

Meeting of the States Parties to the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction

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**Informal presentation of requests for extension of deadlines submitted
under Article 5 and of the analysis of these requests**

Consideration of requests submitted under Article 5

Request for an extension of the deadline for completing the destruction of anti-personnel mines in accordance with Article 5 of the Convention

Executive summary

Submitted by Colombia*

I. Purpose and scope of the request for an extension

1. The period covered by the second request by Colombia for an extension (2020–2025) is coming to an end. The present document contains the information required for the submission of a **third extension request (2025–2030)**, which is necessary because Colombia has not yet fully implemented Article 5 of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction. A number of factors have prevented Colombia from fully implementing the Article, including:

2. **Persistent use of anti-personnel mines:** the use of anti-personnel mines by illegal armed groups persists as a serious consequence of the reconfiguration of the armed conflict in Colombia following the signing in 2016 of the Final Agreement for Ending the Conflict and Building a Stable and Lasting Peace. The continued use of these explosive devices has perpetuated a major humanitarian crisis, especially in the last three years, during which civilians have been increasingly affected. While previously the security forces had suffered the greatest losses, that trend was reversed in 2024, when the security forces and civilians accounted for 40 per cent and 60 per cent, respectively, of the victims of incidents involving anti-personnel mines. Especially worrying is the increase in the number of child and adolescent victims, which rose from 12 per cent to 23 per cent over the same period. For this reason, Colombia remains among the countries with the highest number of civilian casualties caused by anti-personnel mines worldwide.

3. **Highly complex challenge to overcome:** despite more than 20 years of sustained national efforts under the humanitarian demining programme – which has made it possible to declare 83 per cent¹ of the territory free of suspected anti-personnel mines – the clearance

* The present report was submitted to the conference services for processing after the deadline so as to include the most recent information.

¹ Overall, 83 per cent of the territory was cleared through land release processes and 404 were never suspected of contamination.



of the remaining 17 per cent of the territory represents the greatest challenge Colombia faces in terms of decontamination. This part of the territory accounts for 100 per cent of the victims, both civilian and military.

4. The high density of contamination is the result of more than 35 years of routine use of anti-personnel mines by illegal armed groups, which has required demining operations in large areas of the country. Earlier on, such operations were carried out in areas where the intensity of the conflict was relatively low, and access and intervention was therefore easier. However, the 17 per cent of the territory that remains contaminated is in regions where the armed conflict is still active, a situation that has significantly hindered decontamination work.

5. These regions are very difficult to access, owing, inter alia, to the significant confinement and displacement of many communities and the widespread fear of allowing humanitarian demining teams to enter the territory. It therefore became crucial to design a new intervention approach, which will be described in detail later in this document.

6. During the period covered by the extension, Colombia will need to develop a standardized methodology to deal with newly suspected contamination in municipalities that had previously been declared free of suspected anti-personnel mines.

7. **Operational capacity challenges:** Although Colombia has one of the most extensive humanitarian demining programmes in the world, the country's current lack of operational capacity slows the progress of operations and makes it difficult to carry out simultaneous interventions in multiple regions of the country. This directly affects the pace of decontamination work, making it difficult for Colombia to comply in a timely manner with its commitments under Article 5 of the Convention.

8. In addition to the aforementioned challenges related to security and access, there are financial, logistical and geographical obstacles. The terrain in the most remote areas of the country, together with the high operational costs involved in working in these regions, make humanitarian demining tasks even more complex and require solutions adapted to each context.

9. The request by Colombia for a third extension will therefore be an **intermediate extension request** with which the Colombian State reiterates its commitment to the implementation of the Convention and presents the strategy with which it expects to maintain progress in the areas of decontamination, prevention and comprehensive assistance to victims, for the period between 2025² and 31 December 2030. While it is not guaranteed that Colombia will be able to honour its obligations under the Convention by the end of the period covered by the third extension request, the granting of the request will be necessary to ensure continued progress in risk reduction and the gradual fulfilment of the country's obligations.

10. In line with the recommendations of the States Parties, this intermediate extension request for the period 2025–2030 is set out in three parts:

(a) **2020–2024 review:** the first part presents the progress made against the goals for the previous extension, which will be ending on 31 December 2025. Annex V of this part sets out the lessons learned during the previous extension period, which will be incorporated into the plan for the next extension period, in order to optimize processes and ensure greater efficiency in advancing progress on the commitments undertaken by Colombia;

(b) **Remaining challenges and implementation difficulties:** the second part provides an analysis of the Colombian territory that still needs to be cleared and the most significant barriers to progress in the next five years. Annex VI contains an analysis of other strategic implementation challenges to be addressed in the national public policy against anti-personnel mines;

(c) **Operational and financial plan:** the third part lays out the operational and financial plan for the period 2025–2030, the targets for which are based on the progress made

² Given that 2025 is the implementation deadline approved for Colombia at the Eighteenth Meeting of States Parties in 2020, it is proposed in this document that 2025 should be considered as a transition year between the two extension requests.

by Colombia and its demining capacity over the last five years. Once the operational plan had been defined, a financial plan was developed to ensure the success of operations.

11. To deal with the considerable complexity involved in clearing the remaining 17 per cent of its territory, Colombia will need to change strategy, focusing not only on land release, but also introducing a response intervention model for risk reduction, aimed at deploying humanitarian demining operations in environments that are difficult to access, owing to the armed conflict situation in the country.

12. This model will provide an agile, flexible and adapted response in contexts of conflict and humanitarian crisis that do not allow traditional humanitarian demining operations to be carried out within the framework of land release. It will be aimed at declaring land “free of suspicion” through reasonable efforts that guarantee consultation with all of the concerned communities, investigation of all reported suspicions and clearance of the areas identified as hazardous.

13. The proposed model will rely on dynamic risk analysis mechanisms based on information from early warning systems, community reports, institutions and humanitarian monitoring systems. This will allow for the timely identification of the most critical areas and the planning of a proportional and effective response.

14. For this extension request, covering the period 2025–2030, Colombia will use the intermediate planning framework model, with detailed application milestones for the period 2025–2027, and present general information on the planned clearance scenarios for the period 2028–2030. In line with the Convention, in 2027 Colombia will update the operational plan, by drawing up an updated list of all areas known or suspected to contain anti-personnel mines, annual projections of which areas and the amount of area that would be addressed during the remaining period covered by the request, as well as a revised detailed budget.

15. The intermediate planning model to be applied to the extension request for the period 2025–2030 is being proposed for the three following reasons:

- In the context of the second extension request covering the period 2020–2025, the same model was used to follow up on and measure progress against goals that had been set for the second part of the period based on a midterm assessment.
- Colombia faces very high levels of uncertainty related to the intensity of the internal armed conflict, the reduction of funding sources and the maintenance of the capacity developed in the country to date.
- In this context, it is difficult to apply an evidence-based approach to a quantitative exercise to define milestones and goals. The high levels of uncertainty and lack of a solid basis for calculation or forecast would render such an exercise inefficient.

16. In order to meet its commitments under the Convention and the needs of the communities and territories affected by the presence of anti-personnel mines, Colombia has designed a regulatory and institutional framework that is currently in force and that facilitates comprehensive action against anti-personnel mines. Details of the regulatory framework for the implementation of the Convention are provided in annex I of this document.

17. In line with that suggested by the Convention, an updated operational plan will be submitted in 2027. It will include: (i) a list of the areas in which anti-personnel mines are known or suspected to be emplaced; (ii) annual projections of the areas to be cleared during the remaining period of the requested extension; and (iii) a revised detailed budget for such period.

18. During the extension period, Colombia expects to consolidate the considerable progress achieved in the release of territories, risk prevention and victim assistance, according to the security and access conditions in each area. It is projected that by 2027, around 977 municipalities, representing 87 per cent of the national territory, will be free of suspected contamination by anti-personnel mines. It is further expected that demining activities will be carried out in at least 40 of the remaining 144 municipalities, provided that the necessary conditions for humanitarian demining are maintained.

19. Between 2025 and 2027, the humanitarian demining goal is the clearance of 3,058,873.05 m² of priority areas. In annual terms, this would mean the clearance of 821,786 m² in 2025, 1,643,571 m² in 2026 and 593,515 m² in 2027, for an average of 1,019,624.35 m² per year. These goals are based on an national inventory of 12,416,547.17 m², of which the fraction prioritized for the 2025–2027 time frame corresponds to the aforementioned 3,058,873.05 m².

20. Interventions are planned in 66 municipalities over the period 2025–2027 (22 municipalities in 2025, 22 in 2026 and 20 in 2027), and 42 municipalities (approximately 14 municipalities per year) are expected to be declared as free of suspicion, for a total of 977 mine-free municipalities by 2027. The baseline is 2,384 areas in which a non-technical survey has been carried out and 495 areas pending operational intervention. To achieve these goals, the plan provides for a consolidated budget of 663,425,899,873 Colombian pesos (Col\$) for the period 2025–2027, of which Col\$ 391,579,847,607 has been confirmed, leaving a financial gap of Col\$ 271,846,301,608, the coverage of which is decisive to guarantee fulfilment of the objectives.

21. Colombia acknowledges that, at the end of the extension period in 2030, there will still be areas requiring intervention, especially in those territories where access continues to be limited, non-State armed actors continue to be present or security conditions prevent the development of operations. Therefore, the intervention methodology (through rapid response for risk reduction or land release) will depend on the conditions specific to the territory and will be adjusted as the operational context evolves.

22. However, Colombia also acknowledges that, given current conditions, it is not possible at this stage to present a plan for completion. The country faces high levels of uncertainty derived from factors exogenous to the public policy, in particular:

- The ongoing non-international armed conflict and the associated territorial dynamics, including the continued use of anti-personnel mines by non-State armed actors.
- Limitations on the establishment of safe humanitarian spaces in large swathes of the national territory, which restrict humanitarian demining operations.
- Instability in the flow of financial resources, which affects the sustainability of the operational capabilities developed to date.

23. In this context, Colombia acknowledges without a doubt that it will not be able to fulfil its obligations under Article 5 within the proposed five-year extension period. This extension request represents a necessary and strategic step towards maintaining the progress achieved under complex and changing conditions, and to make further progress in protecting communities affected by explosive ordnance contamination.
