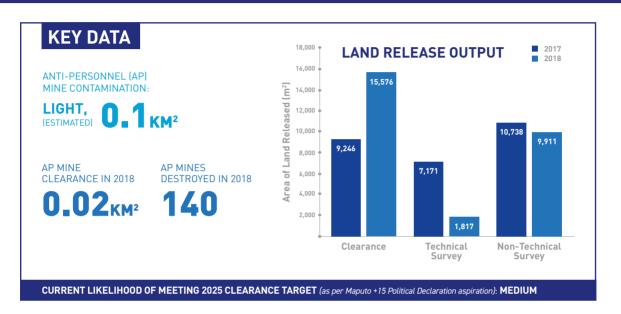
PERU



ANTI-PERSONNEL MINE BAN CONVENTION ARTICLE 5 DEADLINE: 31 DECEMBER 2024 UNCLEAR WHETHER ON TRACK TO MEET DEADLINE



KEY DEVELOPMENTS

In 2018, the joint Ecuador-Peru Binational Humanitarian Demining Unit completed clearance of the Tiwinza square kilometre. In other respects, however, Peru fell well short of its land release targets for the year. Peru's estimate of outstanding mine contamination is not based on high-quality survey and no progress appears to have been made in realising Peru's promised improvements of its mine action

programme. In May 2019, a helicopter accident with four casualties caused a delay to operations and even before then, Peru was not on track to meet its targets for the year. Peru is at growing risk of not completing clearance of outstanding mine contamination by its Article 5 deadline, already extended for far too long.

RECOMMENDATIONS FOR ACTION

- Peru should conduct quality survey on its outstanding mined areas to develop an accurate baseline of anti-personnel mine contamination.
- 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 provide updates in its annual Anti-Personnel Mine Ban Convention (APMBC) Article 7 transparency reports on progress with respect to its "Updated National Plan for Humanitarian Demining 2018-2024".
- Peru should develop and implement prioritisation criteria for survey and clearance tasks.
- Peru should seek international assistance to expand its use of mine detection dogs (MDDs) to find mined areas and also to reduce and release land within those areas.

ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

ASSESSITEN		TATIONAL I ROOMATII LI LIM OM IAMOL
Criterion	Score (2018)	Performance Commentary
UNDERSTANDING OF CONTAMINATION (20% of overall score)	4	Peru has yet to carry out quality survey to determine accurately the extent of its outstanding mine contamination. The figure given in its latest Article 7 report cannot be reconciled with the amount of clearance conducted in 2018 and is inconsistent across reports and reporting periods.
NATIONAL OWNERSHIP & PROGRAMME MANAGEMENT (10% of overall score)	6	Peru has the requisite legislation and the necessary management structure in place to oversee demining operations. Peru funds all its own operations and while the budget increased in 2018 there was still a gap between budget and costings.
GENDER (10% of overall score)	2	Peru has not provided any information about gender within its mine action programme.
INFORMATION MANAGEMENT & REPORTING (10% of overall score)	4	Anti-personnel mine contamination, survey and clearance figures are inconsistent and in accurate within reports and across reporting periods. Peru has not reported on any improvements to information management in 2018.
PLANNING AND TASKING (10% of overall score)	5	Peru has a national plan for demining 2018-24 with annual land release targets. However, it did not meet its targets for 2018 and is not on track to meet its targets for 2019. There is a lack of clarity about whether Peru has a criteria for prioritisation in place.
LAND RELEASE SYSTEM (20% of overall score)	6	Peru has twice made commitments to develop new policies for land release and implement new demining techniques. As at July 2019, Peru has not reported on whether these have been achieved. In May 2019, a helicopter accident killed two deminers and injured two others.
LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE (20% of overall score)	3	Peru's land release output rose very slightly in 2018 but was expected to fall in 2019. Peru could easily meet its Article 5 deadlines with the implementation of improved land release methodologies given a modicum of political will.
Average Score	4.3	Overall Programme Performance: POOR

DEMINING CAPACITY

MANAGEMENT

Peruvian Mine Action Centre (CONTRAMINAS)

NATIONAL OPERATORS

- Peruvian Army's Directorate General for Humanitarian Demining (DIGEDEHUME)
- CONTRAMINAS Security Division (DIVSECOM)
- Joint Ecuador-Peru Binational Humanitarian **Demining Unit**

INTERNATIONAL OPERATORS

None

OTHER ACTORS

None

UNDERSTANDING OF AP MINE CONTAMINATION

The estimate of remaining anti-personnel mine contamination in Peru's latest APMBC Article 7 report, as at end 2018, was 358,867m² across 116 suspected hazardous areas (SHAs) within four "sectors" (see Table 1). Previously, Peru reported that as at the beginning of 2018 mine contamination totalled 396,171m² across 124 SHAs.¹ The difference between the beginning and end of 2018 is not reconciled by the amount of land release reported.²

Peru's reporting of outstanding mine contamination is inconsistent between reports. In its Article 7 transparency report for the previous year (for the period March 2017 to March 2018) Peru stated that as at March 2018, remaining mine contamination totalled 426,325m² across 134 SHAs and, in the same report, 396,171m² across 124 SHAs.³ In its statement to the Article 5 Committee in May 2019 Peru reported that it had 117 mined areas of 411,660m² remaining and 7,556 anti-personnel mines to destroy.⁴

The size and extent of the 116 suspected mined areas varies widely, with one area only 5m² in size while the largest, by far, is estimated to extend over 160,000m². 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 100,000m² 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 mine records. Since 2016, however, Peru has only reduced 34,736m² by technical survey and 25,433m² by non-technical survey. As at end 2018, all of Peru's outstanding contamination was 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.

Table 1: Anti-personnel mine contamination by sector (at end 2018)⁷

Sector	CHAs	SHAs	Area (m²)
Santiago	0	42	70,690
Tiwinza	0	16	88,922
Cenepa	0	40	18,290
Achuime	0	18	180,965
Totals	0	116	358,867

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.

CONTRAMINAS was created in December 2002 after the issuance of a "Supreme Decree", an additional "Supreme Decree" issued in July 2005 regulates CONTRAMINAS." Directive 001 regulates demining operations at the Peruvian Army's Directorate General for Humanitarian Demining (DIGEDEHUME) while Directive 006 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.11 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 costed by Peru as needed to complete clearance by 2024. Based on the figures it has supplied, almost half of this total 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 that it would reach out to international entities for support in order to conclude implementation well in advance of its deadline.12 In 2018, the Executive Council of CONTRAMINAS increased the annual budget to \$2.36 million although it had been costed at \$3.88 million.13

GENDER

As at July 2019, no information had been provided by the national authority on gender within the Peruvian mine action programme. Gender does not feature in Peru's 2016 Article 5 deadline extension request or in its Updated National Plan for Humanitarian Demining.¹⁴

INFORMATION MANAGEMENT AND REPORTING

CONTRAMINAS uses the Information Management System for Mine Action (IMSMA) database. 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 are poor with frequent inconsistencies and inaccuracies both within reports and across reporting periods. The Fifteenth Meeting of States Parties, in their 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 that Peru should report on progress in accordance with the Guide to Reporting.

Peru submitted its last Article 5 deadline extension request in 2016. In granting Peru's request, the Fifteenth Meeting of States Parties called on Peru to provide, by 30 April 2018, an updated workplan for the remaining period covered by the extension detailing the results of the activities to meet its strategic objectives; an updated list of all areas known or suspected to contain anti-personnel mines; annual projections of which areas would be dealt with during the remaining period covered by the request and by which organisation; and an updated budget. Peru submitted an "Updated National Plan for Humanitarian Demining 2018-2024" on 30 May 2018. Included is an annual plan for demining of 127 areas covering almost 0.5km², which is more than the remaining mine contamination.

PLANNING AND TASKING

According to Peru's Updated National Plan for Demining for 2018–24, remaining suspected mine contamination of some 0.49km² spread across 127 SHAs will be released by 31 December 2024. Peru expected to clear 8,089 mines from the areas.²¹ The plan for the seven years beginning 1 January 2018 is as follows:

Table 2: Planned clearance in 2018-24 (Updated Plan)²²

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

In its Article 7 Report for 2018, Peru included a plan for clearance of 116 mined areas from 2019 to 2024:

Table 3: Planned clearance in 2019-24 (Article 7)23

Year	Sector	Mined areas
2019	Tiwinza	16
	Cenepa	4
2020	Cenepa	20
2021	Cenepa	16
2022	Achuime	18
2023	Santiago	21
2024	Santiago	21
Total		116

In 2018, Peru was due to clear 16 mined areas totalling 119,415m² from the Tiwinza sector according to its Updated National Plan for Demining for 2018–24 or 12 mined areas from Tiwinza of unspecified area according to its Article 7 Report for 2017. In fact, Peru released just 27,303m² across eight mined areas in the Tiwinza sector.²4

Peru had a Demining Action Plan for 2019, with clearance in the Cenepa sector beginning in April, but in May demining operations were suspended following a helicopter accident.²⁵

Peru's criteria for prioritising survey and clearance operations are unclear. In its decision on Peru's 2016 extension request, the Article 5 Committee noted that Peru should prioritise operations based on the socio-economic impact of mined areas.²⁴ One of the activities listed as part of CONTRAMINAS objective to develop new demining policies was to determine the priority of the objectives for the clearance, in coordination with DIGEDEHUME and DIVSECOM.²⁷ As at July 2019, Peru has not reported on whether this activity has been completed.

I AND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

Peru conducts demining in accordance with the Binational Manual for Humanitarian Demining, developed under the Binational Cooperation Programme with Ecuador, and with the Humanitarian Demining Procedures Manual, based on the International Mine Action Standards (IMAS) which were adapted to the Peruvian context.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 approval of the plan. The same objective was included in its Updated National Plan for Demining for 2018–24.2° As at July 2019, it is not known if these new policies have been developed, and Peru had not provided an update on the issue in its latest Article 7 report. As noted by the Fifteenth Meeting of States Parties, Peru should conduct evidence-based survey to define its SHAs and identify confirmed hazardous areas (CHA).30

OPERATORS

DIGEDEHUME is responsible for demining on the border with Ecuador with two teams each of 60 deminers.³¹ In 2018, DIGEDEHUME carried out eight "work days" of 20 days each between April and October.³² The CONTRAMINAS Security Division (DIVSECOM), which is responsible for supporting DIGEDHUME with demining operations, has 40 police officers trained in demining.³³

In its 2016 extension request, Peru committed to strengthening the capacity of the Humanitarian Demining School of CONTRAMINAS, with the aim of increasing capacity by 20% in the second semester of 2017. This was deferred to the second semester of 2018 in Peru's Updated National Plan for Demining for 2018–24.²⁴ As at July 2019, no information has been provided on whether this has occurred.

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. 35 In 2018, clearance of the Tiwinza square kilometre was completed. 36

OPERATIONAL TOOLS

Peru has not yet used machines for demining, and until 2015 mine detection dogs (MDD) were only used for quality control after clearance. In 2015, MDDs were used for the first time to locate mines.³⁷ Their use should be expanded significantly to both identify the location of mined areas and to reduce and release land within those areas. Peru should consider seeking international assistance for this work.

In its revised Second Article 5 deadline extension request, Peru announced that it would be using both machines and MDDs for demining which, as at April 2019, had not yet been introduced.³⁸ 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.³⁹

DEMINER SAFETY

In May 2019, a helicopter carrying four demining personnel crashed killing two and wounding two others. After the crash the Accident Investigation Board of Army Aviation went to the scene to determine the cause of the accident.⁴⁰

LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE

LAND RELEASE OUTPUTS IN 2018

In 2018, a total of 27,303m² was released in the Tiwinza sector, of which 15,576m² was cleared, 9,911m² cancelled through non-technical survey, and 1,817m² reduced through technical survey. A total of 140 mines were destroyed.

SURVEY IN 2018

In 2018, a total of 11,728m² was released through survey in the Tiwinza sector, including 9,911m² cancelled through non-technical survey (see Table 4), and 1,817m² reduced through technical survey (see Table 5).⁴¹

This is a reduction compared to 2017, particularly in technical survey output, when Peru reduced 7,171m² through technical survey and cancelled 10,738m² through non-technical survey in Tiwinza.42

There is some overlap between the figures for 2018 and 2017 due to the reporting periods of Peru's Article 7 reports. In its 2017 Article 7 report the reporting period ran from March 2017 to March 2018, while in its 2018 Article 7 report the reporting period was from January to December 2018.

Table 4: Cancellation through non-technical survey in 201843

Sector	Area cancelled (m²)
Tiwinza	9,911
Total	9,911

Table 5: Reduced by technical survey in 201844

Sector	Area reduced (m²)
Tiwinza	1,817
Total	1,817

CLEARANCE IN 2018

In 2018, a total of 15,576m² was cleared in the Tiwinza sector and 140 anti-personnel mines were found and destroyed.⁴⁵ This is an increase in the area cleared from 2017 when Peru reported clearance of 9,246m² in Tiwinza.⁴⁴ From March 2017 to March 2018, Peru was clearing 24m² per mine, while from January to December 2018, Peru was clearing 111m² per mine.

Table 6: Mine clearance in 201847

Sector	Areas cleared	Area cleared (m²)	AP mines destroyed	AV mines destroyed	UXO destroyed
Tiwinza	8	15,576	140	N/R	N/R
Totals	8	15,576	140	N/R	N/R

AP = Anti-personnel AV = Anti-vehicle N/R = Not Recorded

ARTICLE 5 DEADLINE AND COMPLIANCE

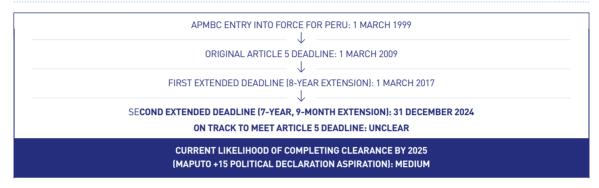


Table 7: Five-year summary of AP mine clearance (2014-18)

Year	Area cleared (m²)
2018	15,576
2017	*9,246
2016	**18,317
2015	***76,336
2014	8,458
Total	127,933

- * Covers the period March 2017 to March 2018
- ** Covers the period March 2016 to March 2017
- *** Covers the period 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". 48 Peru should easily be able to complete clearance well before its Article 5 deadline if it used the full range of land release techniques and efficient, targeted clearance. At least 75,000m² can be released each year based on an earlier review of data and on discussions with senior officials at the General Directorate. 49

In its Updated National Plan for Demining for 2018-24, Peru outlined three scenarios for the completion of anti-personnel mine clearance by the 2024 deadline. The first, the "probable" scenario, involves completing demining operations with the current available personnel (two demining companies and 40 police officers trained in demining) but to achieve this, the annual budget needs to be increased. The second, the "possible" scenario, is to complete clearance before the deadline with increased personnel (three demining companies and the police deminers, equipment and budget. The third scenario, the "desirable" scenario, is to complete demining well in advance of the deadline with the support of international entities.50 In Peru's statement to the Committee for the Strengthening of Cooperation and Assistance in May 2019, Peru thanked Germany and China for their donations of demining equipment in 2018-19 and thanked Italy, the United States, Hungary, Norway and the NGO Norwegian People's Aid for ongoing discussions on possible cooperation and Chile for the exchange of information on demining issues.51

Since the 2014 Maputo Review conference, Peru's survey and clearance output has fallen by 78% from a high of 122,926m² in 2015 to 27,303m² in 2018. Peru's land release output was similar between 2017 and 2018. In Peru's Updated National Plan for Demining 2018–24, four specific goals have been set within an overarching institutional strategic objective of the total elimination of anti-personnel mines from Peruvian territory by 2024. These goals include CONTRAMINAS formulating new land release policies; developing and implementing new demining techniques; and strengthening the capacity of the demining school. All of these goals have the potential to increase Peru's land release output if implemented. Peru has yet to report on any progress against these goals.

- 1 Anti-Personnel Mine Ban Convention (APMBC) Article 7 Report (for 2018), Form F.
- 2 Remaining AP mine contamination at January 2018 = 396,171m², Total land release in 2018 = 27,303m², Remaining AP mine contamination at end 2018 = 358,867m² which is a difference of 37,304m².
- 3 Article 7 Report (for March 2017 to March 2018), Forms C and F.
- 4 Statement of Peru, Committee on Article 5 Implementation, Geneva, 22 May 2019.
- 5 Ibid., Annex 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 (for 2018), Form C.
- 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 Ibid., p. 11.
- 13 Updated National Plan for Humanitarian Demining 2018-2024, May 2018, p. 11.
- 14 Revised Second Article 5 deadline Extension Request, July 2016; and Updated National Plan for Humanitarian Demining 2018–2024, May 2018.
- 15 Updated National Plan for Humanitarian Demining 2018–2024, May 2018, p. 8.
- 16 In Peru's statement on Article 5 implementation in 2018 at the 17th Meeting of States Parties clearance by DIGEDEHUME was reported at 40,800m² with 290 mines destroyed while in their Article 7 report clearance was 15,576m² with 140 mines destroyed. In Peru's Article 7 report (for the period March 2017 to March 2018) Peru stated that as at March 2018, remaining mine contamination totalled 426,325m² across 134 SHAs and, in the same report, 396,171m² across 124 SHAs. In its statement to the Article 5 Committee in May 2019 Peru reported that it had 117 mined areas of 411,660m² remaining and 7,556 anti-personnel mines to destroy.
- 17 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. g.
- 18 Analysis of 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, October 2016, para. 22.
- 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. e.
- 20 Updated National Plan for Humanitarian Demining 2018–2024, May 2018, p. 11.
- 21 Ibid., A slightly different figure for remaining contamination as of 1 January 2017 was included in Peru's revised second extension request, dated July 2016 but submitted at the beginning of August 2016: 411,694m² as compared with 412,094m² in the first version of the request. See Revised Second Article 5 deadline Extension Request, July 2016, p. 4.
- 22 Updated National Plan for Humanitarian Demining 2018–2024, May 2018, p. 11.

- 23 Article 7 Report (for 2018), Form F.
- 24 Ibio
- 25 Statement of Peru, Committee on Article 5 implementation, Geneva, 22 May
- 26 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.
- 27 Updated National Plan for Humanitarian Demining 2018-2024, p. 15.
- Revised 2016 Article 5 deadline Extension Request, July 2016, p. 16.
- 29 Revised 2016 Article 5 deadline Extension Request, July 2016, p. 36; and Updated National Plan for Humanitarian Demining 2018–2024, p. 14.
- 30 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.
- 31 Updated National Plan for Humanitarian Demining 2018–2024, pp. 10 and 12.
- 32 Statement of Peru, Committee on Article 5 implementation, Geneva, 22 May 2019.
- 33 Updated National Plan for Humanitarian Demining 2018–2024, pp. 10 and 12.
- 34 Ibid., p. 16.
- 35 2017 Article 5 deadline Extension Request, Additional Information provided on 8 September 2017, p. 1.
- 36 Statement of Peru, Committee on Article 5 Implementation, Geneva, 29 November 2018.
- 37 Presentation by DIGEDEHUME, Lima, 15 March 2016.
- 38 Revised Second Article 5 deadline Extension Request, July 2016, pp. 5–6.
- 39 Updated National Plan for Humanitarian Demining 2018–2024, pp. 15-16.
- 40 Telesur, "Peru: De-mining Helicopter Crashes Near Ecuador Border, Kills 2", 18 May 2019, at: bit.ly/2XxEJzv.
- 41 Article 7 Report (for 2018), Form F.
- 42 Article 7 Report (for April 2017 to March 2018), Form F.
- 43 Ibid
- 44 Article 7 Report (for 2018), Form F.
- 45 Ibid.
- 46 Article 7 Report (for April 2017 to March 2018), Form F.
- 47 Article 7 Report (for 2018), Form F.
- 48 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.
- 49 This is based on 48 military deminers working for 160 days each year and each deminer clearing an average of 10m² per day. Discussions with DIGEDEHUME, Lima, 15 March 2016.
- 50 Updated National Plan for Humanitarian Demining 2018–2024, p. 13.
- 51 Statement of Peru, Committee for the Strengthening of Cooperation and Assistance, Geneva, 24 May 2019.
- 52 Updated National Plan for Humanitarian Demining 2018–2024, pp. 14–16.