

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

Submitted by the President of the Twelfth Meeting of the States Parties on behalf of the States Parties mandated to analyse requests for extensions

21 November 2013

1. Chad ratified the Convention on 6 May 1999. The Convention entered into force for Chad on 1 November 1999. In its initial transparency report submitted on 29 April 2002, Chad reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Chad was obliged to destroy or ensure the destruction of all antipersonnel mines under its jurisdiction or control by 1 November 2009. Chad, believing that it would be unable to do so by that date submitted, to the 2008 Ninth Meeting of the States Parties (9MSP), a 14 month request for an extension of its deadline until 1 January 2011. The Ninth Meeting agreed unanimously to grant the request.
2. In granting Chad's request in 2008, the 9MSP noted that, while it may be unfortunate that after almost ten years since entry into force a State Party is unable to account for what has been accomplished and what remains to be done, it is positive that such a State Party, as is the case of Chad, intends to take steps to garner an understanding of the true remaining extent of the challenge and to develop plans accordingly that precisely project the amount of time that will be required to complete Article 5 implementation. In this context, the Meeting noted the importance of Chad requesting only the period of time necessary to assess relevant facts and develop a meaningful forward looking plan based on these facts. The Meeting further noted that by requesting a 14 month extension, Chad was projecting that it would need approximately two years from the date of submission of its request to obtain clarity regarding the remaining challenge, produce a detailed plan and submit a second extension request.
3. On 20 September 2010 Chad submitted to the President of the Second Review Conference a request for an extension of its 1 January 2011 deadline. Chad's request was for three years, until 1 January 2014. The Tenth Meeting of the States Parties (10MSP) agreed unanimously to grant the request. In granting Chad's request, the 10MSP, while noting that Chad had not complied with the commitment it had made, as recorded by the 9MSP, to garner an understanding of the true remaining extent of the challenge and to develop plans accordingly that precisely project the amount of time that will be required to complete Article 5 implementation, it would appear that Chad did not possess much more knowledge than it did in 2008 to develop a plan to meet its Article 5 obligations. In this context, the 10MSP noted that as Chad had made it clear that the provision of external support is necessary to fully implement the plan contained within its request, Chad could inspire greater confidence on the part of those in a position to provide assistance by providing as soon as possible clarity regarding the remaining scope of the problem and giving consideration to the transformation of its national demining authority toward a more civilian organisation. The 10MSP noted that, by requesting a three year extension, Chad was projecting that that it would need approximately three years from the date of submission of its request to obtain clarity regarding the remaining challenge, produce a detailed plan and submit a third extension request.
4. On 2 May 2013, Chad submitted to the President of the Twelfth Meeting of the States Parties (12MSP) a request for extension of its 1 January 2014 deadline. Chad's request is for six years. The States Parties mandated to analyse requests submitted under Article 5 of the Convention (hereafter referred to as the "analysing group") noted that Chad is requesting six years but that the request indicates that the extension period goes until 2019. The analysing group further

noted that a six year extension would start from Chad's previous deadline – 1 January 2014 – and would therefore run until 1 January 2020.

5. The request briefly recalls that, as did the previous requests in 2008 and 2010, Chad's understanding of its original challenge was derived from a Landmine Impact Survey (LIS) carried out in 1999-2001, and which covered all of Chad's territory except the Tibesti region. The request also recalls that the LIS data proved to contain inaccuracies. Chad's request submitted in 2010 indicated that subsequent to the LIS, during the course of demining operations in the Borkou and Ennedi region of the north of Chad, new areas containing or suspected to contain anti-personnel mines were discovered totalling approximately 96 square kilometres (96,297,542 square metres), including three minefields located close to Wadi Doum (960,000 square metres).
6. The analysing group recalled that Chad's request granted in 2010, provided Chad with the time necessary to survey all suspected hazardous areas to determine with greater precision the extent of the remaining challenge, to elaborate a plan of action and to submit a third request that would be comprehensive in clarifying the remaining challenge and that would contain a detailed annual implementation plan leading to completion.
7. The analysing group recalled that, in its previous request, Chad had committed to conduct a nationwide technical survey, first in the Borkou and the Ennedi regions (one year), and, second, funds and security situation permitting in the Tibesti region, and continue demining or start demining in the areas that are known to contain anti-personnel mines and unexploded ordnance with priority given to high impact areas. In particular Chad committed to (a) demine the Ouadi Doum minefields within 5 years including one minefield of over 3 million square metres (38 kilometres long and 80 metres wide and 3 additional minefields of 960,000 square metres (16 kilometres long), (b) conduct demining operations in north-eastern Chad (Fada/Kiké road) without international support with the aim of opening up a route mined by Libyan forces during their withdrawal, (c) resume, further to recent improvement of the security situation in Tibesti, survey and demining activities in this region, (d) verify, over the course of approximately two years, data collected during the impact survey, the technical survey and demining operations and update the national demining centre's (CND) database and finally (e) to release as much land as possible during the period of the extension, to reduce areas identified by the technical survey as being dangerous, to determine the precise areas remaining to be addressed, to address all contaminated areas that require no more than 24 hours' work and to mark all areas that could not be addressed during this period.
8. With respect to these commitments, Chad's present request indicates that since 2010 a nationwide technical survey was conducted in the period 2010 to 2012 to the exception of the Moyen Chari department and the north of the Tibesti. The request indicates that the technical survey identified 246 hazardous areas covering 61,231,143 square metres, of which 65 areas are contaminated with mines. The mine action strategy annexed to the request indicates that the size of the areas (contaminated by anti-personnel mines or both anti-personnel mines and ERW) remaining to be cleared cover 91,71 square kilometres. In information provided to the analysing group as a complement to its request, Chad indicated that the CND reviewed and corrected some the data which appeared twice in the database. As a result, Chad indicated that there were 204 hazardous areas, including 98 mined areas covering 86,784 square kilometres. The analysing group noted that it was unfortunate that after the conduct of a comprehensive technical survey, Chad is still unable to communicate clearly on the number and size of areas that still need to be address to achieve full implementation of Article 5. The analysing group noted that it would be beneficial if Chad provided, by the Third Review Conference, details of how many areas remain to be addressed, their sizes and their exact location.

9. The analysing group noted that, in order to determine with greater precision the extent of the remaining challenge, Chad had complied with the commitment to survey all suspected hazardous areas to the extent that was possible. In this regard, the analysing group noted the fact that the security situation prevented further survey activities in northern Tibesti and that subject to availability of funding, the region of Moyen Chari in the South would also need to be surveyed. However, the analysing group noted that while the recent survey activities had enabled Chad to have a more precise idea of both the extent and the location of the remaining challenge and had enabled Chad to prepare a work plan, the full extent of the challenge is still not known.
10. The request indicates that mined areas in the vicinity of Wadi Doum have been estimated to contain 15,000 mines, not taking into account three additional minefields discovered nearby. Five demining teams were deployed to continue demining the Wadi Doum minefield and 209,366 square metres have been addressed by the Mines Advisory Group, leaving 720,000 square metres to be addressed. The request further indicates that in 2011, a team from the CND was deployed to resume demining operations in Fada (Wadi Ewou) with funds allocated by the Chadian government (106,200,000 CFA francs) but due to lack of funding, the project had to be stopped on 20 January 2013. The minefield originally covered 111,056 square metres and 20,384 square metres were demined, leaving 90,672 square metres to be addressed. The request also indicates that the technical survey deployed in 2011 in Tibesti did not cover the North of Tibesti where there are suspected mined areas, as well as the presence of a confirmed minefield of a type similar to Wadi Doum. The estimated size of this minefield is 5,640 square metres.
11. The request indicates that, in 2012, demining and clearance teams were deployed in the Tibesti to secure the main roads of southern Tibesti with two projects being implemented in parallel, one national and one international. The request further indicates that the data collected by the technical survey complemented the existing data and in accordance with the national mine action standards established only the confirmed and accessible hazardous areas were recorded in the database. The request also indicates that during 2010-2012, 217,000 square metres were cleared, 2,561 mines (including 1,202 anti-personnel mines) were destroyed, and 16 square kilometres were marked.
12. The analysing group recalled that Chad's previous request indicated that Chad had developed national standards and land release procedures, that the national standards were in the process of being validated by the Chad's national demining authority, and that the national land release document was being approved by the Government. Chad's current request indicates that between 2012 and 2013 Chad established 24 national standards compliant with the United Nations' International Mine Action Standards (IMAS), which were approved by the CND and that these can now be used. The request also includes a copy of Chad's national land release policy but indicates that the land release process has never been applied in Chad for a number of reasons, mainly due to conflicts and changing priorities which resulted in the fact that no demining operation was ever completed. Also, due to a lack of expertise, quality control was never carried out after demining operations to the exception of the external control carried out by the non-governmental organization, Digger, in 2010-2011. The request also indicates that Chad plans to implement the land release policy in as much as areas are released and taking into account logistical constraints. The analysing group noted that it would be beneficial if Chad could report on areas released annually at meetings of the Standing Committees and at Meetings of the States Parties and Review Conferences.
13. The request indicates that the CND was reshuffled several times between 2007 and 2013 further to mismanagement of financial and human resources as well as weaknesses in the CND's resource mobilisation and operational planning activities between 2010 and 2012. The request also indicates that, during the period 2010-2012, the lack of transparency at the CND had largely

contributed to diminishing efficiency and performance of the programme in general. The request notes that the CND is currently being restructured to strengthen its operational capacity but also to reduce staff from 720 to 320. The analysing group noted that it is positive that Chad acknowledges and communicates frankly about a situation which has been assessed to slow down implementation and that Chad has taken steps to overcome this situation. The analysing group also noted that it was positive that a number of measures are included in Chad's mine action strategy to strengthen national capacity and improve the working environment of the programme and that Chad is planning to engage more regularly with donors on the implementation of these measures.

14. The request indicates that the CND developed a mine action strategy for the period 2013-2017 aiming to contribute to Chad's development objectives and to promote, guide and fulfill the implementation of the Convention. The request also indicates that this strategy is the result of strategic and planning consultations with stakeholders, relevant ministries, international organisations and representatives of civil society and that it is based on an assessment of the small progress made, the context in which the mine action programme is implemented but also on the data recently collected by the technical survey. The request indicates that the mine action strategy comes in support of the request for extension while taking into the imperatives linked Chad's current national development plan 2012-2015. The request further indicates that there will be a mid-term evaluation of the strategy in 2015 providing the opportunity to make adjustments when the new national development plan will be established. The analysing group noted that it was positive that Chad had included mine action in its national development plan and that it had prepared a detailed strategy involving all relevant partners and stakeholders. The analysing group further noted that it would be beneficial if Chad shared with the States Parties the results of the mid-term evaluation of the strategy.
15. The strategy annexed to the request indicates that, during the period 2013-2017, the areas (128 square kilometres) identified to be contaminated by the presence of mines and explosive remnants of war in the northern, eastern and central regions of Chad will be demined. The request further indicates that, also during the same period, a survey of all suspected areas will be conducted in the regions of Salamat, Guera, Moyen Chari, Mandoui, Western and Eastern logone and that the mined areas identified will be cleared. The analysing group noted that, given the large amount of area reported (i.e., 128 square kilometres) presumably all would not be mined and require mine clearance but could be addressed more efficiently using "all available methods for the full and expedient implementation of Article 5 (1), as recommended by States Parties at the Ninth Meeting of the States Parties" including by employing "procedures for releasing land through technical and non-technical means," in keeping with Action 15 of the Cartagena Action Plan.
16. The request contains a general work plan for 2013-2019 which focuses on demining activities and indicates that further survey activities will take place once funds become available. The request indicates that during 2013-2017 all priority axis in Tibesti will be demined, that during 2015-2019 all contaminated areas in Ennedi and Borkou will be demined and that the regions of Wadi Fira, Sila, Ouaddaï and Salamat are demined, that in 2015 contaminated areas of N'djamena and Hadjer-Lamis will be addressed and that also in 2015, a technical survey will be implemented in the Ikéa region. (See Table 1.) The strategy annexed to the request, however, indicates that the contaminated areas of Borkou and Ennedi will be demined by 2017. The analysing group noted the discrepancy in the timelines provided for the clearance of areas in the regions of Borkou and Ennedi and also noted that the time period covered by the request (until 2019) and the strategy (until 2017) differ. In information provided to the analysing group by Chad as a complement to its request, Chad indicated that activities planned for 2018 and 2019 are intended to cover residual work that may be discovered after the closing of projects. The analysing group noted

that it would be beneficial if Chad submitted details of planned activities for the period 2018-2019.

Table 1: Areas to be addressed 2013-2017

Year	Region	Activity type	Size (square kilometres)	Budget US\$
2013	Tibesti	Clearance Mines / other ERW	15	1,700,000
2014	Tibesti	Clearance Mines / other ERW	16	2,000,000
2015	Tibesti	Clearance Mines / other ERW	19	2,000,000
	Borkou	Clearance Mines / other ERW	10	2,400,000
	Sud	Technical survey		1,000,000
2016	Tibesti	Clearance mines	10	1,160,000
	Borkou	Clearance Mines / other ERW	15	1,200,000
	Sud	Clearance Mines / other ERW		1,000,000
2017	Tibesti	Clearance Mines / other ERW	6,71	800,000
Totals			91.71	13,260,000

17. The request indicates that in order to eradicate anti-personnel mines in Chad, the CND will need to ensure that its database is sustainable, that the national capacity is increased with personnel trained in international training centres, that teams are recruited and that mechanical means are acquired to break isolation of the Tibesti, that the additional technical survey in the North and in the South to confirm or not the presence of anti-personnel mines are conducted and that demining operations in accordance with the new national strategy are continued. The request further indicates that the following constraints will need to be considered: staff turnover at the CND, lack of national and international funding and insecurity and conflicts.
18. The request indicates that the costs to demine and conduct the technical survey according to the strategy are estimated at US\$ 16 million, or an average of US\$ 4 million a year. The request further indicates that the Government of Chad would contribute US\$ 1 million a year and therefore US\$ 3 million are required from international donors and potentially from commercial partners. The strategy annexed to the request indicates that US\$ 16,520,000 are required solely to clear mines and other explosive remnants of war and to conduct the technical survey, with US\$ 13,260,000 allocated to clear areas containing both mines and other explosive remnants of war and conduct the technical survey, and US\$ 3,260,000 allocated to exclusively to the clearance of explosive remnants of war other than mines. The strategy also indicates that the budget projections for the entire strategy reach US\$ 40.3 million.
19. The analysing group noted that it would be beneficial if Chad could provide details on the basis used to calculate the annual US\$ 3 million required from international partners and how Chad would organise its resource mobilisation strategy. In information provided to the analysing group by Chad as a complement to its request, Chad indicated that the main basis for calculating the required annual funding figure was linked to the cost of the number of demining units deployed taking into account that costs vary depending on the number of international staff employed to oversee the work. Chad indicated that to mobilise resources it intended to organise a donors conference, prepare a resource mobilisation strategy in which budgets will be detailed, involve the Ministry of Economy, Plan and International Cooperation to advocate for demining and request from the government a share of the regional development budgets. The analysing group noted that it is positive that Chad plans to diversify its funding sources and that it plans to reach out to other relevant parts of the government to contribute to the funding effort.

20. The request indicates that circumstances that impeded compliance until now include a lack of international and national financial contributions, geography (vast size of the country) and climate, little developed road infrastructure and mined areas located in areas difficult to access, unavailability of mine laying maps, inaccuracies of LIS data, difficult security situation in the Tibesti region, information management problems, and internal mismanagement at the CND which led to several reshuffles. The request also indicates that the delay in the UN's release of funds provided by Japan for technical survey work slowed the deployment of teams and the collection of data by a year. The request also indicates that mine action in Chad lacked strategic vision, operational planning and coordination, with this situation leading to less trust from partners and reduced funding. The analyzing group noted that, while some of the impeding circumstances matters that Chad has the power to address, others are outside of its control and may persist during the requested extension period.
21. The request indicates that there will be humanitarian, economic, social and environmental benefits as a result of the work planned during the period of the requested extension including opportunities in areas of fisheries, tourism, mining, and urban development as well as ensuring that local populations will have free access to water sources and pasture land.
22. The analysing group noted that Chad had made good efforts to largely comply with the commitment it had made, as recorded by the decisions of the 10MSP, to garner an understanding of the true remaining extent of the challenge and develop a plan accordingly. However the analysing group noted that while steps have been taken to clarify the remaining challenge and while a national mine action strategy has been prepared, a detailed annual work plan for survey and clearance leading to completion and based on accurate and coherent data is still missing. The analysing group further noted that, while it would appear that Chad possesses more knowledge than it did in 2010 about the remaining extent of the challenge but, the information provided could be communicated with greater clarity and in an unequivocal manner. In this regard, the analysing group noted that the Convention would benefit from Chad submitting to the President of the Thirteenth Meeting of the States Parties, by 1 April 2014, a clear and detailed national survey and clearance plan leading to completion with this plan addressing information discrepancies in the extension request.
23. The analyzing group noted that the Convention would benefit from Chad informing the States Parties, by the end of 2015, of the results of its mid-term evaluation of the strategy, including if necessary, providing an updated strategy that takes into account new information. In addition, the analyzing group noted that the Convention would benefit from Chad informing the States Parties on an annual basis, as relevant, on the following:
 - a. The number, location and size of remaining mined areas, plans to clear or otherwise release these areas and information on areas already released, disaggregated by release through clearance, technical survey and nontechnical survey in accordance with Action #17 of the Cartagena Action Plan,
 - b. Efforts to diversify funding sources and to reach out to other relevant parts of the government to contribute to covering the costs of implementing Chad's national plans for survey and mine clearance,
 - c. Efforts undertaken to address inadequacies in the management of mine action information, and
 - d. Whether circumstances which had previously impeded the timely implementation of the Convention were continuing to affect the fulfillment of Chad's obligations.