

Analysis of the request submitted by Democratic Republic of the Congo for an extension of the deadline for completing the destruction of antipersonnel mines in accordance with Article 5 of the Convention

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

1. The Democratic Republic of the Congo acceded to the Convention on 2 May 2002, and the Convention entered into force for the Democratic Republic of the Congo on 1 November 2002. In its initial transparency report, the Democratic Republic of the Congo reported areas under its jurisdiction or control in which anti-personnel mines were known or suspected to be emplaced. The Democratic Republic of the Congo was obliged to destroy or ensure the destruction of all anti-personnel mines under its jurisdiction or control by 1 November 2012. Since this time, the Democratic Republic of the Congo submitted requests for extensions to the Eleventh Meeting of the States Parties in 2011, the Third Review Conference in 2014, the Eighteenth Meeting of the States Parties (18MSP) in 2020 and the Nineteenth Meeting of the States Parties (19MSP) in 2021. On each occasion, the Meetings of the States Parties and the Review Conference agreed to unanimously grant the Democratic Republic of the Congo its request for extension. The request granted to the Democratic Republic of the Congo by the 19MSP was for three and a half years, until 31 December 2025.
2. In granting the request, the 19MSP noted that while the Democratic Republic of the Congo had not been able to complete the implementation of its Article 5 commitments as recorded in the decisions of the 18MSP, it had made progress in this regard and highlighted efforts to address key factors affecting implementation. The 19MSP further noted that the Democratic Republic of the Congo was projecting that it would need approximately three and a half years to update its national strategy and develop a plan for its implementation, mobilise national and international resources for implementation to carry out survey and clearance of the remaining mined areas.
3. On 10 July 2025, the Democratic Republic of the Congo submitted to the Committee on Article 5 Implementation, a request for extension of its 31 December 2025 deadline. On 22 July 2025, the Committee wrote to the Democratic Republic of the Congo to request additional information. On 31 July 2025, the Democratic Republic of the Congo provided a response to the Committee's questions. The Democratic Republic of the Congo's request is for three years, until 31 December 2028.
4. The Committee noted that the Democratic Republic of the Congo had submitted its request later than the established 31 March 2025 deadline for States Parties submitting requests in 2025 and therefore had not adhered to the extension request process established by the States Parties in 2007. The Committee, however, noted with satisfaction that the Democratic Republic of the Congo has submitted its request and has engaged in a cooperative dialogue with the Committee, including by meeting with the Committee to discuss the situation in the Democratic Republic of the Congo.
5. The Committee noted that the request contains discrepancies in the number of reported areas addressed between 2022 and 2025 and wrote to the Democratic Republic of the Congo to request clarifications on number of areas addressed and methods used to release the mined areas. Additional information provided by the Democratic Republic of the Congo indicates that during

the period since the last request, 19 areas in three provinces totalling 151,704 square metres were released, including 27,742 square metres by non-technical survey (NTS), 43,158 square metres by technical survey (TS) and 80,804 square metres by clearance.

Province	Number of areas	Area released by non-technical survey (m2)	Area released by technical survey (m2)	Area released by clearance (m2)	Total released (m2)
Tanganyika	6	5,480	23,869	14,197	43,546
Ituri	10	16,478	10,654	51,050	78,182
Kasai central	3	5,784	8,635	15,557	29,976
Total	19	27,742	43,158	80,804	151,704

6. The additional information provided also indicates that survey activities were carried out in 15 areas in Ituri, North Kivu and South Kivu and resulted in the cancellation of 6,235 square metres through non-technical survey as follows:

Province	Number of areas pre- NTS	Area pre-NTS (m2)	Number of areas post-NTS	Area post-NTS (m2)
Ituri	4	6,100	3	10,058
South Kivu	2	850.8	2	850.8
North Kivu	9	12,760	11	13,475
Total	15	19,710.8	16	13,475.8

7. The Committee noted the importance of the Democratic Republic of the Congo reporting on progress in a manner consistent with the International Mine Action Standards (IMAS) and encourages continued reporting on progress in accordance with the land release methodology employed (i.e. cancelled through non-technical survey, reduced through technical survey, or cleared through clearance).
8. The request indicates that the methods used for addressing mined areas include non-technical and technical survey of suspected or known mined areas and manual clearance of known mined areas and that these activities are conducted in accordance with International and National Mine Action Standards (NMAS). The request also indicates that the national standards will continue to be updated during the period covered by the extension request. The Committee noted with satisfaction that the Democratic Republic of the Congo is making use of the full range of practical methods to release, with a high level of confidence, suspected hazardous areas (SHAs), in accordance with IMAS. The Committee encourages the Democratic Republic of the Congo to continue seeking improved land release techniques which could lead to the Democratic Republic of the Congo fulfilling its obligations in a shorter time frame.
9. The Committee wrote to the Democratic Republic of the Congo to request further information on existing national standards, including a list of existing standards, the date of their last review, and a timeline for their revision and updating to ensure alignment with IMAS. The Committee also requested information on how the Democratic Republic of the Congo plans to incorporate relevant actions from the Siem Reap–Angkor Action Plan, particularly actions 26 to 29, into its national standards framework. The Democratic Republic of the Congo responded by indicating that there are 25 national standards used by the national mine action programme and that they are in line

with IMAS. The standards were last revised during a national workshop held in Kinshasa on 24-28 January 2022 together with all relevant stakeholders. The current review of the standards is based on the relevant actions of the Siem Reap-Angkor Action Plan, in particular actions 26 to 29. The Committee noted the importance of the Democratic Republic of the Congo ensuring that NMAS continue to be kept up to date in accordance with the latest IMAS, adapting them to new challenges and to ensure that it employs best practices to ensure efficient and effective implementation. The Committee also noted the importance of reporting on the outcomes of the current review of the standards.

10. The request indicates that a workshop to review the plan to implement the 10-year national strategy would take place. In additional information provided to the Committee, the Democratic Republic of the Congo indicated that it has a new 10-year National Strategic Plan for Mine Action (2023–2032) which was developed through a participatory process by the *Centre Congolais de Lutte Anti-Mines* (CCLAM) with the support of all relevant stakeholders, including national and international operators, government authorities (ministries and sectoral services) involved in the programme, civil society organisations, and representatives of mine victim and disabled persons' organisations. The national strategy has a multi-year work plan, which can be revised on 15 February of each working year and is currently under review to take into account the relevant actions of the Siem Reap-Angkor Action Plan.
11. The request indicates that at the operational level, the National Congolese Police (PNC) and the Armed Forces of the Democratic Republic of the Congo (FARDC), especially the Engineering Corps Unit, work closely with the CCLAM in the following areas: manual demining, battle area clearance and NEDEX interventions (Neutralization and Destruction of Explosive Devices, unexploded ordnance and improvised explosive devices). Several trainings were held in the Democratic Republic of the Congo and abroad to establish a national operational capacity. The request indicates that capacity development is key for FARDC and PNC to adapt to technological and technical developments. The national authority has experts trained at certified schools, notably Quality inspectors and database Officers.
12. The request indicates a decrease in the international organisations carrying out demining operations with detached PNC and FARDC forces and indicates that most of the humanitarian demining activities are now conducted by two national organisations, SYLAM and Afrique pour la Lutte Antimines (AFRILAM) and two international organisations, Dan Church Aid (DCA) and The Development Initiative (TDI). Other national organisations carry out risk education, non-technical surveys, advocacy and victim assistance activities.
13. The Committee noted that the request does not contain information on the Democratic Republic of the Congo's database and the status of its updates. Additional information provided by the Democratic Republic of the Congo indicates that agents were recently trained for the IMSMA system and others are practising regularly with the support of the United Nations Mine Action Service (UNMAS) and the Geneva International Centre for Humanitarian Demining (GICHD). With the license now obtained, the database is being updated gradually.
14. The request indicates the following, which in the Democratic Republic of the Congo's view, acted as impeding circumstances: a) lack of funding and reduction of operational capacity; b) discovery of new suspected hazardous areas, both during clearance operations in known areas and following

the completion of the survey in Aru; c) re-prioritization of interventions in favour of other humanitarian and security emergencies in response to a changing national context.

15. The request indicates that anti-personnel mines continue to have a humanitarian, socioeconomic and environmental impact, in particular in the north-east of the country, in the provinces of Ituri and North and South Kivu. The request further indicates that contamination contributes to an increase in poverty by blocking agriculture, housing, roads and paths in affected communities as well as blocking the safe return of refugees and internally displaced persons. The request indicates that around 3,136 mine, explosive remnants of war (ERW) and improvised explosive devices (IED) victims have been identified and have never received adequate support. The Committee noted the importance of progress in implementation of Article 5 during the requested extension period and the potential of making a significant contribution to improving human safety and socioeconomic conditions.
16. The request indicates a remaining challenge of 35 areas in 9 provinces covering a total of 340,201 square metres. The Committee wrote to the Democratic Republic of the Congo to note the importance of disaggregating the remaining areas by suspected hazardous areas (SHAs) and confirmed hazardous areas (CHAs) and the remaining contamination by areas contaminated by anti-personnel mines and areas contaminated by other explosive ordnance. The Democratic Republic of the Congo responded by indicating that, after verification, there were actually 33 remaining areas, including 26 CHAs and 5 SHAs, and two areas suspected to contain explosive remnants of war.
17. The Democratic Republic of the Congo indicated in additional information provided that the 33 remaining areas include 31 mined areas totalling 307,023.80 square metres and two areas contaminated by explosive remnants of war (ERW) totalling 28,249.90 square metres in nine provinces still to be addressed with survey pending in the territory of Dungu as follows:

Province	CHAs	SHAs	Area CHAs (m2)	Area SHAs (m2)	Total area (m2)
AP mines					
Ituri	7		46 537		
Kasai	0	1		1 088	
Kasai Central	0	2		240 043	
Maniema	2		4 752		
North Kivu	13		4 733		
North Ubangi	0	2		7 167	
South Kivu	3		1 383.8		
Tanganyika	0				
Tshopo	0				
Tshuapa	1		1 320		
Total	26	5	58 725.8	248 298	307 023.8
ERW					
North Ubangi		2		28 249.9	
Total				28 249.9	335 273.70

18. The Committee welcomes the Democratic Republic of the Congo reporting on its remaining challenge in a manner consistent with IMAS and notes the importance of continuing to provide information on the remaining challenge in a manner disaggregated by SHAs and CHAs and their relative size, as well as by the type of contamination.
19. The Committee wrote to the Democratic Republic of the Congo to request information on the potential scope of contamination in Dungu province noting that it would strengthen the planning assumptions and provide a more complete picture of the expected remaining challenge to be addressed. The Democratic Republic of the Congo responded by indicating that, in Dungu, the non-technical survey will be accompanied by a technical survey to determine the extent of contamination, and confirmed areas will be cleared at the same time, as was the case in the territory of ARU in the province of Ituri.
20. The request indicates that the Democratic Republic of the Congo is requesting a 36-month extension (3 years), covering the period from 1 May 2025 to 30 April 2028, conditional upon a ceasefire being in place before the start of the extension. The Committee noted that the current extension request period runs until the 31 December 2025 and that a 3-year request would span to 31 December 2028. The Democratic Republic of the Congo confirmed that the request is for three years, until 31 December 2028, i.e. from 1 January 2026 to 31 December 2028.
21. The request indicates that during the extension period, the Democratic Republic of the Congo intends to; a) carry out technical survey and clearance of the 33 remaining areas, b) finalise survey and clearance of suspected mined areas in Dungu territory of Haut-Uele Province, and c) strengthen the technical skills of the national demining capacity in the areas of EOD and IEDs.
22. The request contains a list of planned activities in the areas of operations, quality management, coordination and capacity building and notes that the plan is based on current operational capacity (same operators), with six teams operating at an accelerated pace and without interruption and that the timeline is contingent upon securing uninterrupted funding. The request contains operational projections for demining per year and per month, totalling 340,201 square metres. The Committee wrote to the Democratic Republic of the Congo to request a detailed work plan outlining annual clearance targets per province for the requested three-year period as well as additional information on the Democratic Republic of the Congo's mine clearance capacity, including the average clearance rate per deminer per day, and specifying whether the six teams referenced in the request are in addition to the multitask teams from AFRILAM, DCA, and TDI-SYLAM as well as the number of deminers included in each team.
23. The Democratic Republic of the Congo responded by providing additional and updated information on areas to be released by province indicating that 111,760 square metres would be released annually during the extension request, and that the total area to be released amounts now to 335,280 square metres. The Democratic Republic of Congo indicated in its response that it intends to draw on the capabilities of mine action operators present in the country and involve more personnel from the FARDC and PNC, specifically those from the military engineering corps who are seconded and retrained for humanitarian demining. The Democratic Republic of the Congo indicated in its response that the estimated clearance rate per deminer per day is estimated is 20 square metres in all provinces to the exception of Kasai and Kasai Central where the estimated rate is 80 square metres.

24. The Committee noted that the request would benefit from including a detailed work plan for risk education as well as a breakdown of the budget (US \$900,000) allocated to risk education, including the number of teams, operational timeframe, target populations, geographic coverage, materials to be used, implementation modalities and how these activities are coordinated within the broader mine action framework. The Democratic Republic of the Congo indicated in its response that mine risk education activities would take place in 2026 in the nine provinces where mined areas have been identified. The Democratic Republic of the Congo also indicated that twelve national non-governmental organisations have been allocated 13 territories over a period of nine months. The Democratic Republic of the Congo also provided a breakdown of cost per organisation. The Committee noted the importance of the Democratic Republic of the Congo 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.
25. The request indicates that deminers from the FARDC and the PNC, seconded by the Military Engineering Corps, need to strengthen its capabilities in the field of EOD. The Committee noted the importance of the Democratic Republic of the Congo establishing a sustainable national capacity for addressing residual contamination, including plans for where the national information management database will be housed to ensure it remains accessible post completion.
26. The request indicates the following risk factors in the implementation of the plan: a) availability of sufficient financial resources, b) access constraints due to the vast territory and the poor road infrastructure. Additional information provided in response to the Committee's questions indicated that the insecurity in the east of the country prevents both national and international accredited organisations from freely carrying out risk education, non-technical survey, mine clearance, and NEDEX interventions. In addition, the significant decline in international funding, notably the cessation of support from South Korea through UNMAS and from the United States through the non-governmental organisation DCA. The Democratic Republic of Congo intends to mitigate these risks and ensure the continuity of operations under these conditions by mobilising resources from other financial partners, including donors (United Nations and European Union for example), encouraging the private sector to contribute through Corporate Social Responsibility (CSR) and creating a transparent and effective management mechanism for the use of resources.
27. Additional information provided by the Democratic Republic of the Congo indicated that the current work plan fully accounts for potential obstacles. The request further indicates that the programme will deploy six multi-task teams (MTTs) capable of conducting mine clearance operations, battlefield clearance, ad hoc NEDEX tasks, technical and non-technical surveys, and explosive ordnance risk education. The request also indicates that, to ensure the feasibility of the three-year plan and to plan operations as effectively as possible, the CCLAM has categorised the 33 dangerous areas according to four criteria: security, accessibility, value of demining (measured by the socio-economic impact) and casualty evacuation. Mined areas have been rated 1 to 5 to determine priority in relation to the direct threat posed by explosive devices in populated areas, in particular children.
28. The request indicates that the Democratic Republic of the Congo has made efforts to integrate women in activities related to the implementation of the Convention. Moreover, women currently

represent 48 percent of CCLAM staff. The request further indicates that the Democratic Republic of the Congo places particular emphasis on encouraging operators to increase the inclusion of women within their organisations. Female deminers have been trained across all implementing partners and greater female participation has been observed in risk education, NTS, and victim assistance activities—including within national organisations.

29. The Committee wrote to the Democratic Republic of the Congo to request additional details on the specific measures, policies, or strategies the Democratic Republic of the Congo is implementing to integrate and mainstream gender and diversity within its mine action programme, ensuring that activities are inclusive and responsive to the needs of diverse groups. The Democratic Republic of the Congo responded that in order to integrate gender and diversity into government policy and strengthen the role of women and their active participation in the mine action programme, the following would be required: (a) women's involvement in mine action activities such as awareness-raising, surveys, demining, land release and community liaison, specifically targeting women by promoting their leadership in community risk reduction initiatives and providing guidance or training for women in post-demining activities, (b) the participation and involvement of women's associations, young people and vulnerable groups in the planning of mine action activities, (c) recruit and train more female deminers, taking into account their specific needs, (d) establish a feedback mechanism, i.e. organise discussions with representatives of the groups concerned, women's associations and other community organisations to understand their expectations and constraints, and ensure that the needs and concerns of all groups are taken into account, and (e) ensure that women occupy decision-making positions in the organisation of mine action. The Committee noted the importance of the Democratic Republic of the Congo 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.
30. The Committee wrote to the Democratic Republic of the Congo to indicate that the request would benefit from information concerning the Democratic Republic of the Congo's efforts to address the environmental implications of mine action activities (e.g. through an environmental policy, national mine action standard) as well as information on any plans in place to develop relevant legislation during the extension period. The Democratic Republic of the Congo responded by indicating that in updating the multi-year work plan (2023-2032) for the national strategy, efforts are being made to address the environmental consequences of mine action activities by revising the national standards to take environmental protection into account and include a chapter on environmental protection in site selection and construction site choices, as well as measures to be taken during destruction operations. The Committee noted the importance of the Democratic Republic of the Congo providing information on its efforts to integrate climate and environmental considerations in its implementation efforts.
31. The request indicates that all activities to be undertaken during the extension period will cost a total of US \$5,801,194.60. The Committee noted that the budget presented contains discrepancies and requested the Democratic Republic of the Congo to address these discrepancies and provide a breakdown of costs per year and type of activity and a rationale for the figures provided. The Democratic Republic of the Congo indicated in its response that all activities to be undertaken during the extension period will cost a total of US \$6,329,830, including US \$4,861,560 for demining, US \$568,270 for surveys and demining in the territories of Dungu, US \$900,000 for mine risk education and US \$600,000 for coordination. The request also indicates that this does not

include coordination costs covered by the national contribution, and that all other costs will need to be mobilised from donors. At present, no amount of funding, other than the national contribution, has been secured through implementing partners or other sources.

32. The request indicates that, in close collaboration with UNMAS, a series of meetings with donor representatives in the country is planned. In addition, outreach is expected to take place on the sidelines of international mine action meetings. In response to the Committee's request for additional information on how the Democratic Republic of the Congo intends to secure the required funding, including confirmed funding from UNMAS or other existing sources, the Democratic Republic of the Congo indicated in its response that it will be mobilising resources from other financial partners, including donors (UN and EU for example), and encouraging the private sector to contribute through Corporate Social Responsibility (CSR). The Committee noted the importance of developing a detailed resource mobilisation plan.
33. In noting that the Democratic Republic of the Congo is in the process of updating its multi-year work plan and mobilising resource for implementation, the Committee noted that the Convention would benefit from the Democratic Republic of the Congo submitting to the Committee by 30 April 2026 an updated detailed work plan for the remaining period covered by the extension. The Committee emphasised that this work plan should contain an updated list of all areas known or suspected to contain anti-personnel mines, annual projections of which areas remain to be addressed by which organisations during the remaining period covered by the request, and a detailed updated budget. The Committee further emphasised that the request should contain an updated context specific mine risk education and reduction plan.
34. The Committee noted with satisfaction that the request updated with the additional information provided in response to the Committee's questions is comprehensive and clear. The plan presented by the Democratic Republic of the Congo is ambitious and states clearly which factors could affect the pace of implementation including the need to ensure consistent national and international funding and issues related to security.
35. In this regard, the Committee noted that the Convention would benefit from the Democratic Republic of the Congo reporting annually, by 30 April, to the States Parties on the following:
 - a. progress made relative to the commitments contained in the Democratic Republic of the Congo's work plan and the results of survey and clearance efforts in a manner consistent with IMAS in accordance with the land release methodology employed, (i.e. cancelled through non-technical survey, reduced through technical survey, and cleared through clearance);
 - b. impact of survey outcomes in Dungu territory (Haut-Uele Province) and update on additional clarity obtained may change the Democratic Republic of the Congo'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. 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;

- d. updates regarding 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;
- 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. changes in the security situation and how these changes positively or negatively affect implementation;
- g. efforts to ensure that NMAS are continuously reviewed to ensure their alignment with the latest IMAS;
- 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. resource mobilisation efforts, external financing received and resources made available by the government of the Democratic Republic of the Congo to support implementation efforts; and
- j. progress on efforts to establish a sustainable national capacity to address previously unknown mined areas, including newly mined areas discovered following completion.

36. The Committee noted the importance, in addition to the Democratic Republic of the Congo 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 and Meetings of the States Parties, as well as through its Article 7 reports using the Guide to Reporting.