

Analysis of the request submitted by Cambodia 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, and the United Kingdom)¹**

1. Cambodia ratified the Convention on 28 July 1999. The Convention entered into force for Cambodia on 1 January 2000. In its initial transparency report submitted on 26 June 2000, Cambodia reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Cambodia was obliged to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by 1 January 2010. Since this time, Cambodia submitted requests for extension to the Second Review Conference (2RC) in 2009 and the Fourth Review Conference of the States Parties (4RC) in 2019. On each occasion, the States Parties agreed unanimously to grant Cambodia its request. The request for extension granted to Cambodia by the 4RC was for five years and eleven months, until 31 December 2025.
2. In granting Cambodia's request the 4RC noted that, while Cambodia had not been able to complete the implementation of the principle commitment it had made to complete implementation by its deadline in 2020, as recorded in the decisions of the Second Review Conference, and while it is unfortunate that after almost two decades of intensive humanitarian demining efforts Cambodia does not have a precise definition of its remaining contamination, Cambodia has made commendable progress and has committed to increase its capacity and reinvigorate efforts to garner an understanding of the extent of the remaining challenge and fulfil its obligations during the extension period.
3. Cambodia, believing that it will be unable to destroy or ensure the destruction of all anti-personnel mines under its jurisdiction or control by its deadline submitted, on 7 April 2025, to the Committee on Article 5 Implementation ("the Committee") a request for an extension of its deadline indicating that in its request that, following the completion of its survey activities to be completed in June 2025 "Cambodia will have a clearer picture of the remaining antipersonnel mines contamination to support the preparation and submission of an updated work plan to be submitted to the Committee on Article 5 implementation by August 2025." On 27 June 2025, the Committee wrote to Cambodia requesting additional information and clarity on key areas of the request. On 16 October 2025, Cambodia submitted a revised request incorporating responses to the Committee's questions.
4. The Committee noted that Cambodia had submitted the request in accordance with the process established by the States Parties and that, despite some challenges highlighted in its revised request, has engaged in cooperative dialogue with the Committee on matters related to the extension request. Cambodia's request is for five years until 31 December 2030.
5. The request indicated that during the previous extension period Cambodia addressed 923,087,530 square metres, including 144,288,841 square metres cancelled through non-technical survey, 274,890,185 square metres reduced through technical survey, and 503,908,504 square metres cleared, resulting in the destruction of 121,835 anti-personnel mines, 1,495 anti-tank mines, 32,782 items of cluster munitions and 352,301 items of other explosive ordnance. The request indicates that during the extension period, Cambodia identified 3,535 previously unknown mined

¹ Thailand is a member of the Committee on Article 5 Implementation. In accordance with the working methods related to extension requests and conflict of interest, Thailand has recused itself from the analysis of Cambodia's request.

areas measuring 732,179,495 square metres. The Committee noted the importance of Cambodia providing information on progress made in a manner consistent with International Mine Action Standards (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 of explosive ordnance located and destroyed; The Committee further noted the importance of Cambodia continuing to report on the identification of previously unknown mined areas and how these discoveries affect the timeline for implementation.

6. The request indicates that as of 30 June 2025, 14 provinces and one capital out of 25 have been declared mine-free; Phnom Penh (Capital), Kampot, Kandal, Kep, Kampong Cham, Kampong Chhnang, Kampong Speu, Khet Preah Sihanouk, Kratie, Mondul Kiri, Prey Veng, Svay Rieng, Stung Treng, Takeo, and Tbong Khmum.
7. The request indicates that during the extension period Cambodia revised three national mine action standards (NMAS), including one related to land release, and developed a further six NMAS, including one concerning gender and diversity and environmental management. The request also indicates that during the extension period, Cambodia developed a NMAS on information management to support maintaining and strengthen its information management system. The request further indicates that Cambodia employs all land release methodologies including NTS, TS, and clearance in according with IMAS. The Committee noted with satisfaction that Cambodia is making use of the full range of practical methods to release, with a high level of confidence suspected hazardous areas (SHA), in accordance with IMAS. The Committee encourages Cambodia to continue seeking improved land release methodologies which could lead to Cambodia fulfilling its obligations in a shorter time frame.
8. The request indicates that during the extension period, NMAS were developed on Explosive Ordnance Risk Education (EORE). The request further indicates that a three-year risk education action plan 2021-2023, and a two-year action plan 2024-2025 and highlighted continued coordination through the risk education technical reference group during the extension period. The request indicates that a total of 9,259,134 people received risk education messages and provides information disaggregated by sex and age disaggregated data. The Committee noted the importance of Cambodia 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.
9. The request indicates that anti-personnel mines continue to have a significant socio-economic impact and that, despite a gradual reduction in the number of mine victims since entry into force. The request indicates that between 1 January 2020 and 30 June 2025, there were 255 mine and ERW casualties (120 caused by anti-personnel mines and 135 caused by ERW) and that casualties caused by mines were most frequent among those collecting food, cleaning new land, and farming. The request also indicates that the Cambodian Mine/ERW Victim Information System (CMVIS) reported that approximately 49 percent of mine accidents over the past decade (2015–2024) occurred outside recorded minefields, including “inaccessible” areas that were not covered in previous baseline surveys, particularly along the Cambodia-Thailand border. The Committee noted the importance of Cambodia reporting information on casualties in a manner disaggregated by gender, age, and disability.
10. The request indicates that anti-personnel mines continue to have humanitarian, and socio-

economic impacts in Cambodia restricting safe access to agricultural land, housing, water resources, forests, and markets. The request indicates that remaining contamination also poses challenges to national development projects. The request further indicates that despite declining accident rates, many farmers risk entering uncleared land due to the urgent need for land for agricultural production. The Committee noted that the ongoing effort to implement Article 5 during the requested extension period had the potential of making a significant additional contribution to improving human safety and socio-economic conditions in Cambodia.

11. The request indicates the following, which in Cambodia's view, acted as impeding circumstances during the extension period: (a) the magnitude of the remaining problem and competing priorities for socio-economic development, (b) need to address other types of explosive ordnance contamination, namely anti-tank mines, cluster munitions, unexploded ordnance, underwater contamination, and aerial bombs, (c) discovery of previously unknown minefields, (d) geographical challenges with clearance activities now addressing more challenging minefields located in rugged mountainous terrain and dense forests that makes access difficult, (e) border challenges along the border between Cambodia and Thailand, including incomplete demarcation, hinder clearance of minefields in this area.
12. The request indicates a remaining challenge of 524,280,410 square metres located in 10 Provinces (Banteay Meanchey, Battambang, Kampong Thom, Koh Kong, Oddar Meanchey, Pailin, Pursat, Rattanak Kiri, and Siem Reap). The request indicates that the Royal Government of Cambodia has mandated the Cambodian Mine Action Centre (CMAC), in collaboration with the Royal Cambodian Army (RCA), to carry out a comprehensive survey in provinces bordering Thailand. The request further noted that upon completion of the survey, the estimated remaining contaminated area is expected to increase. The Committee noted the importance of Cambodia carrying out efforts to acquire increased clarity on the extent of contamination and reporting on the remaining challenge in a manner consistent with IMAS, by disaggregating by 'suspect hazardous areas,' and 'confirmed hazardous areas' and their relative size, including disaggregating between the type of contamination to ensure increased clarity on the remaining challenges.
13. As noted, Cambodia's request is for five years, until 31 December 2030. The request indicates that Cambodia will continue its comprehensive mine clearance efforts, safeguarding communities, and fulfil its obligations under the Convention. The request also indicates that by addressing the remaining contamination, Cambodia aims to eliminate the threat, providing communities with safer access to land and resources essential for sustainable development and economic growth and that this commitment underscores Cambodia's dedication to a mine-free future, aligning with national development priorities and the global objective of a world free of mines.
14. The request indicates that during the extension period Cambodia will undertake a 'comprehensive survey' (CS) to identify contaminated areas in 21 districts of seven provinces bordering Thailand: Banteay Meanchey, Oddar Meanchey, Preah Vihear, Pailin, Battambang, Pursat and Koh Kong. The request indicates that CS was designed to systematically identify and document the remaining mine-affected areas in the border regions. The request further indicates that the Royal Government of Cambodia (RGC) tasked the Cambodian Mine Action Centre (CMAC) to conduct CS in cooperation with the Royal Cambodian Army (RCA).
15. The request indicates that CS has been completed in eight out of 21 districts resulting in the identification of 277 minefields measuring 149,784,042 square metres. The request indicates that Cambodia is committed to completing the survey in the remaining 13 districts once the border situation returns to normalcy. The request indicates that when the CS is completed, Cambodia will have a clear picture of the remaining anti-personnel mine contamination, support the preparation

and submission of an updated work plan, and serve as a critical basis for planning, clearance prioritisation, and resource mobilisation.

16. The request indicates that during the extension period, Cambodia intends to achieve the following annual milestones including, 80,206,882 square metres addressed during the period of 1 July 2025 – 31 December 2025, 130,000,000 square metres in 2026, and 78,518,382 square metres annually for the period 2027-2030.
17. The request indicates the importance of clearance along the border between Cambodia and Thailand to be undertaken in a manner consistent with the frameworks of the General Border Committee (GBC) and the Joint Boundary Commission (JBC). The request indicates the need for Cambodia and Thailand to jointly identify priority border areas for humanitarian mine clearance, particularly in locations where civilian populations are present and where clearance efforts would directly support socio-economic development, safeguard lives on both sides of the border, and contribute to regional stability. The request also indicates the proposed establishment of a joint coordinating task force composed of representatives from the GBC Secretariats, the Cambodian Mine Action Centre (CMAC), and the Thailand Mine Action Centre (TMAC). The request further indicates that this task force would be responsible for identifying priority areas for demining, developing standard operating procedures, coordinating clearance activities, and ensuring that the criteria of both countries are duly considered. The request further indicates the importance of involving a credible third party whose presence and facilitation would help build trust, enhance transparency, and ensure the success of clearance operations along the border. The Committee noted the importance of collaboration between Cambodia and Thailand to support activities in the affected community in border areas to ensure progress in meeting the objectives of the Convention.
18. The request includes a work plan for mine risk education and reduction (MRE) for the period of the extension. The request indicates that MRE programs are continuously adapted to evolving needs and contexts, ensuring that high-risk areas, particularly those with vulnerable populations such as mobile adult workers and children, receive targeted education to minimise potential accidents. The request indicates that to enhance the effectiveness of MRE, Cambodia will review and develop MRE messages and materials to raise awareness and encourage safe practices by considering gender and diversity inclusion and that MRE is being integrated into survey, clearance, victim assistance, and other actions to reinforce MRE among affected communities. The request indicates that MRE activities will be incorporated into broader humanitarian response plans, including protection, development, environmental conservation, education, and disaster risk reduction initiatives. The request further indicates that MRE will be delivered in high-risk areas to promote preventive measures for affected populations and vulnerable groups. The request further indicates that MRE activities will be adapted to the specific community situation and will include mass campaigns, billboards, leaflets, posters, textbooks, T-shirts, household visits, community-based volunteers, public service announcements, integrating MRE messages into school curricula, and strengthening the implementation of the law on the management of weapons, explosives, and ammunition.
19. The Committee noted the importance of Cambodia providing updates 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 the methodologies used, the challenges faced and the results achieved, with information disaggregated by gender and age.
20. The request indicates that Cambodia is committed to maintaining effective, decentralized planning and prioritisation throughout the requested extension period, particularly by

empowering affected communities to participate actively in decision-making regarding mine action activities. The request indicates that by involving local communities, the process ensures that clearance efforts align with their immediate needs and long-term priorities, fostering a sense of ownership and inclusiveness. The request indicates that the Cambodian Mine Action and Victim Assistance Authority (CMAA) will continue to closely monitor the implementation of this process to ensure it remains effective and responsive to the evolving needs on the ground. The request further indicates that the CMAA will introduce adjustments or refinements to enhance both the efficiency and impact of the planning and prioritisation efforts, ensuring that resources are allocated strategically to achieve the greatest benefit for affected communities.

21. The request indicates that the CMAA will strategically coordinate the release of mined areas based on their geographical location with priority given to ensuring the security and safety of local communities and areas with the greatest need for socio-economic development. The request also indicates that mined areas located in complicated areas, including areas closer to the border, which might involve more complex considerations such as border security, accessibility, density of mines, and difficult terrain, will be approached and addressed in the later years of the extension, ensuring a comprehensive and orderly progression of demining efforts.
22. The Committee noted the importance of Cambodia ensuring that survey and clearance continue to be prioritized 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. A prioritisation process that supports communities and areas with the greatest socio-economic need would benefit from further integration with Cambodia's wider development strategy. Sequenced and integrated mine action support, aligned with other Cambodian government efforts, would maximise the benefits to landmine affected communities and potentially increase investment opportunities for mine action from wider sources.
23. The request indicates that Cambodia will require a total of US\$ 146,798,515 to implement Article 5 during the extension period. The request also indicates that Cambodia has a resource mobilisation strategy in place. The Committee noted the importance of Cambodia continuing to provide information on its resource mobilisation efforts and external financing received, as well as resources made available by the RGC to support implementation efforts.
24. The request indicates that building national capacity to manage residual contamination is a key component of the forthcoming National Mine Action Policy 2026-2035. In this regard, the Committee noted the importance of Cambodia providing updates regarding the structure of Cambodia's mine action programme, including new organisational and institutional capacities to respond to residual contamination following completion.
25. The request further indicates that Cambodia has a resource mobilisation strategy in place. The request indicates that while traditional donors remain the primary and essential funding source, Cambodia continues cultivating strong relationships with donors and development partners built on years of mutual trust and shared achievements. The request indicates that the CMAA has coordinated with relevant donors to analyse shifts in Official Development Assistance (ODA), evolving policy landscapes, and budget allocation processes to ensure effective funding strategies and to identify potential risks and opportunities to access funding streams. The request further indicates that CMAA will enhance engagement with a diverse donor base by collaborating with regional states, NGOs, and international organizations while fostering relationships with emerging and non-traditional donors, including the private sector and that expanding private sector involvement, as outlined in the NMA 2018-2025, introduces an innovative approach to fundraising, particularly through implementing the Mine-Free Village mechanism.

26. The request indicates that key forums for resource mobilization will include regular Technical Working Group on Mine Action meetings, which bring together key national and international stakeholders to review progress, discuss priorities, and explore opportunities for collaboration as well as bilateral meetings with foreign embassies in Cambodia to strengthen diplomatic ties and secure commitments from individual donor countries. The request further indicates that active participation in international donor meetings to present Cambodia's achievements, ongoing needs, and long-term plans further demonstrates transparency and accountability to global partners. The Committee noted the importance of Cambodia continuing to provide information on its resource mobilisation efforts and external financing received, as well as resources made available by the Royal government of Cambodia, to support implementation efforts.
27. The request indicates that to ensure the effective implementation of the work plan, Cambodia will maintain a robust three tiered coordination system throughout the requested period which has proven functional and efficient, operating effectively at political, sector, and technical levels ensuring clear communication, accountability, and a streamlined process for addressing challenges and achieving objectives across all levels of government and stakeholders. The request indicates that this includes the Technical Working Group on Mine Action (political level), Mine Action Coordination Committee (sector level), and Technical Reference Group (technical level). The Committee noted the importance of Cambodia's commitment to continue strengthening national level coordination including by ensuring regular dialogue with national and international stakeholders on progress and challenges in implementation and requirements for assistance.
28. The request indicates several factors that could positively or negatively impact on the request timeframe, including: (a) geographical challenges in border areas: minefields along the Cambodia-Thailand border are in rugged mountainous terrain and dense forests, making access difficult, (b) discovery of new minefields, (c) incomplete demarcation of border areas, and (d) availability of financial resources.
29. 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 socio-economic implications of remaining contamination, immediate follow up in response to accidents, additional detail on planning and prioritisation processes, information on current demining capacity, annexed maps and tables relating to provinces declared mine free and further financial considerations.
30. The Committee noted that Cambodia will have greater clarity on the extent of contamination following the comprehensive survey in 21 districts of seven provinces bordering Thailand to be carried out by CMAC, in collaboration with the Royal Cambodian Army. The Committee further noted that Cambodia has indicated in its request that survey in the remaining 13 districts has been currently suspended and will be implemented after the border situation returns to normalcy. In this regard, the Committee noted that the Convention would benefit from Cambodia submitting to the Committee an updated, detailed, costed work plan by 30 April 2027 and 30 April 2029, for the remaining period covered by the extension. The Committee noted that these work plans should contain information on progress made, the result of survey efforts, an updated list of all areas known or suspected to contain anti-personnel mines using terminology consistent with IMAS and disaggregated by the type of explosive ordnance, annual projections of which areas and what area would be dealt with during the remaining extension period and by which organisation, matched to a detailed budget. The Committee further indicated the importance of the updated work plan containing detailed, cost, and multi-year plans for context-specific mine risk education and reduction in affected communities.

31.The Committee noted that Cambodia should ensure that updated work plans include:

- a. detailed information on progress in Cambodia and Thailand jointly identifying priority border areas for humanitarian mine clearance, particularly in locations where civilian populations are present and where clearance efforts would directly support socio-economic development, safeguard lives on both sides of the border, and contribute to regional stability.
- b. establishment of a joint coordinating task force composed of representatives from the GBC Secretariats, the Cambodian Mine Action Centre (CMAC), and the Thailand Mine Action Centre (TMAC).
- c. involvement of a credible third party whose presence and facilitation would help build trust, enhance transparency, and ensure the success of clearance operations along the border.

32.The request indicates that the NMA on Gender and Diversity Mainstreaming in Mine Action was developed in September 2024 and that to ensure its effectiveness the CMAA gender team will review its guidelines to promote gender equality in mine action. The request also indicates that the CMAA's Gender Team plans to develop monitoring tools (procedures and forms) and a work plan, as well as conduct field monitoring to assess the implementation of the standard. The Committee further indicated that Cambodia will provide recommendations to strengthen compliance with the standard and will coordinate with mine action operators and other stakeholders to monitor and promote the implementation of gender and diversity mainstreaming in mine action plans. The Committee noted the importance of Cambodia continuing to provide Information on how implementation efforts take into consideration the different needs and perspectives of women, girls, boys and men and the diverse needs and experiences of people in affected communities.

33.The Committee noted with satisfaction that the information provided in the request and subsequently in responses to the Committee's questions is comprehensive, complete and clear. The Committee further noted that the plan presented by Cambodia 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 based on significant co-contribution from the State budget and contingent upon stable international funding. In this regard, the Committee noted that the Convention would benefit from Cambodia reporting annually, by 30 April, to the States Parties on the following:

- a. progress made relative to the commitments contained in Cambodia'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 clarity obtained may change Cambodia's assessment of the remaining implementation challenge and timeframe for implementation, 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. updates regarding agreements, plans and other collaboration with Thailand to prioritize and address remaining contamination in areas along the border, including the location and status

of areas confirmed or suspected to contain mines along that border;

- d. the remaining challenge in a manner consistent with IMAS, by disaggregating by 'suspect 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;
- 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. information on humanitarian, social and economic, and environmental implications, in particular in conservation areas, of contamination, and data 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 residual risk strategy to ensure the establishment of a sustainable national capacity to address previously unknown mined areas, including newly mined areas, discovered following completion;
- j. resource mobilisation efforts and external financing received, as well as resources made available by the government of Cambodia to support implementation efforts;
- k. 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 Cambodia reporting to the States Parties as noted above, of keeping the States Parties regularly apprised of other pertinent developments regarding the 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 its Article 7 reports using the Guide for Reporting.