

Analysis of the request submitted by Colombia for an extension of the deadline for completing the destruction of anti-personnel mines in accordance with Article 5 of the Convention

**Submitted by the Committee on Article 5 Implementation
(Algeria, Norway, Thailand, United Kingdom)**

1. Colombia ratified the Convention on 6 September 2000. The Convention entered into force for Colombia on 1 March 2001. In its initial transparency report submitted on 15 March 2002, Colombia reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Colombia was obliged to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by 1 March 2011. Since this time, Colombia submitted requests for extension to the Tenth Meeting of the States Parties in 2010 and the Eighteenth Meeting of the States Parties (18MSP) in 2020. On each occasion, the Meetings of the States Parties agreed unanimously to grant Colombia its request for extension. The request for extension granted to Colombia by the 18MSP was for a period of four years and ten months, until 31 December 2025.
2. In granting Colombia's request in 2020, the 18MSP noted, amongst other, that while Colombia had largely complied with the commitments it had made in 2010, Colombia has an incomplete picture of the remaining challenges. The Meeting further noted that a more accurate estimate of the amount of time and resources required to complete implementation of Article 5 will only be progressively acquired as survey activities continues. The Meeting further noted the importance of Colombia identifying as soon as possible the precise perimeter of mined areas, to the extent possible, and establishing an updated evidence-based baseline of contamination in the remaining municipalities ensuring that the most relevant land-release standards, policies and methodologies, in line with International Mine Action Standards (IMAS) are in place and applied for the full and expedient implementation of this aspect of the Convention.
3. On 31 March 2025 Colombia submitted to the Committee on Article 5 Implementation ("the Committee") a request for an extension of its 31 December 2025 deadline. In submitting its request, Colombia indicated to the Committee that additional complementary information would be forthcoming which would complement the request. On 27 June 2025, the Committee wrote to Colombia to request additional information on the information provided in its request for extension. On 4 August 2025 Colombia provided additional complementary information and responses to the Committee's questions, in a revised request. The Committee noted with satisfaction that Colombia had submitted its request in a timely manner and had engaged in a cooperative dialogue with the Committee. Colombia's request is for five years, until 31 December 2030.
4. The request indicates that during the period of 2020-2024 a total of 1,190 mine areas measuring 8,660,496 square metres were addressed which has resulted in an increase from 212 municipalities in 2020 to 346 municipalities declared "mine-free" by the end of 2024. The request indicates that a key contributing factor to this progress was an adjustment to Colombia's national standards which permitted an increase in the number of municipalities prioritised for interventions from one municipality in 2020 to 62 municipalities by the end of 2024. The request indicates that this progress has allowed Colombia to increase from 69 percent in 2019 to 83 percent of Colombian territory declared "mine-free" by the end of 2025. The request indicates that this progress does not consider areas that have been re-contaminated by illegal armed groups.

5. The Committee noted the importance of Colombia providing information on progress made in a manner consistent with IMAS by disaggregating information by the land release methodology employed (i.e. cancelled through non-technical survey (NTS), reduced through technical survey (TS), or cleared through clearance) including information on the type and quantity of explosive ordnance located and destroyed. The Committee noted that doing so would ensure clarity on progress made by Colombia.
6. The request also indicates that during the previous extension period, mine risk education (MRE) was carried out which included 53,860 MRE activities reaching 684,569 beneficiaries. The request also indicates that the National Mine Action Standards (NMAS) on MRE were updated in June 2021 through Colombia's Technical Standard (CTS) 6481. The Committee noted the importance of Colombia providing information regarding the development and implementation of a detailed, costed and multi-year plan for context-specific mine risk education and reduction in affected communities including information on how priorities were established, methodologies used, challenges faced, and results achieved and include information disaggregated by gender, age, disability, and other diverse needs and experiences of affected communities.
7. The request indicates that during the extension period the urgency to develop methodologies for addressing the most heavily contaminated areas—often located in insecure regions— was highlighted given the increased impact on civilian populations observed since 2020. In this regard, the request indicates that the **Rapid Response for Risk Reduction (4R) methodology** which adopts a humanitarian demining approach tailored to areas with instability, aiming to provide immediate relief and reduce the risks faced by communities. The request indicates that efforts in this regard require dialogue and coordination with communities, engagement with local and ethnic authorities and delimitation and management of humanitarian spaces to ensure that a context-sensitive approach, prioritising civilian protection, and effectively contributing to risk reduction.
8. The request indicates that in carrying out survey and clearance operations, Colombia employs "sector" as the minimum territorial unit resulting from the division of a municipality assigned to a humanitarian demining operator. The request indicates that these "sectors" are identified and delimited jointly by the local authority, community and operator as part of the community liaison process. The request indicates that in accordance with NMAS, NTS must be carried out in each sector. The request also includes information on methodologies employed by Colombia such as the "Information Qualification Methodology" to verify information available in the national database together with affected communities, local authorities and mine action stakeholders.
9. The request indicates the following factors which, in Colombia's view, acted as impeding circumstances during the extension period; (a) persistent use of anti-personnel mines by illegal armed groups (b) difficulty in carrying out humanitarian demining operations due to the ongoing armed conflict; (c) magnitude of the challenge; and (d) financial, logistic and geographic challenges.
10. The request indicates that during the implementation of the previous request for extension the operational capacity available was reduced by an estimated 40 percent compared to 2020 due to, among other factors, the decrease in external funding and deployment limitations faced by organisations due to adverse security conditions. The request indicates that when disaggregating the annual operation capacity of humanitarian demining organizations, the reduction includes a 55 percent reduction in NTS capacity, and 40 percent reduction in the number of deminers which correlates with the reduction in operation performance between 2023 and 2024.

11. The request indicates that establishing a comprehensive baseline of anti-personnel mine contamination in Colombia represents a significant challenge due to the dynamics of the armed conflict, the presence of multiple illegal armed groups, the lack of access to remote or insecure areas, the continued use of improvise anti-personnel mines, the lack of precise information regarding the placement, type, and location of explosive devices which hinder the application of conventional methodologies. The request further indicates that while these conditions obstruct the consolidation of a reliable and up-to-date baseline, a careful information-gathering exercise is carried out to enrich the diagnosis and support decision-making. The request further indicate that since these are territories where immediate humanitarian demining operations are not possible, baselines tend to become outdated very quickly, which limits their usefulness for planning and executing field interventions.
12. The request indicates that the remaining implementation challenge includes 17 percent of the national territory and that, as of 31 December 2024, Colombia has identified 495 hazardous areas measuring 3,058,873.05 square metres in 54 municipalities located in 12 departments of the country. The request also indicates that the overall state of operations as of 2025 includes 935 municipalities that are “mine-free”, and 84 municipalities with ongoing operations. The request indicates that all of these areas are project to be addressed during the extension period and are located in municipalities that are currently assigned and operational.
13. The request also indicates that an additional 102 municipalities have not been subjected to NTS, and the extent of contamination is unknown. The request indicates that despite not knowing the extent of contamination, actions have been taken to collect various variables that allow for an impact analysis which will serve as the basis for prioritisation of survey, clearance and MRE. The request indicates that these variables include: total recorded events, number of accidents in the last two year, military demining operations, reports of suspected mined areas, reports from affected education facilities, return and land restitution plans, information from early warning systems and the presence of armed actors.
14. The request indicates that for municipalities with unknown contamination, Colombia applies a territorial management strategy that combines engagement with local authorities, ethnic leaders, and communities, along with humanitarian demining organisations. The request indicates that this approach is framed within the “National Standard for Humanitarian Demining in Areas with Instability Factors and Response to Specific Events.” The request indicates that this approach aims to complement official records with detailed diagnostics from the field, in order to obtain a more accurate picture of the level of impact and the possibilities for humanitarian access in those areas.
15. The Committee noted the importance of Colombia carrying out NTS in municipalities to acquire a clearer picture of the impact faced by the population in these areas and ensure that survey and clearance are prioritised based on clear nationally driven humanitarian and sustainable development criteria with consideration for gender, age, disability, the diverse needs and experiences of people in affected communities including mine survivors, and the environment.
16. The request indicates that, in addition to the remaining challenges highlighted above, there are 56 municipalities that have been declared “mine-free” but have received new reports of contamination based on reports from the military, demining organisations, local authorities or other state entities. The request indicates that in municipalities that had been declared “mine-free” but have recently reported incidents involving explosive devices, a follow-up plan has been designed to validate the new information and determine the origin of these reports. The request indicates that this process will allow for the status of each municipality to be updated and the

most appropriate response to be defined, ensuring that interventions are guided by timely and verified data. The Committee noted the importance of Colombia providing information on its efforts to ensure the establishment of a sustainable national capacity to address previously unknown mined areas, including newly mined areas discovered following completion.

17. As noted, Colombia's request for extension is for five years (31 December 2025 – 31 December 2030). The request indicates that Colombia does not expect to be in a position to declare completion by 31 December 2030, in particular due to the continued use of anti-personnel mines by illegal armed groups and limited access due to security but aims to make significant advances toward completion during this period.
18. The request contains a detailed work plan and budget for the period of 2025-2027 and general milestones for the period of 2027-2030. The request also indicates that in 2027 Colombia will update its plan which will include an updated list of all areas known or suspected to contain anti-personnel mines, annual projections of areas that will be addressed during the remaining extension period as well as a detailed updated budget. The request indicates that the operational plan for 2025-2027 was the outcome of a national dialogues conducted over ten months in 2024 with mine action stakeholders and takes as its basis the progress made in demining between 2020 and 2024 as a baseline. The request also indicates that the projections for the next three years are evidence-based, costed, tailored to the specific contexts of different regions of the country, and includes defined timelines for NTS and clearance.
19. The request indicates that the plan will be carried out by the armed forces (82 percent of capacity) and seven (7) accredited Humanitarian Demining Organisations with the necessary operational capacity with a total of 2,220 accredited deminers, including 115 women (5 percent), who are supported by fifteen (15) accredited canine teams and twenty-four (24) mine-clearance machines. The request further indicates that the existing national capacity to implement the Explosive Ordnance Risk Education (EORE) Operational Plan for 2025–2027 in Colombia includes 30 accredited EORE implementing organizations with a total of 140 individuals certified under the Technical Standard for Labor Competency in EORE. The request also indicates that in 2025, with support from UNICEF, Colombia will continue working on accrediting organizations to reach 100 percent coverage throughout the country.
20. The request includes the following milestones for the period of 2025-2027:
 - a. **Activities in areas with known contamination:** during the period of 2025-2027 a total of 42 municipalities (14 municipalities a year) are estimated to declared "mine-free".
 - b. **Land release:** a total of 495 hazardous areas measuring 3,058,873 square metres addressed in 54 municipalities with ongoing operations (821, 786 square metres in 2025, 1.643.571 square metres in 2026 and 593.515 square metres in 2027).
 - c. **Rapid Response for Risk Reduction (4R):** application of the 4R methodology in 66 municipalities (22 municipalities a year).
 - d. **Interventions in areas with unknown contamination:** NTS in 102 municipalities to determine the extent of contamination.
 - e. **Intervention in areas re-contaminated:** strengthen understanding of re-contamination trends, clarify new contamination and residual risk and design of intervention methodologies based on contamination level analysis.
21. The request indicate that during the extension period the 4R methodology will be progressively integrated into Colombia's mine action regulatory framework to ensure methodological and operational coherence and that the *National Standard for Humanitarian Demining in Areas with*

Security Instability and Response to Specific Events has been adopted and will serve as the foundation for all interventions. The request further indicates that in 2025, 4R pilot operations will be carried out in departments such as Nariño, funded by the United Nations Multi-Donor Fund for Peace in Colombia, which will include a continuous verification system to assess effectiveness and impact, designed to measure outcomes related to the safety and well-being of the affected communities. The request further indicates that the 4R approach will be implemented by the seven accredited Humanitarian Demining Organisations in Colombia, which include both civilian operators and state capacities.

22. The request indicates the need for a specific technical and regulatory approach to address residual contamination in areas already declared “mine-free.” The request indicates that the 2025–2027 Plan includes, within its regulatory and technical update component, the development and implementation of a dedicated methodology for analysing new contamination and residual risk. The request indicates that this initiative will ensure a systematic procedure for identifying and responding promptly to re-contamination events or the identification of previously unknown mined areas following a “mine-free” declaration. The request indicates that the following efforts will be carried out in this regard: in 2025, interinstitutional technical working groups will be formed to define the scope and criteria of the methodology; in 2026, the design, piloting, and validation of analytical tools will be carried out; and, in 2027, implementation of the strategy will begin in selected territories, accompanied by a monitoring and feedback system to adjust the methodology according to the evolution of residual risk. The request indicates that, technical working groups will include Humanitarian Demining Organisations, the Ombudsman’s Office, the Office of the Attorney General, multilateral agencies, local authorities, and other key stakeholders with the aim of establishing a coherent and adaptable approach suited to Colombia’s context, enabling the establishment of a clear protocol for data collection.
23. The request indicates that a total of US\$ 64’725’30 will be required for the period of 2025-2027 for NTS, Clearance, EORE, community liaison, Explosive Ordnance Disposal and multitask teams. with US\$ 93’233’297 available and US\$ 64’725’30 outstanding. The request includes annual projections of requirements as follows:
 - a. **2025:** US\$ 49’017’965 with US\$ 39’870’924 available and US\$ 9’147’100 outstanding. 59 percent of the budget corresponds to the National General Budget assigned for the armed forces.
 - b. **2026:** US\$ 54’860’022 with US\$ 29’994’135 available and US\$ 24’865’888 outstanding. 78 percent of the budget corresponds to the National General Budget assigned for the armed forces.
 - c. **2027:** US\$ 54’080’560 with US\$ 23’368’238 available and US\$ 30’712’322 outstanding. 100 percent of the budget corresponds to the National General Budget assigned for the armed forces.
24. The Committee welcomes Colombia’s strong national commitment to its mine action programme and acknowledges that, despite this dedication, continued international cooperation and assistance remain essential to fully address its remaining obligations under Article 5.
25. The request indicates that the presence of explosive ordnance affects people differently depending on their gender, age, ethnic background, and disability status and that, despite progress, the participation of women and members of ethnic communities in mine action activities remains a challenge. The request indicate that explosive ordnance have a disproportional impact on ethnic communities—not only due to their physical effects, but also because of the social, cultural, and territorial consequences that disrupt their ways of life. The request highlights the need to monitor and evaluate the specific circumstances of Indigenous peoples, Afro-Colombians,

Raizales, and Palenqueros, to ensure that qualitative and cultural dimensions are meaningfully integrated into the planning and implementation of interventions.

26. The request indicates that one of the main differentiated effects relates to the impact on territory, which these communities understand not only as a physical space but also as a spiritual, cultural, and collective element. The request also indicates that contamination with explosive devices limits access to sacred sites, hunting, fishing, or farming areas; interrupts the ancestral relationship with the land; and prevents the development of traditional practices and autonomous governance which has direct implications for collective identity and the continuity of their ways of life. The request further indicates that ethnic communities often inhabit remote rural areas, frequently located in zones of territorial dispute between armed actors, and that this situation increases the risk of accidents due to lack of awareness of contamination, promotes forced displacement, and leads to the loss of community cohesion and intergenerational transmission of knowledge.
27. The Committee noted that the completion of Article 5 implementation during the requested extension period has the potential of making a significant contribution to improving the human security and socio-economic development in affected areas in Colombia. The Committee further noted the importance of Colombia providing data on casualties in a manner disaggregated by gender and age as well as on the socio-economic impact of remaining contamination.
28. The request indicates that Colombia has incorporated a gender, identity, and cross-cutting approach into the 2023–2025 Operations Plan, aligned with the 2022–2026 National Development Plan, and is committed to operationalising these frameworks during the extension period from 2025 to 2030. The request indicates that mine action in Colombia has begun to incorporate differentiated impacts into its planning, prioritization, and implementation processes. The request indicates that this is reflected in the inclusion of data disaggregated by gender, age, ethnic affiliation, the development of alternative indicators that capture cultural dimensions of risk, and the active participation of communities in identifying needs and making decisions. The request further indicates that by integrating these elements, mine action efforts are able to achieve a more accurate understanding of risk and deliver responses that are not only fairer but also more transformative.
29. The request further indicates that a georeferenced mapping system with a territorial approach is being developed, which overlays the location of incidents with maps of Indigenous reserves, Afro-Colombian collective territories, and environmental conservation areas which will facilitate the prioritization of culturally relevant and risk-sensitive interventions. The Committee further indicated the importance of Colombia continuing to report on efforts made to ensure consideration for the different needs and perspectives of women, girls, boys, and men and the diverse needs and experiences of people in affected communities, as well as climate and environmental considerations in the implementation of the Convention
30. The Committee noted that the request includes other relevant information that may be of use to the States Parties in assessing and considering the request, including further detail on the activities to be undertaken, information on Colombia's efforts to integrate mine action into broader national frameworks, additional detail on current demining capacity, amongst other. The request further included assumptions and risk to the 2025-2027 work plan including: a) reduced financial resources; b) lack of security and access; and c) support from local authorities.
31. In noting that Colombia provided implementation milestones for the period of 2025-2027 and Colombia's intention to review its work plan in 2027, the Committee noted that the Convention would benefit from Colombia submitting to the Committee by 30 April 2028 an updated detailed

work plan for the remaining period covered by the extension. The Committee emphasised that this work plan should contain an updated list of all areas known or suspected to contain anti-personnel mines, annual projections of which areas would be dealt with by which organisations during the remaining period covered by the request, and a detailed updated budget. The Committee also emphasized the importance of the plan containing a detailed, evidence-based, costed, context-specific, and multi-year work plans for survey, clearance, and mine risk education. The Committee further emphasized the importance of the plan containing information on the established methodology to address residual risk and contamination as well as lessons learned in the application of the established 4R methodology.

32. The Committee noted with satisfaction that the information provided in the request and subsequently in response to the Committee's questions is comprehensive, complete and clear. The Committee further noted that the plan presented by Colombia is workable, lends itself well to be monitored, and states clearly which factors could affect the pace of implementation. The Committee also noted that the plan is ambitious and that its success is contingent upon stable funding, access to affected areas, retaining strong partnerships with international stakeholders and other matters creating an environment conducive for implementation.
33. In this regard, the Committee noted that the Convention would benefit from Colombia reporting annually, by 30 April, to the States Parties on the following:
 - a. progress made relative to the commitments contained in Colombia's work plan with progress in survey and clearance presented in a manner consistent with IMAS and progress in accordance with the land release methodology employed (i.e., cancelled through non-technical survey, reduced through technical survey, or cleared through clearance) including information on the type of explosive ordnance located and destroyed;
 - b. impact of survey and clearance outcomes and how additional evidence and clarity obtained may change Colombia's assessment of the remaining implementation challenge and timeframe for implementation, in particular during 2028-2030, including adjusted annual milestones with information on the number of areas and amount of mined area to be addressed annually and how priorities have been established;
 - c. the remaining challenge in a manner consistent with IMAS, by disaggregating by 'suspected hazardous areas', and 'confirmed hazardous areas' and their relative size including by disaggregating between the type of contamination to ensure increased clarity on the remaining challenges;
 - d. progress in the design and implementation of its **Rapid Response for Risk Reduction** activities and lessons learned from its application;
 - e. implementation of mine risk education and reduction efforts in affected communities, including information on how priorities were established, methodologies used, challenges faced, and results achieved and include information disaggregated by gender, age, disability, and other diverse needs and experiences of affected communities.
 - f. efforts to ensure that NMAS are continuously reviewed to ensure their alignment with the latest IMAS;
 - g. the humanitarian, social, economic, and environmental implications of contamination, including information on casualties disaggregated by gender and age;

- h. efforts to ensure consideration for the different needs and perspectives of women, girls, boys, and men and the diverse needs and experiences of people in affected communities, as well as climate and environmental considerations in the implementation of the Convention;
 - i. progress in establishing its strategy for analysis of residual risk to ensure the establishment of a sustainable national capacity to address previously unknown mined areas, including newly mined areas, discovered following completion;
 - j. changes in the security situation and how these changes positively or negatively affect implementation;
 - k. resource mobilization efforts and external financing received, as well as resources made available by the government of Colombia to support implementation efforts;
 - l. efforts to strengthen national level coordination including by ensuring regular dialogue with national and international stakeholders, including donors, on progress and challenges in implementation and requirements for assistance including through the establishment of a National Mine Action Platform.
34. The Committee noted the importance, in addition to Colombia reporting to the States Parties as noted above, of keeping the States Parties regularly apprised of other pertinent developments regarding its implementation of Article 5 during the period covered by the request and other commitments made in the request at intersessional meetings, Meetings of the States Parties and Review Conferences, as well as through Article 7 reports using the Guide for Reporting.