

**Analysis of the request submitted by Yemen 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

(Belgium, France, Iraq and Sri Lanka)

1. Yemen ratified the Convention on 1 September 1998. The Convention entered into force for Yemen on 1 March 1999. In its initial transparency report submitted on 28 August 1999, Yemen reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Yemen was obliged to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by 1 March 2009. Yemen, believing that it would be unable to do so by that date, submitted a request to the 2008 Ninth Meeting of the States Parties (9MSP), for a six-year extension of its deadline, until 1 March 2015. The 9MSP agreed unanimously to grant the request.
2. On 17 December 2013, Yemen submitted to the President of the Thirteenth Meeting of the States Parties (13MSP) a request for extension of its 1 March 2015 deadline. Yemen's request was for five years, until 1 March 2020. The Third Review Conference agreed to grant the request.
3. On 28 March 2019, Yemen submitted to the Committee on Article 5 implementation (the Committee) a request for extension of its 1 March 2020 deadline. Yemen's request was for three years, until 1 March 2023. The Fourth Review Conference agreed to grant the request.
4. In granting the request the Fourth Review Conference noted in its decision the difficult circumstances faced by Yemen in its efforts to implement the decision of the Third Review Conference to garner an understanding of the extent of the remaining contamination and carry out clearance to fulfil its obligations during the extension period. The Conference further noted Yemen's commitment to strengthen and increase its capacity to address the current contamination and obtain clarity regarding the remaining contamination. The Conference further noted that, by requesting a three-year extension, Yemen was projecting that it would need approximately three years from the date of submission of its request to obtain clarity regarding the remaining contamination, produce a detailed plan and submit a further extension request. The Conference noted that it is positive that Yemen is requesting only the period of time necessary to strengthen its capacity and gather and assess data on contamination and other relevant information with a view to develop a meaningful forward-looking plan.
5. On 29 March 2022, Yemen submitted to the Committee a request for extension of its 1 March 2023 deadline. On 15 June 2022, the Committee wrote to Yemen requesting additional information and clarity on key areas of the request. On 11 August 2022, Yemen submitted a revised request for extension integrating responses to the Committee's questions. Yemen's request is for five years, until 1 March 2028.
6. The request indicates that challenges mentioned within Yemen's 2019 request persist and that contamination by anti-personnel mines, improvised explosive devices (IEDs), and explosive remnants of war (ERW) have increased in all areas "reached by rebels". The request also indicates that, in addition, the conflict with Al-Qaida has also led to contamination, especially of anti-

personnel mines of an improvised nature and that new types of anti-personnel mines have been deployed including those initiated by infra-red sensors.

7. The request indicates that during the course of the extension period Yemen's activities focused on a) ongoing emergency mine action focused on life-saving activities b) implementation of the Yemen Baseline Landmine Survey (YBLS) including re-survey, where the security situation allows, to establish a new baseline and, c) the development of the capacity of the mine action sector to meet the current challenges.
8. The request indicates that, concerning emergency clearance, the Government with support of the United Nations Development Program (UNDP) continued implementation of the emergency clearance plan, initiated in April 2015. The request indicates that during the extension period a total of 466 anti-personnel mines, 5,355 anti-tank mines, 15,585 items of unexploded ordnance and 2,715 improvised explosive devices (IED) were destroyed benefiting 1,576,274 beneficiaries in 2021 and 2022 (to June 2022).
9. The Committee noted the difficult circumstances faced and noted that Yemen's efforts to implement Article 5 are only part of the totality of efforts required to address explosive ordnance and, as such, noted the importance of Yemen continuing to provide information on the results of emergency clearance activities in a manner disaggregated by type of contamination. The Committee also noted the importance of Yemen providing information on IEDs in a disaggregated manner to provide clarity on the threat faced by Yemen. The Committee further noted the importance of Yemen reporting on its progress in a manner consistent with International Mine Action Standards (IMAS), disaggregating by area cancelled through non-technical survey (NTS), reduced through technical survey and addressed through clearance.
10. The request indicates that preparations for YBLS were completed in April 2021 and activities began in June 2021. The request indicates that the YBLS employs an evidence based approach, in accordance with IMAS, to the classification of areas as suspected hazardous areas (SHAs) and confirmed hazardous areas (CHAs). The request also indicates that the YBLS is carried in consultation with stakeholders. The request indicates that the YBLS is in progress and that the extent of contamination will only be determined once the survey is complete and the situation in Yemen is stable. The Committee noted the importance of Yemen ensuring the application of an evidence based approach to the classification of land and notes the importance of Yemen's consultation with stakeholders to establish of an accurate baselines of contamination in accessible areas.
11. The request indicates that, in 2021 and 2022, a total of 463 "NTS activities" were carried out in 6 Governorates (Abyan, Aden, al-dhale, Al-hodeida, Laheg, and Taiz) resulting in the identification of 89 SHA measuring 14,745,131.78 square metres and 220 CHA measuring 77,041,812.73 square metres. The Committee noted that Yemen provided information on the remaining challenge in a matter disaggregated by SHA and CHA, and they respective size, and encourages Yemen to continue providing information on the remaining challenge in the manner. The Committee welcomes the information provided by Yemen on NTS activities and noted the importance of Yemen providing clarity on the status of survey and clearance efforts in prioritized Governorates.
12. The request indicates that, concerning the development of the mine action sector, a focus has been placed on the following:

- a. Development of current National Mine Action Standards (NMAS) with 95% of NMAS standards having been updated in line with IMAS and pending approval by the Government (first quarter of 2023);
 - b. Development and approval of Standard Operation Procedures based on updated NMAS;
 - c. Acquisition of equipment to cover outstanding needs;
 - d. Agreement on resource allocation to survey against emergency land release;
 - e. Establishment of a priority setting system to determine priority areas for NTS, technical survey, Clearance, victims assistance, and explosive ordnance risk education (EORE), and;
 - f. Strengthening of the information management system.
13. The request indicates that a national prioritization matrix reliant on open-source information and previous clearance work has been developed and is updated every three months. The request indicates that district level priorities are identified through technical working groups with stakeholders. The request also indicates that, to support coordination of activities, Yemen opened a coordination office in Taiz and that the planned opening of a coordination office in Marib has been postponed due to insecurity. The request further indicates that 110 districts, which are currently accessible, have been prioritized in the following Governorates: Abyan, Aden, Al Dhale'e, Al Hudaydah, Al Maharah, Hadramaut, Lahj, Marib, Shabwah, Socotra and Taizz.
14. The request indicates that Yemen is partnering with organisations including the Danish Refugee Council, the HALO Trust, Norwegian People's Aid (NPA), the International Committee of the Red Cross (ICRC), Geneva International Centre for Humanitarian Demining (GICHD) and UNDP and welcomes support from additional organisations. The request includes actions Yemen is taking with partners to ensure strengthening of its capacity such as the establishment of a mine detection dog team, strengthen its mechanical capacity, enhancement of information management and training to ensure safe clearance of anti-personnel mines of an improvised nature.
15. The request indicates that during the extension period, Yemen signed an agreement for mine clearance with Dynashield in partnership with Dynasafe and SafeLane Global with funding provided by the Kingdom of Saudi Arabia through the King Salman Humanitarian Aid and Relief Centre (MASAM Project). The Committee wrote to Yemen to request detailed information on how the funding provided through the MASAM project contributes to implementation of the work plan presented in the request and how it features in the budget. Yemen responded by indicating that the MASAM Project supports 32 demining teams operating in the Governorates of Aden, Taiz, Al Hudaydah, Marib, Shabwah, Al Bayda, Al Jawf, Al Dhale, Lahij, and Sa'ada (Al Kitaf and Al Boqe'e) and that, to date, the Project has cleared 6,460,562 square metres, resulting in the destruction of 1,067 anti-personnel mines, 25,785 anti-tank mines, 18,887 items of unexploded ordnance and 1,146 IEDs.
16. The Committee noted the importance of efforts to strengthen its national capacity to address the remaining challenge and the importance of Yemen ensuring stakeholder coordination and involvement in establishing priorities in support of implementation efforts. The Committee noted the importance of ensuring that NMAS are up to date with the latest IMAS to ensure efficient and effective implementation as well as the application of these standards by all stakeholders. The Committee also noted the importance of Yemen providing information on the methodologies employed for survey and clearance efforts. The Committee further noted the importance of efforts to improve the effectiveness and efficiency of survey and clearance through the application of innovative technology.
17. The request indicates that Yemen carries out EORE activities through implementing partners including DRC, UNICEF, the ICRC through four Yemen Red Crescent Society teams. The request indicates that EORE is carried out as part of emergency activities, as part of clearance activities, in

prioritized locations and through the training of trainers with the involvement of local authorities, civil society organisations and relevant ministerial bodies. The request indicates that gender and diversity aspects are considered through the engagement of women, considering differing cultural aspects, and applying humanitarian principles. The request indicates that EORE activities during the period of 2020 – June 2022 were conducted in 8,601 locations benefiting 514,870 persons (149,433 girls, 83,593 women, 188,662 boys and 93,182 men). The request also indicates that the marking of mined areas is not systematic or comprehensive, with temporary marking placed using painted rocks and usually only around work sites. The request further indicated that additional equipment is necessary. The Committee noted the importance of Yemen and partners ensuring the effective exclusion of civilians from mined areas and the important of partnerships in this regard. The Committee notes that Yemen has provided information on beneficiaries in a disaggregated manner and encourages Yemen to continue reporting in this manner.

18. The request includes information on the national mine action structure, indicating that due to current circumstances there is no National Mine Action Strategy and that the Yemen Executive Mine Action Centre (YEMAC) is responsible for implementing mine action in Yemen and the Yemen Mine Action Coordination Cell (YMACC) is responsible for organizing and coordinating activities with international non-governmental organizations and relevant stakeholders, including quality management of mine action operations. The Committee noted the importance of strengthening national coordination by ensuring regular dialogue with national and international stakeholders, including by considering the establishment of national mine action platform, to support prioritization and planning activities and ensuring an inclusive dialogue on progress and challenges.
19. The Committee, in expert feedback received, noted difficulties highlighted regarding bureaucratic procedures preventing or delaying the importation of equipment such as mine detectors and detonators with detrimental effect on mine action operations. The Committee further noted that in some cases, it was highlighted that bureaucratic procedures had resulted in agreements with international organisations being delayed. The Committee noted the importance of Yemen providing a conducive environment for mine action activities to take place and to facilitate the work of partners to ensure effective and efficient implementation of Yemen's Article 5 commitments.
20. The request indicates that contamination has a social, cultural and economic impact including on infrastructure development, livelihood and safety, preventing access to arable land, water sources and grazing land and with continuing casualties being reported including a total of 1'089 during the period of 2020 and 2021 including (32 girls, 57 women, 81 boys and 919 men). The Committee noted that completion of Article 5 implementation during the requested extension period had the potential of making a significant contribution to improving human safety and socio-economic conditions in affected areas. The Committee noted that Yemen provided information on casualties in a gender and age disaggregated manner and encourages Yemen to continue reporting in this manner.
21. The request indicates factors, which in Yemen's view, acted as impeding circumstances during the extension period to complete implementation included a) impact of continued conflict resulting in an increased level of contamination and preventing access to mined areas, b) introduction of new threats, such as mines of an improvised nature and other IEDs, c) lack of capacity to respond to new contamination, d) lack of funding, e) impact of COVID-19 pandemic, f) weather conditions, and g) lack of information on the location of mined areas.
22. As noted, Yemen's request is for 5 years, until 1 March 2028. The request indicates that implementation may be affected by several factors, including armed conflict and the results of

survey activities and that to submit a work plan offering detailed milestones of progress and the amount of time needed to fulfil Yemen's commitments under Article 5 would be unrealistic at this time. The request indicates that, given that the situation in Yemen is fluid, the work plan will need to be flexible but provide the structure necessary to move forward. The Committee recognises the complex nature of the situation in Yemen and notes the importance of Yemen providing clarity on the status of implementation and milestones to be accomplished in accessible areas.

23. The request indicates that during the extension period Yemen will a) strengthen the capacity of YMACC/YEMAC, b) continue implementation of YBLS, c) develop annual revised work plans, d) strengthen information management, e) support the coordination office, and f) develop a National Mine Action Strategy. The request also indicates that Yemen is committed to provide annual updates in its Article 7 reports on implementation and on progress and results of YBLS as well as requirements for assistance.

24. The Committee noted that the implementation of Yemen's work plan is contingent upon current operational challenges, including security and accessibility. In line with the fact that, as the request indicates, "there are several areas under the control of the internationally recognized legitimate governments where the security situation permits survey and clearance operations to take place in the best conditions" the Committee wrote to Yemen to request additional information on the work plan for implementation during the extension period and the setting of priorities. Yemen responded by recalling the national prioritization matrix and indicating that the following steps are followed ; i) development of annual and monthly plans, ii) follow up on training and capacity building processes, iii) coordinating with operators and organizations, iv) periodic operational meetings and technical workshops, and v) monitoring implementation of all monthly plans. The Committee noted the importance of Yemen annually updating its national work plan based on new evidence and reporting on adjusted milestones in their Article 7 reports, including information on the number of mined areas and amount of area to be addressed annually and on how priorities were established.

25. The Committee wrote to Yemen to request additional information on Yemen's plan for EORE in affected communities. Yemen responded by indicating that EORE activities are included within the ongoing emergency response activities and will continue in affected areas. Yemen responded by indicating that EORE teams conduct periodic 'campaigns' which include training of trainers in communities most affected by the conflict. Yemen indicated that these activities take place before, during, and after clearance activities. Yemen further indicated that the priority for EORE in 2023 is to address the governorates that were not previously targeted and those that have a high rate of victims as well as internally displaced people camps.

26. The request indicates that the National Mine Action Programme (NMAP) respects diversity in religions, customs, colour, cultures, and regions and that Gender and Diversity principles were considered during the recruitment of staff with the inclusion of women is a priority for Yemen. The request indicates that several women have been employed in various departments, such as Information Management, NTS activities, EORE activities, and victim assistance activities. The request indicates that the National Mine Action Program (NMAP) carries out its work without discriminating affected people by location, political or ideological affiliation. The request indicates that Yemen and stakeholders are aware of the need to consider the different needs of girls, women, boys, and men, in their planning. YEMAC currently deploys 15 women EORE trainers and 15 women in NTS teams. The request indicates that Yemen is planning to develop and build capacity on gender issues, equality and social diversity in the NMAP with the support of the GICHD and the UNDP.

27. The request indicates that a total of US \$7,462,497 will be required in 2023, US \$9,550,000 for the period 2024-2027 and US \$2,387,498 for 2028. The request indicates that Government allocations

cover YEMAC staff salaries but that the national contribution has decreased due to the COVID-19 pandemic. The request indicates difficulties in anticipating the amount of international support and that no agreement is in place regarding resource allocation to the survey against emergency land release. The Committee, in noting the importance of international assistance, wrote to Yemen to request information on its resource mobilization strategy. Yemen responded by indicating that Yemen plans to; a) engage donors during Convention meetings, b) continue holding bilateral meetings with donors, c) disseminate Yemen's mine action priorities with stakeholders d) engage embassies and permanent missions' of Yemen to hold discussions with donors, and e) host international events to mobilize more funding. Yemen further committed to keeping the Committee informed on progress in this regard. The Committee noted the importance of Yemen having in place a resource mobilisation strategy and using all mechanisms within the Convention to disseminate information on its remaining challenge including through its Article 7 Reports and participation in the Individualised Approach.

28. The Committee, while recognizing the difficult context Yemen finds itself in, noted that the request does not contain a detailed, costed and multiyear work plans for the extension period. The Committee also noted that the request does not contain a detailed, costed and multiyear plans for context-specific EORE in affected communities. The Committee, in noting Yemen's commitment to the development of annual and monthly plans for implementation, noted that the States Parties would benefit from Yemen submitting by **30 April 2023** its annual work plan for implementation including information on milestones and projections of which areas and what area would be targeted for survey and clearance by which organization as well as a detailed, costed, context-specific plan for EORE. The Committee noted that the submission by Yemen of an annual plan will facilitate the work of the Committee to measure progress in implementation of Yemen's Article 5 obligations.

29. Recalling that the implementation of Yemen's Article 5 obligations will be affected by new information, the level of resources obtained, changes in the security environment, and the amount of capacity involved in survey and clearance operations, the Convention would benefit from Yemen submitting to the Committee an updated detailed work plan by **30 April 2024** and **30 April 2026** for the remaining period covered by the extension request. The Committee noted that these work plans should contain an updated list of all areas known or suspected to contain anti-personnel mines using terminology consistent with IMAS, annual projections of which areas and what area would be dealt with during the remaining period covered by the request and by which organisation and a plan for MRE matched to a revised detailed budget.

30. The Committee welcomed the information provided in the request and subsequently in response to the Committee's questions. The Committee noted Yemen's commitment to producing annual revised work plans and to provide annual yearly updates in its Article 7 Reports. In this regard, the Committee noted that the States Parties would benefit from Yemen reporting annually, by 30 April, to the States Parties on the following:

- a. Progress made relative to the commitments contained in Yemen's work plan and the results of survey and clearance efforts in a manner consistent with IMAS in accordance with the land released methodology employed, (i.e. cancelled through NTS, reduced through technical survey, and cleared through clearance) with the results disaggregated by the type of explosive ordnance identified and destroyed;
- b. The impact of survey and clearance outcomes and update on how additional clarity obtained may change Yemen's assessment of the remaining implementation challenge and timeframe for implementation;

- c. The remaining challenge in a manner consistent with IMAS and disaggregated by suspected hazardous areas and confirmed hazardous areas and their respective sizes as well as by type of contamination;
 - d. Information on progress in building the capacity of Yemen to address the remaining challenge, including efforts to approve its NMAS, strengthen information management, and the acquisition of necessary equipment;
 - e. Updates regarding efforts to ensure the exclusion of civilians from mined areas including through the implementation of mine risk education and reduction efforts in affected communities, including information on the methodologies used, the challenges faced and the results achieved, with information disaggregated by gender and age;
 - f. Adjusted milestones, including information on the number of mined areas and amount of area to be addressed annually and how priorities have been established;
 - g. Changes in the security situation and how these changes positively or negatively impact annual milestones for emergency clearance and baseline survey of known and suspected mined areas;
 - h. Information on how implementation efforts take into consideration the different needs and perspectives of women, girls, boy and men and the needs and experiences of people in affected communities, and;
 - i. Resource mobilization efforts, external financing received and resource made available by the Government of Yemen to support implementation efforts;
31. The Committee noted the importance, in addition to Yemen 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, Meeting of the States Parties and Review Conferences as well as through Article 7 reports using the Guide for Reporting.