

PERU



ARTICLE 5 DEADLINE: 1 MARCH 2017
 (EXTENSION REQUESTED UNTIL 31 DECEMBER 2024)

PROGRAMME PERFORMANCE	For 2015	For 2014
Problem understood	4	2
Target date for completion of mine clearance	3	2
Targeted clearance	5	5
Efficient clearance	3	4
National funding of programme	7	5
Timely clearance	4	3
Land release system in place	5	5
National mine action standards	7	7
Reporting on progress	5	3
Improving performance	7	3
PERFORMANCE SCORE: AVERAGE BUT IMPROVING	5.0	3.9

PERFORMANCE COMMENTARY

Peru's clearance output increased significantly in 2015, after a disastrous year in 2014, though is still very small in comparison with other affected states. Their extension request was generally of good quality, indicating a greater willingness for transparency, although the additional seven-year-and-ten-month extension period that Peru is seeking in order to fully comply with Article 5 of the Anti-Personnel Mine Ban Convention (APMBC) is unacceptably long.

RECOMMENDATIONS FOR ACTION

- Peru should consider using mine detection dogs or other technical survey methods to speed up land release in the Condor mountain range (Cordillera del Condor).
- Peru should distinguish between suspected hazardous areas (SHAs) and confirmed hazardous areas (CHAs) in its reporting.
- Peru should clarify how it understands reporting on land released and ensure that this conforms to the International Mine Action Standards (IMAS).
- Peru should request — or should only be granted — a final extension period of no more than five years to fulfil its obligations under APMBC Article 5.

CONTAMINATION

Residual 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.

Peru has reported that as of end 2015 an estimated 480,394m² of mined area on its territory was spread across 140 SHAs. Contamination was believed to comprise a total of 6,338 anti-personnel mines.¹ The size and extent of mined areas varies widely, with one such 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.² The true amount of contaminated land is probably no more than 100,000m² as Peru does not use polygons to delineate SHAs, despite having detailed mine maps of almost all the affected areas.

In April 2014, Peru had reported 438,254m² of CHA. The higher figure for total mined area reported in 2016 resulted from information on 10 SHAs that was provided by Ecuador in the course of 2015, as well as the recording of two additional SHAs found during technical survey the same year.³ All areas that are confirmed to contain mines should be recorded as CHAs.

In 2008, Peru claimed that mines have had a severe socio-economic impact on those living in affected areas (estimated to number some 400,000 across the Condor mountain range).⁴ While some socio-economic impact persists, today this cannot be considered severe. The Cordillera del Condor is a nature reserve.

1 Presentation by the Peruvian Mine Action Centre (Centro Peruano de Acción contra las Minas Antipersonal, CONTRAMINAS), Lima, 14 March 2016.

2 Discussion with CONTRAMINAS, Lima, 14 March 2016; and with the Peruvian Army's Directorate General for Humanitarian Demining (DIGEDEHUME), Lima, 15 March 2016.

3 Presentation by CONTRAMINAS, Lima, 14 March 2016.

4 Revised Article 5 deadline Extension Request, 20 August 2008.

PROGRAMME MANAGEMENT

The national mine action programme is managed by the Interministerial Executive Council of the Peruvian Mine Action Centre (Centro Peruano de Acción contra las Minas Antipersonal, CONTRAMINAS), which is chaired by the Ministry of Foreign Affairs. CONTRAMINAS is responsible for setting strategy and priorities and for overall coordination of mine action activities.

Strategic Planning

Peru's first Article 5 deadline extension request provided a timeline with conservative yearly targets for clearance in 2009–17.⁵ According to its national clearance plan, Peru planned to release four mined areas in 2015 and three in 2016.⁶ In the first iteration of its second extension request, however, Peru stated that it would release 12 mined areas during 2016, totalling an estimated 68,300m².⁷ According to its new strategic demining plan, which is annexed to the request, the remaining suspected mine contamination of some 0.41km², spread across 128 SHAs, will then be released over a seven year and ten month period ending on 31 December 2024.⁸ Peru expected to clear 6,318 mines from the hazardous areas.⁹

Standards

In April 2013, under the Binational Cooperation Programme (Programa Binacional de Cooperación) established in 2000, Ecuador and Peru adopted a Binational Manual for Humanitarian Demining to unify the demining procedures of both states in accordance with the IMAS. In 2015, the Geneva International Centre for Humanitarian Demining (GICHD) was providing support to CONTRAMINAS for the Information Management System for Mine Action (IMSMA) database.¹⁰ No other international support was being provided to Peru as of March 2016.

Quality Management

Until the end of 2013, the Organization of American States (OAS) provided technical and financial assistance to Peru's mine action operations, which it initiated in May 2011 through its Assistance Mission for Mine Clearance in South America (MARMINAS). Quality management is now assured through the Peruvian Army's Directorate General for Humanitarian Demining (DIGEDEHUME), headquartered in Lima.¹¹

LAND RELEASE

The total mined area reportedly released in 2015 was 122,925m². Release by clearance amounted to 76,335m², which compares favourably with release by clearance in 2014 of only 8,458m². A further 46,590m² was cancelled by non-technical survey, seemingly the first time this basic land-release technique has been used to this effect.¹² No land was reported to have been reduced by technical survey in 2015. Land release operations during the year included the destruction of 897 mines.¹³

Peru has not used machines for demining, and until 2015 mine detection dogs (MDDs) were only used for quality control after clearance. In 2015, MDDs were used to identify mines for the first time.¹⁴ 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 seek 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.¹⁵

Survey in 2015

As noted above, 46,590m² was cancelled by non-technical survey in 2015 while no area was released by technical survey.¹⁶

Clearance in 2015

Seven mined areas were released by clearance over 76,335m², with the destruction of 897 anti-personnel mines. Mine clearance in the Condor mountain range is conducted by the Peruvian military and the Security Division of CONTRAMINAS (División de Seguridad, DIVSECOM) in the Peruvian National Police. A total of 60 military and 40 police are trained deminers.

The criteria by which Peru has been prioritising areas for clearance seem to have related only to logistics and not to any socio-economic considerations. In addition, in its draft extension request the largest SHA remaining (estimated to cover 160,000m², though in actuality far smaller) was not planned to be addressed until the final year of Peru's second extension period, which would have meant that any further delays would jeopardise its planned final compliance with Article 5. In its revised second extension request, submitted in August 2016, Peru had brought forward to 2021 the date at which this area would be addressed.¹⁷

5 Article 5 deadline Extension Request Analysis, November 2008, p. 3.

6 Statement of Peru, Intersessional Meetings (Committee on Article 5 Implementation), Geneva, 25 June 2015.

7 Presentation by CONTRAMINAS, Lima, 14 March 2016. Much higher figures for the areas to be cleared in 2016, of almost 200,000m², were indicated by DIGEDEHUME during their presentation on 15 March 2016.

8 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.

9 Revised Second Article 5 deadline Extension Request, July 2016, p.4.

10 Presentation by CONTRAMINAS, Lima, 14 March 2016; and see GICHD, "Where we Work: Peru", 8 July 2015, at: <http://www.gichd.org/where-we-work/peru/#.VuU1RinmrX4>.

11 Presentation by DIGEDEHUME, Lima, 15 March 2016.

12 Ibid.

13 Ibid.

14 Ibid.

15 Revised Second Article 5 deadline Extension Request, July 2016, pp. 5–6.

16 Presentation by DIGEDEHUME, Lima, 15 March 2016.

17 Revised Second Article 5 deadline Extension Request, July 2016, p.18.

Demining in the Cordillera del Condor area is a challenging endeavour due to its topography as a mountainous jungle prone to heavy rain for much of the year, and reaching heights of 2,900m that makes it accessible only by a two-hour helicopter flight. Owing to rain, the demining season is limited to April to November.¹⁸

Demining is performed by teams who spend 20 days in the area of the Condor mountain range and then receive 10 days off.¹⁹ In 2015, for the first time, Peru conducted continuous demining during the season, resulting in a huge increase in productivity. According to the DIGEDEHUME, each deminer can clear an average of 7m² to 12m² per day.

Peru reports spending approximately US\$1.5 million annually on its demining. In fact, expenditure is extremely high, with helicopters and air ambulances “hired” from the army at private corporate rates. In 2020, according to Peru’s 2016 extension request, a mere 8,000m² of mined area would be cleared at a cost of \$1.5 million, equating to a cost per m² of cleared land of \$187.50. This will probably be the highest such cost in the world.

At any one time, Peru was using 58 deminers for its clearance operations in 2015, divided into four teams of 12, including up to ten PNP deminers. An additional team of ten military deminers was matched with ten Ecuadorian army deminers, working together in a “binational unit”.²⁰ This unit, which was operating in the 1km² area in Tiwinza, was due to continue its work until the end of 2017.²¹

Deminer Safety

In late 2014, Peru suffered its first demining accident, with one deminer losing both legs.²² An internal investigation into the accident by the army attributed it to human error.²³

ARTICLE 5 COMPLIANCE

Under Article 5 of the APMBC (and in accordance with the eight-year extension granted by states parties in 2008), 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 1 March 2017. Peru will not meet its 2017 deadline, and has requested a second extension, this time of seven years and ten months’ duration, until 31 December 2024.²⁴

In fact, Peru should easily be able to complete clearance by 2022 using the full range of land release techniques and efficient, targeted clearance. At least 75,000m² can be cleared each year based on a Mine Action Review of data supplied by DIGEDEHUME and on discussions with senior officials at the General Directorate.²⁵

In the last five years, Peru has reported clearing a total of only some 170,000m² of mined area with the destruction of 9,265 mines (see Table 1).

18 Presentation by DIGEDEHUME, Lima, 15 March 2016.

19 Presentation by CONTRAMINAS, Lima, 14 March 2016, and by DIGEDEHUME, Lima, 15 March 2016.

20 Presentation by DIGEDEHUME, Lima, 15 March 2016.

21 Ibid.

22 Ibid.

23 Presentation by CONTRAMINAS, Lima, 14 March 2016.

24 Information provided by the Ministry of Defence, Lima, 179 March 2016.

25 This is on the basis of 48 military deminers working for 160 days each year and each deminer clearing an average of 10m² per day. Discussion with DIGEDEHUME, Lima, 15 March 2016.

Table 1: Mine clearance in 2011–15²⁶

Year	Area cleared (m ²)	Mines destroyed
2015	76,335	897
2014	8,458	478
2013	25,715	2,374
2012	13,791	4,021
2011	46,572	1,495
Totals	170,871	9,265

Peru's 2008 extension request cited limited transportation and communication networks, difficult meteorological conditions in the areas of operations, the geography of the region, and limited financing for operations as the main reasons for needing additional time. In granting the eight-year extension, the Ninth Meeting of States Parties noted that "after sporadic progress since entry into force, the request indicates a commitment on the part of Peru to proceed at a more constant rate though the extension period."²⁷ Unfortunately, this has not been the case, though the increase in clearance output reported for 2015 is a welcome development.

In its revised 2008 extension request, Peru estimated that a budget of US\$26 million would be needed to complete clearance, of which \$17.8 million (almost 70%) would be provided by its national budget.²⁸ This projection was not able to take into account the need for increased resources due to additional mined areas identified in 2012–13 and subsequently.

In its revised second 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.²⁹ Based on the figures it has supplied almost half of this total could be saved by completing clearance within only five additional years.

26 Statement of Peru, Intersessional meetings (Committee on Article 5 Implementation), Geneva, 25 June 2015. Different figures for clearance were reported in 2016: clearance in 2013 was said to amount to 29,025m², while clearance in 2012 was reportedly of 15,377m². Presentation by DIGEDEHUME, Lima, 15 March 2016.

27 Article 5 deadline Extension Request Decision, 28 November 2008.

28 Revised Article 5 deadline Extension Request, 20 August 2008.

29 Revised Second Article 5 deadline Extension Request, July 2016, p. 18.