

Analysis of the request submitted by Ethiopia 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

14 October 2025

1. Ethiopia acceded to the Convention on 17 December 2004. The Convention entered into force for Ethiopia on 1 June 2005. In its initial transparency report submitted on 5 July 2008, Ethiopia reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Ethiopia was obliged to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by 1 June 2015. Since this time, Ethiopia submitted requests for extension to the Fourteenth Meeting of the States Parties (14MSP) in 2015 and the Fourth Review Conference (4RC) in 2019. The 14MSP and the 4RC agreed unanimously to grant Ethiopia its request for extension. The request for extension granted to Ethiopia by the 4RC was for a period of five years and six months, until 31 December 2025.
2. In granting the request, the 4RC noted that, while Ethiopia had not been able to complete the implementation of the principle commitment it had made, as recorded in the decisions of the Fourteenth Meeting of the States Parties, to garner an understanding of the true remaining extent of the challenge and develop plans accordingly to complete implementation by its deadline in 2020, the Conference welcomed Ethiopia's commitment to reinvigorate efforts to garner an understanding of the extent of the remaining contamination, increase its capacity and fulfil its obligations during the extension period. In granting the request, the 4RC also noted that Ethiopia was projecting that it would need approximately five years and six months to survey suspected hazardous areas and clear confirmed hazardous areas.
3. Ethiopia, believing that it will be unable to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by its deadline, submitted on 31 March 2025 to the Committee on Article 5 Implementation ("the Committee") a request for an extension of its deadline. On 25 June 2025, the Committee wrote to Ethiopia to request additional information. Ethiopia provided a response on 7 August 2025 and, on the same date, submitted a revised request for extension incorporating additional information provided in response to the Committee's questions. The Committee noted with satisfaction that Ethiopia had submitted its request in a timely manner and had engaged in a cooperative dialogue with the Committee. Ethiopia's request is for five years, until 31 December 2030.
4. The request indicates that during the previous extension period Ethiopia addressed a total of 930,391,976 square metres, including 917,887,550 square metres cancelled through non-technical survey (NTS), 10,668,369 square metres reduced through technical survey (TS), and 1,836,057 square metres cleared, with 145 anti-personnel mines, one anti-tank mine, 5,892 items of unexploded ordnance (UXO), and 180 small arms and ammunition items identified and destroyed. The Committee noted with satisfaction that Ethiopia is employing the full range of methods to permit the safe return of land to the population and encouraged Ethiopia to continue seeking improved land release techniques which could lead to Ethiopia fulfilling its obligations in a shorter time frame. The Committee further noted the importance of Ethiopia continuing to report information on progress in a manner consistent with the International Mine Action Standards (IMAS) by reporting on progress in accordance with the land release methodology employed (i.e. cancelled NTS, reduced through TS, or addressed through clearance) as well as by the type of explosive ordnance located and destroyed.

5. The request indicates that in 2018 the Ministry of Defence Head Office assumed direct control of mine action operations under the Ethiopian Mine Action Office (EMAO), comprising 161 staff with the restructuring aimed to streamline communication with external partners and provide the Ministry with direct control over resources, further consolidating mine action efforts within the Ministry of Defence. The request indicates that during the extension period, the following six international non-government organisations (NGO) were accredited for field deployment: BBC Media, DanChurch Aid (DCA), Danish Refugee Council (DRC), Humanity and Inclusion (HI), The Halo Trust, and Mines Advisory Group (MAG). The request further indicates that the following two national NGOs have also been accredited: Empowering People for Sustainable Solutions (ePSS) and Rehabilitation and Development Organisation (RaDo).
6. The Committee wrote to Ethiopia to request information on Ethiopia's ongoing efforts to strengthen national capacity, including information on how activities highlighted in the request will be implemented and measured over the course of the extension period. Ethiopia indicated in its response that a comprehensive capacity building plan / road map has been developed with the core objective of strengthening EMAO's ability to effectively oversee and lead the mine action sector, with detailed milestones and specific activities as outlined in the roadmap presented in Annex 1 of the extension request. The Committee noted the importance of Ethiopia providing regular updates on its efforts to strengthen its institutional capacity to address its remaining challenge, including through partnership with national and international organisations. The Committee further noted the importance of Ethiopia reporting on the establishment of a sustainable national capacity to address residual contamination following the completion of its Article 5 obligations (i.e., the clearance of all areas known or suspected to contain anti-personnel mines).
7. The request indicates that during the previous extension period 12 National Mine Action Standards (NMAS) and two Standard Operating Procedures (SOP) were developed which serve as a basis for the Quality Management System. The Committee wrote to Ethiopia to request information on the process in place to develop and approve NMAS and the oversight body responsible for ensuring quality and alignment with IMAS. Ethiopia indicated in its response that the first phase of 12 NMAS were developed through a consultative and inclusive process involving key national and international stakeholders and that moving forward, the EMAO, with the support of the United Nations Mine Action Service (UNMAS), will implement a full-scale quality management system to ensure that the standards are regularly reviewed, updated, and fully aligned with Ethiopia's operational context. Ethiopia also indicated in its response that the EMAO will serve as the oversight body responsible for approval and quality assurance of the NMAS. The Committee noted the importance of Ethiopia continuing to report on its efforts to ensure that NMAS are continuously reviewed to ensure their alignment with the latest IMAS.
8. The request indicates that during the previous extension period, Ethiopia developed a prioritisation matrix to guide TS, NTS, clearance, victim assistance and explosive ordnance risk education (EORE) efforts with an emphasis on humanitarian support and development to align mine action with Ethiopia's national development priorities, including rural electrification, agricultural expansion, and infrastructure development. The Committee wrote to Ethiopia to request additional information on how the implementation of Article 5 obligations is integrated into broader national development plans, strategies, and budgets in Ethiopia. Ethiopia indicated in its response that mine action efforts form part of the national strategy development framework to take place during the period 2025-2030. The Committee noted the importance of Ethiopia providing information on its efforts to ensure that survey and clearance are prioritised 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. The Committee noted, in this regard, the importance of Ethiopia providing information on efforts to integrate Convention implementation activities into national development plans.

9. The request indicates the following, which in Ethiopia's view, acted as impeding circumstances during Ethiopia's second extension period: a) conflict and restricted access; b) funding limitations; c) incomplete contamination records; d) limited capacity; and e) COVID-19.
10. The request indicates that the remaining challenge includes a total of 147 mined areas measuring 125,177,647 square metres, including 120 SHAs measuring 121,729,009 square metres and 27 CHAs measuring 3,448,638 square metres. The request indicates that the Somali Region has the largest total area (118,811,204 square metres). The request also indicates that this represents the best available data and acknowledges that these numbers may not be definitive given the need for further resurvey and clearance operations that could reveal additional contamination, especially as communities resettle and land use changes. The Committee noted the importance of Ethiopia continuing to report information on its remaining challenge in a manner consistent with IMAS by providing information on the remaining challenges, disaggregating by SHA and CHA and their relative size, as well as by the type of contamination.
11. The request indicates that anti-personnel mines and EO continue to have humanitarian, and socio-economic impacts in Ethiopia with the majority of reported civilian deaths and injuries occurring in conflict-affected areas of Tigray and Afar, and that mined areas along the borders with Eritrea, Somalia, South Sudan and Sudan, impact the life and the well-being of civilian populations. The request also indicates that while the exact data on the number of victims are yet to be confirmed, most accidents happen while victims were tampering with explosive devices, stepping on or touching them, or when conducting herding activities. The Committee noted the importance of Ethiopia providing data on casualties (i.e. people injured and killed) in a manner disaggregated by gender and age and noted that progress under Article 5 during the extension period could significantly enhance human safety and socioeconomic conditions in Ethiopia.
12. As noted, Ethiopia's request is for five years, until 31 December 2030, to fulfil Ethiopia's Article 5 obligations.
13. The request indicates that Ethiopia will focus on the following key objectives throughout the extension period: a) development of a comprehensive National Mine Action Strategy; b) revision and updating of remaining NMAS; c) refining of the draft survey plan; d) formulation of annual work plans to fulfil Article 5 obligations; e) enhancement of the capacity of EMAO to undertake quality control and quality assurance of mine action operators, and mine action coordination; f) strengthening and improving the Mine Action Information Management system, by operationalising IMSMA (Information Management System for Mine Action) Core.
14. The request contains a work plan for land release activities for the period of the request, outlined in three phases: a) a projected timeline for the completion of the NTS of new contamination for the period of 2026-2027, followed by clearance activities during the period of 2028-2030; c) addressing all known and suspected mine areas in Afar, Tigray, Somlai, Oromia, Benshangul Gumuz and Gambella during the period of 2026-2030; and d) conducting Explosive Ordnance Disposal (EOD) spot task response during the entire extension period (2026-2030).
15. The request indicates that the requested five-year extension is projected for the completion of the NTS of the areas new contamination occurred within the first two years, followed by three years dedicated to clearance activities. In this regard, the request indicates that during a 24-month

period, Ethiopia will aim to resurvey 147 known and suspected mined areas, and conduct surveys in Tigray and Afar to accurately assess the extent of contamination. The request also indicates that surveys in Omoria and Amhara States will be assessed on an ongoing basis by ensuring access to EMAO and implementing partners. The EMAO and implementing partners will carry out NTS of mined areas, including recently affected areas, with the aim of comprehensively surveying all EO contamination in the priority areas and addressing their impact. The request indicates that this survey is crucial for data-driven decision-making and understanding the impact of EO on communities.

16. The request indicates that a second phase will focus on addressing mine fields in Afar, Tigray, Somlai, Oromia, Benshangul Gumuz and Gambella and that Explosive Ordnance Disposal (EOD) spot task response to be carried out throughout the extension period.
17. The Committee wrote to Ethiopia to request information on whether security conditions allow full access to all areas of Ethiopian territory requiring survey or clearance, including border areas. Ethiopia indicated in its response that the work plan is based on the assumption that the security situation will improve over the course of the extension period and will be reviewed and adjusted as necessary to reflect evolving conditions on the ground. The Committee noted the importance of Ethiopia continuing to provide information on security-related access matters and potential positive or negative impacts regarding re-survey and clearance of mined areas.
18. The Committee wrote to Ethiopia to request information on whether Ethiopia anticipates demining activities to be feasible year-round, or if certain periods are restricted due to weather conditions. Ethiopia indicated in its response that it is anticipated that demining operations can be conducted year-round, with one month of stand-down time during the peak of the rainy season, with downtime expected to be minimised further by rotating operational teams to different regions, as the rainy seasons vary significantly across the country.
19. The request indicates the national and international organisations have been allocated the following responsibilities:
 - a) EMAO: Overseeing Body and through its operation wing EMAO aims to undertake mine action activities in all legacy mine fields. EMAO is present in all areas and undertaking land release activities in Afar, Tigray, Somali, Gambela, Benshangul Gumuz, and Oromia.
 - b) UNMAS: Capacity building of EMAO, information management, assessment and Mine Action Area of Responsibility (MA AoR) coordination.
 - c) BBC Media Action: EORE in Tigray and Afar.
 - d) DCA: EORE, NTS, TS, Battle Areas Clearance (BAC), Explosive Ordnance Disposal and Clearance in Afar and Amhara.
 - e) DRC: EORE, NTS, TS, BAC, EOD and Clearance in Afar and Tigray.
 - f) HI: EORE, NTS, TS, BAC, EOD and Clearance in Tigray
 - g) MAG: EORE, NTS, TS, BAC, EOD and Clearance in Tigray.
 - h) The Halo Trust: EORE, NTS, TS, BAC, EOD and Clearance in Afar.
 - i) ePSS - EORE and NTS in Afar and Tigray,
 - j) RaDO - EORE and NTS in Afar and Tigray.
20. The request indicates that Ethiopia is committed to keep the States Parties informed on progress in addressing remaining contamination. The request indicates that Ethiopia plans to obtain funding and build capacity in 2025, in order to carry out a 24-month survey (January 2026 - December 2027) to develop a clearer understanding of the threat, terrain, accessibility, priority and cost of clearing identified hazardous areas, with an updated work plan to be submitted 30 April 2028, including a

resource mobilisation strategy to make a strong, evidence-based case for funding completion of Ethiopia's remaining Article 5 challenge by its 31 December 2030 deadline.

21. The request indicates the methodologies applied follow IMAS 7.11 for land release, focusing on collecting, processing, and analysing information to identify hazardous areas, determine where contamination is present or absent, and guide further efforts in cancellation, reduction, and clearance. The Committee highlighted the importance of Ethiopia continuing efforts to employ the full range of methods to permit the safe return of land to the population and encouraged Ethiopia to continue seeking improved land release and certification techniques which could lead to Ethiopia fulfilling its obligations in a shorter time frame.
22. The request indicates that risk education activities are to be conducted across six regions - Afar, Tigray, Gambella, Somali, Oromia, and Amhara – and intends to reach a total of 479,500 beneficiaries, with boys comprising the largest share 174,000, girls 147,000, women 83,300, and men 114,80. The request indicates that EORE activities will cost approximately US \$600,000 for the period 2026-2027. The Committee noted the importance of Ethiopia 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.
23. The request indicates that Ethiopia will not seek to address mined areas located on its border with Eritrea and Somalia until a political agreement is in place to ensure the safety of demining teams, and that EMAO will continue to monitor and work with relevant bodies to ensure that as soon as areas become accessible, a survey capacity will be deployed. The Committee noted the importance of Ethiopia reporting progress made in diplomatic engagement to reach a political agreement between Ethiopia, Eritrea and Ethiopia and Somalia regarding plans to address anti-personnel contamination in border areas.
24. The request indicates that Ethiopia will require a total of US \$13,258,503.00 to address new contamination during the period of 2026-2027 covering the following items: multi-task teams, survey/spot tasked teams, clearance, EORE, victim assistance, coordination, equipment, and capacity building. The request indicates that Ethiopia will require an additional US \$17,649,654.50 to address "legacy" mine contamination during the period of 2026-2030 covering the following items: multi-task teams, coordination, equipment and capacity building. The request indicates that of the US \$30,898,664.28 required Ethiopia will allocate US \$3,089,866.43 from its State budget, with US \$27,808,797.85 required from the international community. The Committee wrote to Ethiopia to request information on how national funding will be allocated and a breakdown on what the national funding will cover as well as information on if the required national funding has been secured. Ethiopia indicated in its response that national contributions includes direct financial and in-kind contributions to cover institutional, operational, administrative and logistical costs.
25. The Committee wrote to Ethiopia to request information on the status of a resource mobilisation strategy to support the mobilisation of international resources as well as current status of donor engagement and funding commitments for the activities to be conducted during the extension period, including the level of international funding that has been secured and how much is outstanding. Ethiopia indicated in its response that the sector is undertaking rigorous resource mobilisation efforts with the pledged amount to be clarified at the beginning of the extension year and that the EMAO is currently in the process of developing a National Mine Action Strategy which will include a dedicated resource mobilisation plan. The Committee noted the importance of

Ethiopia continuing to report on its resource mobilisation efforts and external financing received, as well as resources made available by the government of Ethiopia to support implementation efforts. The Committee further noted the importance of Ethiopia strengthening 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.

26. The request indicates that EMAO received gender training from UNMAS in 2024, and that EMAO is collaborating with implementing partners and Gender Focal Points to develop a Gender and Disability mainstreaming policy, and that a technical working group may be established to facilitate effective coordination. The Committee wrote to Ethiopia to request information on how land release operations will consider environmental and gender and the diverse needs of mine-affected communities. Ethiopia indicated in its response that detailed plans and procedures that outline the methods and standards for conducting a quality management system, and specific activities are outlined in the roadmap presented in its request. The Committee noted the importance of Ethiopia providing 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. The Committee also noted the importance of Ethiopia providing information on its efforts to integrate climate and environmental considerations in the implementation of the Convention.
27. The request indicates several factors that could positively or negatively impact on the request timeframe, including: a) maintenance of the current situation and economic landscape; b) financial resources; c) climatic conditions; d) sustained security and access; e) identification of previously unknown mined areas; and f) diversified funding streams.
28. In recalling that the implementation of Ethiopia's national demining plan may be affected by outcomes of diplomatic engagements regarding plans to address anti-personnel contamination in border areas, a high level of cooperation and partnership required from international organisations and mine clearance operators, and the outcome of survey activities to be conducted in the period 2026-2027, the Committee noted that the Convention would benefit from Ethiopia submitting an updated detailed survey, clearance and risk education work plan by 30 April 2028, 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, matched to a revised detailed budget, including detailed, costed and multi-year plans for context-specific mine risk education and reduction in affected communities that are sensitive to gender, age, disability and take the diverse needs and experiences of people in affected communities into account.
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 the extent and nature of progress made, including rapid response mine action activities, detailed information on regional work plans, with additional detail on current demining capacity, and tables relating to remaining challenges, prioritisation matrix and work planning.
30. 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 Ethiopia is workable, lends itself well to be monitored, and states clearly which factors could affect progress in implementation. The

Committee also noted that the plan is ambitious and that its success is based on significant co-contributions from the international community and increased cooperation and partnership from international mine action organisations. In this regard, the Committee noted that the Convention would benefit from Ethiopia reporting annually, by 30 April, to the States Parties on the following:

- a. progress made relative to the commitments contained in Ethiopia'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 Ethiopia'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, ensuring disaggregation by SHAs, and CHAs and their relative size including by disaggregating between the type of contamination to ensure increased clarity on the remaining challenges;
- d. 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;
- e. changes in the security situation and how these changes positively or negatively affect implementation of survey and clearance of mined areas as well as progress made by Ethiopia in seeking diplomatic engagement and political agreement to obtain access for deployment of a survey team and ensure safety for demining teams;
- f. efforts to ensure that NMAS are continuously reviewed to ensure their alignment with the latest IMAS;
- g. efforts to integrate the implementation of Article 5 obligations into broader national development plans, strategies, and budgets;
- h. efforts to strengthen Ethiopia's mine national capacity, including existing and new organisational and institutional capacities to respond to residual contamination following completion;
- i. resource mobilisation efforts and external financing received, as well as resources made available by the government of Ethiopia to support implementation efforts;
- j. 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;
- k. efforts to ensure that the full range of practical methods used to release land, including the use of mechanical assets and animal detection systems, are employed;

- l. the humanitarian, social, economic, and environmental implications of contamination, including information on casualties disaggregated by gender and age;
 - m. 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.
31. The Committee noted the importance, in addition to Ethiopia 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.