plan 2019–2022 and the joint Ecuador-Peru Binational Humanitarian Demining Unit completed clearance of the Tiwinza square kilometre. Ecuador continues to provide contradictory figures for outstanding mine contamination, survey, and clearance across its reports and statements.

In 2018, it cleared only 14,068m², a small decline from the previous year's output. Ecuador did not meet its land release targets for 2018 and, as at April 2019, was not on track to meet its targets for 2019. Ecuador is at risk of not completing mine clearance by its Anti-Personnel Mine Ban Convention (APMBC) Article 5 deadline.

RECOMMENDATIONS FOR ACTION

- Ecuador should ensure it is deploying its limited resources in the most efficient manner and that it conducts non-technical and technical survey, as necessary, before full clearance.
- Ecuador should further assess whether dogs could also be deployed for survey and clearance.
- Ecuador should make the necessary improvements to its information management systems to ensure it reports accurately on mine contamination, survey, and clearance.
- In seeking international support, Ecuador should provide a more detailed breakdown of its financial requirements, including any national contributions from the government.

ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

Criterion	Score (2018)	Performance Commentary
UNDERSTANDING OF CONTAMINATION (20% of overall score)	6	In 2018, Ecuador reported 80,230m ² of outstanding mine contamination, a figure established through non-technical and technical survey. Lack of consistency across reporting periods, though, calls into question its accuracy.
NATIONAL OWNERSHIP & PROGRAMME MANAGEMENT (10% of overall score)	5	There is clarity of roles and responsibilities at a national level and Ecuador has necessary demining infrastructure in place. A decrease in national funding has left the national programme without sufficient resources to conduct operations.
GENDER (10% of overall score)	4	Ecuador has a small proportion of women employed in demining but the approach to gender mainstreaming seems superficial. All community members are consulted during liaison activities, but it is unclear how this features in planning, tasking, and prioritisation.
INFORMATION MANAGEMENT & REPORTING (10% of overall score)	4	Information management continues to be problematic with inconsistent and inaccurate figures for mine contamination, survey and clearance within reports and across reporting periods.
PLANNING AND TASKING (10% of overall score)	6	Ecuador submitted an Action Plan for 2019–22 with annual land release targets that it should be able to reach but which are resource dependent. It did not meet the land release targets set in its annual workplan for 2018 and is not on track to meet its targets for 2019.
LAND RELEASE SYSTEM (20% of overall score)	6	Ecuador claims it conducts survey and clearance according to the International Mine Action Standards (IMAS). All clearance is conducted by manual deminers as the terrain is deemed unsuitable for machines while dogs are used only for quality control.
LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE (20% of overall score)	3	Ecuador's land release outputs fell in 2018 and it is on track to fall again in 2019. It is unclear whether Ecuador will meet its long extended Article 5 deadline despite having only a small amount of contamination.
Average Score	4.9	Overall Programme Performance: POOR

DEMINEING CAPACITY

MANAGEMENT

- National Centre for Humanitarian Demining (CENDESMI)
- Army Corps of Engineers (CEE)

NATIONAL OPERATORS

- CEE Battalion No. 68 "COTOPAXI"
- General Command for Demining and EOD (CGDEOD)
- Joint Ecuador-Peru Binational Humanitarian Demining Unit

INTERNATIONAL OPERATORS

- None

OTHER ACTORS

- None

UNDERSTANDING OF AP MINE CONTAMINATION

In its latest Article 7 report, Ecuador reported that, as at December 2018, it had 80,230m² of anti-personnel mine contamination across 34 confirmed hazardous areas (CHAs) and 26 suspected hazardous areas (SHAs) in the province of Zamora Chinchipe (see Table 1). Contamination is believed to comprise a total of 3,260 mines.¹ Ecuador has stated that it applies non-technical survey and, if necessary, technical survey to mined areas that have been identified through, for example, an emergency survey, military archives, or information from the local population.²

Ecuador's reporting of contamination has often been inconsistent. For instance, the figure given for anti-personnel mine contamination in Zamora Chinchipe province in its 2017 Article 5 deadline extension request was 65,006m², but this rose without explanation to 89,874m² in its Article 7 transparency report for 2017.³

Ecuador's contamination results from its 1995 border conflict with Peru. The most heavily mined section of the border is the Condor mountain range (Cordillera del Condor) which was at the centre of the dispute.

Table 1: Anti-personnel mined area by province and district (at December 2018)⁴

Province	District	CHAs	Area (m ²)	SHAs	Area (m ²)	Total CHA/SHA	Total area (m ²)
Zamora Chinchipe	Chinchipe	1	7,009	0	0	1	7,009
	Yanzatza	3	6,565	0	0	3	6,565
	Centinela del Condor	2	130	0	0	2	130
	Nangaritzza	16	4,827	0	0	16	4,827
	El Pangui	12	54,186	26	7,521	38	61,707
Totals		34	72,717	26	7,521	60	80,238

NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

The national mine action programme is managed by the National Centre for Humanitarian Demining (CENDESMI). The Ecuadorian government created CENDESMI by an Executive Decree in 1999.⁵ It is an interministerial body chaired by the Ministry of Foreign Affairs and Human Mobility and is made up of the Ministry of National Defence, the Ministry of Public Health, and the Army Corps of Engineers (CEE) through the Engineers Battalion No. 68 "COTOPAXI" and the General Command for Demining and EOD (CGDEOD).⁶ CENDESMI is responsible for overseeing compliance with the APMBC, while the CEE is responsible for coordinating the planning of demining and COTOPAXI is tasked with conducting land release operations.⁷

Ecuador currently funds all of its demining operations. It has allocated almost US\$21 million for demining personnel, materials and equipment for 2014–22.⁸ This amounts to around \$2 million per year from 2019 to 2022. However, only \$821,953 was actually provided to the demining programme in 2019 and Ecuador has called on the international community for financial support to complete demining by its Article 5 deadline.⁹ Ecuador has claimed that it requires just over \$8 million dollars to complete clearance. This will be used to replace personal protective equipment and other demining tools which are no longer usable, as well as for vehicles, training, food and shelter for the deminers.¹⁰

GENDER

Ecuador has trained women in both demining and the Information Management System for Mine Action (IMSMA) database.¹¹ Since 2014, Ecuador has employed three female deminers, 3% of the total trained.¹² Ecuador has reported that it will continue to include and train female personnel according to their availability.¹³

Ecuador has stated that it considers all populations affected by mines, without discrimination, in the planning and execution of demining operations.¹⁴

INFORMATION MANAGEMENT AND REPORTING

Ecuador uses the IMSMA database.¹⁵

Ecuador submits its Article 7 reports on a timely basis and reports on its progress in Article 5 implementation at APMBC intersessional meetings and Meetings of States Parties. Often, however, these reports and statements contain inconsistencies and inaccuracies. For instance, Ecuador's clearance plan for 2018–22, included in its Article 7 report for 2017, sought to clear a total of 65,006m² in Zamora Chinchipe. But in the same report it stated that 89,874m² of area remained to be cleared. Ecuador is now on its third extension request and while they are submitted in a timely manner there are similar problems with clarity and accuracy.

PLANNING AND TASKING

Ecuador submitted an updated work plan for implementation of Article 5 in May 2019, as requested by the Sixteenth Meeting of the States Parties.¹⁶ This included planned mine clearance in the last remaining contaminated province of Zamora Chinchipe for 2019 to 2022 (see Table 2).

Ecuador submitted annual workplans for 2018 and 2019 in its Article 7 reports. Its workplan for 2018 sought release of 26,159m² with 12 demining teams working from May to December.¹⁷ This target was not reached, with only 16,607m² of mined area being released in 2018.

In 2019, Ecuador planned to clear 23,383m² of contamination from the El Pangui and expected to find and destroy 478 anti-personnel mines. Clearance was expected to take place in August and September with 12 demining teams. Astonishingly, however, due to the lack of budget for demining operations for the year, only two days of clearance operations were planned for the whole of 2019 as of writing.¹⁸

Ecuador prioritises contaminated areas for clearance according to the proximity of the local population and the impact on socio-economic development.¹⁹

Table 2: Planned mine clearance in Zamora Chinchipe in 2019–22 (Action Plan)²⁰

Year	District	Mined areas	Area (m ²)
2019	El Pangui	12	23,383
2020	Yanzatza; Centinela del Condor, Nangaritza	12	18,299
2021	Chinchipe; Nangaritza	10	20,688
2022	El Pangui	26	17,868
Totals		60	80,238

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

The process of humanitarian demining in Ecuador is carried out in accordance with the Binational Manual for Humanitarian Demining (Manual Binacional de Desminado Humanitario), developed under the Binational Cooperation Programme with Peru, and the Manual of Humanitarian Demining Procedures of Ecuador, based on the International Mine Action Standards (IMAS), which were adapted to the Ecuadorian context.²¹ Ecuador has adopted the IMAS for land release, non-technical survey, technical survey, clearance requirements, and explosive ordnance disposal.²²

In granting Ecuador's 2017 Article 5 deadline extension request, the Sixteenth Meeting of States Parties noted that Ecuador should use the most relevant land release standards, policies, and methodologies, in line with IMAS, and encouraged it to continue seeking improved land release and certification techniques which could lead to Ecuador fulfilling its obligations more quickly.²³ Ecuador stated in its 2017 extension request that non-technical and technical survey would be carried out to determine the location, size, and other characteristic of the mined areas before operations begin using records of mined areas.²⁴ No non-technical survey and very limited technical survey was reported in 2018.

OPERATORS

Demining is conducted by COTOPAXI and the CGDEOD with a combined total of 140 trained deminers.²⁵ In 2018, COTOPAXI conducted clearance in Zamora Chinchipe province.²⁶

The joint Ecuador-Peru Binational Humanitarian Demining Unit is deployed to areas that were at the centre of the conflict between the two nations. In October 2015, the unit began operations in a mined area estimated to extend over 43,500m² within the Tiwinza square kilometre.²⁷ In 2018, clearance of the Tiwinza square kilometre was completed.²⁸

CENDESMI is responsible for observing and monitoring compliance of the demining, including quality control and certification of clearance operations.²⁹ In 2018, quality control was carried out in El Oro and Loja provinces.³⁰

OPERATIONAL TOOLS

In 2018, clearance was conducted only manually. Mechanical assets are only deployed in favourable weather conditions and where there is not too steep an incline.³¹ In the additional information provided alongside its 2017 extension request, Ecuador stated that the remaining clearance will only be carried out by manual deminers, due to the unsuitability of terrain for the machine.³² Mine detection dogs (MDDs) are used only for quality control following clearance.³³

DEMINER SAFETY

Ecuador has reported that no demining accidents occurred over the past 18 years.³⁴

LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE

LAND RELEASE OUTPUTS IN 2018

A total of 16,607m² of mined area was released in 2018, of which 14,068m² was cleared and 2,359m² was released through technical survey. A total of 247 anti-personnel mines and 3 items of unexploded ordnance (UXO) were found and destroyed. An additional 16 mines were found outside the survey area.³⁵

SURVEY IN 2018

No non-technical survey took place in 2018. A total of 2,539m² was reduced through technical survey in the Tiwinza square kilometre by the Binational Humanitarian Demining Unit. This is a reduction from survey output in 2017 when 7,332m² was reduced through technical survey and 10,919m² cancelled through non-technical survey in the square kilometre, covering a total of 18,251m².³⁶

Table 3: Reduction of mined area through technical survey in 2018³⁷

Province	Area reduced (m ²)
Tiwinza	2,539
Total	2,539

CLEARANCE IN 2018

In 2018, clearance of 5,056m² remaining in the Tiwinza province was completed by the Binational Humanitarian Demining Unit. In total, 14,068m² was cleared in 2018 along with the destruction of 247 anti-personnel mines, a reduction from the 15,476m² cleared and 453 anti-personnel mines destroyed in 2017. An additional 16 mines were found outside the area recorded as mined.

Table 4: Mine clearance in 2018³⁸

Province	Areas cleared	Area cleared (m ²)	AP mines destroyed
Tiwinza	3	5,056	188
Zamora Chinchipe	4	9,012	59
Totals	7	14,068	247

ARTICLE 5 DEADLINE AND COMPLIANCE



Table 5: Five-year summary of AP mine clearance (2014–18)

Year	Area cleared (m ²)
2018	14,068
2017	15,476
2016	1,410
2015	66,414
2014	39,660
Total	137,028

Ecuador has submitted three extension requests since the 2014 Maputo Review Conference. In May 2016, Ecuador announced that, of the remaining 0.13km² of contamination, 0.08km² would be cleared in 2016 and the remaining 0.05km² in 2017 prior to its October 2017 deadline.³⁹ This did not happen. Instead, on 28 November 2016, Ecuador unexpectedly submitted a request to extend its mine clearance deadline to 31 December 2017. At the time of the request, Ecuador stated that “the technical survey and clearance in the provinces of Zamora Chinchipe and Morona Santiago (Tiwinza square kilometre) is about to conclude, pending the destruction of 5,478 anti-personnel

mines in an area of 137,653 square metres.” Ecuador explained that the failure to meet the 1 October 2017 deadline was due to a serious earthquake on 16 April 2016, which required the diversion of the armed forces away from demining, as well as to the physical characteristics of the land and climate conditions in the areas requiring clearance.⁴⁰ In its Article 7 report for 2016, Ecuador suddenly and without explanation determined that it would need a further five years to fulfil its Article 5 obligations. It submitted another Article 5 deadline extension request in March 2017 and was granted a deadline extension to 31 December 2022.

Although Ecuador’s survey and clearance output has fallen considerably since 2015, it could still meet its Article 5 deadline of 31 December 2022 if it were so minded. Annual targets it has set are unambitious but require capacity to be maintained. Due to a decline in the demining budget, Ecuador is not doing so. In 2015, Ecuador significantly increased clearance output by incorporating an MV-4 remotely controlled flail into operations. However, Ecuador then determined that the remaining mines were in areas inaccessible to the machine and that clearance would only be conducted with manual deminers.⁴¹

Survey and clearance outputs fell from 33,000m² in 2017 to 16,607m² in 2018, with just under half of output in 2018 from the Binational Humanitarian Demining Unit that has now completed operations in the Tiwinza square kilometre. At the time of the 2017 extension request, Ecuador had a total of 140 trained deminers, but in its latest Article 7 report Ecuador stated that only two days of clearance were planned for 2019.⁴² This means it is highly unlikely to meet the land release target for the year as set out in its Action Plan for 2019 to 2022 (see Table 2) and is at risk of not meeting its Article 5 deadline.

Despite allocating more than \$20 million for demining in 2014–22, enough to complete operations, the annual budget was reduced in 2019 and operations were limited. Ecuador is requesting financial support from the international community and, in 2019, is participating in the APMBC’s “Individualised approach”. It is unclear how much Ecuador is willing to fund itself or how much of this support could be in the form of equipment or personnel rather than direct funding.

1 APMBC Article 7 Report (for 2018), Form D.
2 Ecuador Demining Action Plan 2019–2022, p. 5.
3 2017 Article 5 deadline Extension Request, p. 45.
4 *Ibid.*, Annex I.
5 Executive Decree No. 1297, issued on 22 September 1999.
6 2017 Article 5 deadline Extension request, Annex I.
7 *Ibid.*, pp. 39 and 40.
8 Ecuador Demining Action Plan 2019–2022, p. 20.
9 *Ibid.*; and Statement of Ecuador, Committee on Article 5 implementation, Geneva, 22 May 2019.
10 APMBC Individualised Approach Meeting at Intersessionals, “Mine Action Program of Ecuador Status and Challenges in Implementation”, Geneva, 23 May 2019; and Ecuador Demining Action Plan 2019–2022, p. 21.
11 Ecuador Demining Action Plan 2019–2022, p. 17.
12 2017 Article 5 deadline Extension Request, pp. 39 and 41.
13 Ecuador Demining Action Plan 2019–2022, p. 20.
14 *Ibid.*, p. 23.
15 2017 Article 5 deadline Extension Request, p. 25.
16 Decisions on the request by Ecuador for an extension of its Article 5 deadline, 16MSP, 21 December 2017.
17 Article 7 Report (for 2017), Form D.
18 Article 7 Report (for 2018), Form D.
19 Demining Action Plan 2019–2022, p. 17.
20 Ecuador Demining Action Plan 2019–2022, pp. 19–20.
21 *Ibid.*, p. 5.
22 *Ibid.*, p. 17.
23 Decisions on the request by Ecuador for an extension of its Article 5 deadline, 16MSP, 21 December 2017.
24 2017 Article 5 deadline Extension Request, p. 15.
25 *Ibid.*, pp. 39–40.
26 Article 7 Report (for 2018), Form D.
27 2017 Article 5 deadline Extension Request, Additional Information provided on 8 September 2017, p. 1.
28 Article 7 Report (for 2018), Form D.
29 2017 Article 5 deadline Extension Request, p. 39.
30 Article 7 Report (for 2018), Form D.
31 APMBC Individualised Approach Meeting at Intersessionals, “Mine Action Program of Ecuador Status and Challenges in Implementation”, Geneva, 23 May 2019.
32 2017 Article 5 deadline Extension Request, Additional Information provided on 8 September 2017, p. 1.
33 Ecuador Demining Action Plan 2019–2022, p. 18.
34 *Ibid.*, p. 21.
35 Article 7 Report (for 2018), Form D.
36 *Ibid.*
37 *Ibid.*
38 *Ibid.*
39 Statement of Ecuador, Committee on Article 5 Implementation, Geneva, 19 May 2016.
40 Letter from Efrain Baus Palacios, Director of Neighbourhood Relations and Sovereignty for the Ministry of Foreign Affairs and Human Mobility and President of the National Humanitarian Demining Centre of Ecuador, to Amb. Patricia O’Brian, Permanent Representative of Ireland to the United Nations in Geneva, and Chair of the Article 5 Committee, Note No. 14839-DRVS/CENDESMI, Quito, 26 November 2016.
41 2017 Article 5 deadline Extension Request, Additional Information provided on 8 September 2017, p. 1.
42 2017 Article 5 deadline Extension Request, p. 39.