

Analysis of the request submitted by Nigeria for an extended 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, Thailand (Chair), United Kingdom)**

1. Nigeria acceded to the Convention on 27 September 2001. The Convention entered into force for Nigeria on 1 March 2002. In its initial transparency report submitted on 22 June 2004, Nigeria reported that there were no areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. In its transparency report submitted in 2009, Nigeria indicated that it had identified areas in which anti-personnel mines were suspected to be emplaced. In accordance with Article 5 of the Convention, Nigeria undertook to destroy or ensure the destruction of all anti-personnel mines in these areas as soon as possible but no later than 1 March 2012. In 2011, Nigeria announced that it had fulfilled its obligations under Article 5 of the Convention and presented a declaration of completion to the Eleventh Meeting of the States Parties.
2. At the Fourth Review Conference, Nigeria reported the discovery of areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. In accordance with the decision of the Twelfth Meeting of the States Parties concerning cases in which States Parties discover previously unknown mined areas, on 10 November 2020, Nigeria submitted a request for an extended deadline to the Committee on Article 5 Implementation ("the Committee"). The Eighteenth Meeting of the States Parties (18MSP) agreed unanimously to grant the request until 31 December 2021. Nigeria subsequently submitted to the Committee, on 17 May 2021, a second request for a four-year extension of its deadline, until 31 December 2025. The Nineteenth Meeting of the States Parties (19MSP) agreed unanimously to grant the request.
3. In granting the request, the 19MSP noted that, by requesting a four-year extension, Nigeria was projecting that it would need approximately four years from the date of submission of its request to prepare the groundwork for non-technical survey, technical survey and clearance, as well as to liaise with partners to carry out survey and clearance once the affected areas become accessible. The Meeting noted that during the extension period Nigeria has committed to establish a national mine action centre, develop national mine action standards (NMAS), strengthen partnerships and coordination for land release and mine risk education activities, continue information collection efforts to obtain clarity regarding remaining contamination, develop a national mine action strategy and produce a detailed plan for implementation. The Meeting noted that it is positive that Nigeria is requesting only the period of time necessary to strengthen its capacity and gather and assess data on progress made and remaining contamination and other relevant information with a view to develop a meaningful forward-looking plan.
4. Nigeria, 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 3 June 2025 to the Committee a request for an extension of its deadline. On 22 July 2025, the Committee wrote to Nigeria to request additional information and clarity on the content of its request for extension. On 13 October 2025, Nigeria provided a response to the questions posed by the Committee. Nigeria's request is for three years, until 31 December 2028.
5. The Committee noted that Nigeria had not fully adhered to the extension process established by the States Parties in 2007. The Committee noted that Nigeria had not submitted its request within the established 31 March 2025 deadline for States Parties submitting requests in 2025. The Committee, however, noted with satisfaction that Nigeria had submitted its request and has

engaged in a cooperative dialogue with the Committee, including by meeting with the Committee to discuss the situation in Nigeria.

6. The request indicates that anti-personnel mines of an improvised nature are a result of the ongoing conflict against Boko Haram and the Islamic State of West Africa Province and that, as the conflict persists, new contamination has been identified caused by the activities of these non-state armed groups (NSAG). The request indicates that Nigeria observed an increase and widespread use of mines across the north-eastern region of the country. The request indicates that, as with the previous request for extension, due to active conflict in north-eastern Nigeria, a comprehensive survey has not been possible.
7. The request indicates that a number of capacity building measures have been undertaken including the establishment of a National Mine Action Centre (NMAC), in April 2024, which has assumed the mandate of the Inter-Ministerial Committee as the focal point for the coordination of mine action activities.
8. The request indicates that in addition to being involved in general coordination, NMAC will play a key role in facilitating Government processes relevant to mine action. The request indicates that the NMAC will be mandated to coordinate multilateral, bilateral and commercial sector mine action operations once the situation permits and that the NMAC will work directly with government representatives, implementing partners, other United Nations offices, and relevant aid organisations. The request also indicates that NMAC personnel will be seconded from the various agencies of the Inter-Ministerial Committee.
9. The request indicates that, following the establishment of the NMAC, draft national legislation was prepared which is currently under review by the Ministry of Defence (MoD) for submission to Parliament. The request indicates that the NMAC is unfunded and expects to receive its budget from the MoD until national legislation is passed allowing it to receive funding directly from the Federal Government.
10. The Committee wrote to Nigeria to request information on the timeline for endorsing national mine action legislation and future funding for NMAC. Nigeria indicated in its response that the draft bill is under review by the MoD, expected to reach the National Assembly by the first quarter of 2026 and pass by the fourth quarter of 2026. Nigeria further indicated that, once enacted, NMAC will receive federal funding for operations, staffing, and programmes. Nigeria also noted plans to explore innovative financing by linking mine action to infrastructure and agricultural development initiatives.
11. The request indicates that as NMAC builds its capacity UNMAS, in partnership with the NMAC, will continue delivering functions associated with the NMAC. The request indicates that current operations of the Nigerian government are implemented through the security sector and are not geared towards the implementation of humanitarian mine action. The request also indicates that NMAC humanitarian mine action teams (HMAT) are yet to be trained and equipped and will be operational by the end of 2025.
12. The Request indicates that its first NMAC HMAT teams, formed with officers from the Police and Civil Defence Corps, are awaiting training. The request indicates that several international and national mine action organisations are active in the country, including Danish Refugee Council (DRC), HALO Trust, Mines Advisory Group (MAG), International Committee of the Red Cross (ICRC), and others. The request further indicates that Nigeria is enhancing coordination with security forces and partners, with NMAC now chairing the Mine Action Sub-Working Group (MASWG),

supported by UNMAS in order to facilitate collaboration between mine action actors and government agencies for effective implementation.

13. The Committee wrote to Nigeria to request additional information on its vision for managing residual contamination post completion. Nigeria indicated in its response that Nigeria will maintain a rapid response capacity within the military engineering corps and Police explosive ordnance disposal (EOD) units, coordinated by NMAC, to address any residual or new contamination to ensure sustainability and maintain public safety while embedding EO risk management into national disaster and security planning frameworks.
14. The Committee noted the importance of Nigeria's efforts to establish sustainable national capacities able to coordinate, regulate, and manage the national mine action programme including survey, clearance, mine risk education, and victim assistance and undertake post completion activities, including in the event that previously unknown mined areas, including newly mined areas, are discovered.
15. The request indicates that the Nigerian Military and Nigeria Police Force (NPF) EOD units conducting clearance mainly in support of military operations and also conduct survey and clearance operations and IED disposal. The request indicates that, during the requested extension period, efforts will be made to seek synergies and information sharing with military and police authorities in order to collect as much information as possible and more closely determine the magnitude of the challenge.
16. The Committee wrote to Nigeria to request information on current survey and clearance methods and restrictions on non-technical surveys by mine action organizations. Nigeria responded that police and military use combat-engineering techniques focused on rapid clearance and Improvised Explosive Device Disposal (IEDD), without full International Mine Action Standards (IMAS) land release protocols. Nigeria further responded that NMAC teams will adopt IMAS-compliant methods—including non-technical and technical surveys, clearance, and Quality Assurance (QA)/Quality Control (QC)—with tailored Standard Operating Procedures (SOPs) expected by early 2026 for Northern Nigeria.
17. The request indicates that Nigeria is guided by the IMAS, and that as the NMAC gains capacity and develops NMAS, standard operating procedures and other relevant guidelines. The Committee noted the importance of Nigeria continuing to report on progress in the development of NMAS, including a timeline for drafting and the approval of NMAS. The Committee further noted the importance of Nigeria ensuring that NMAS are up to date, in line with IMAS.
18. The request indicates that due to the active conflict, lack of access and the security situation, no comprehensive survey has been undertaken and that no hazardous areas have been identified or defined. The request indicate that information on the type and location of explosive ordnance is limited and is presented through incident reports, with data collected from mine action organisations, humanitarian and development workers on the ground as well as the United Nations Mine Action Service (UNMAS).
19. The request indicates that between 2022–2025, Nigeria recorded 639 improvised explosive device (IED)-related incidents, including road-planted, person-borne, and vehicle-borne IEDs, plus one explosive remnants of war (ERW) case. The request indicates that civilian casualties from anti-personnel mines rose sharply to 418 in 2024, up from 192 in 2023 and 179 in 2022. The request indicates that Nigeria lacks sex- and age-disaggregated casualty data, though UNMAS has developed tools to support improved data collection. The Committee noted the need for

disaggregated impact data and a centralised national information system. It also noted that completing Article 5 implementation during the extension period could significantly improve safety and socioeconomic conditions.

20. The request indicates that humanitarian mine action organisations are currently limited to delivering explosive ordnance risk education (EORE) activities and community liaison and that survey and clearance activities remain the responsibility of security and defence forces. The request indicates that despite the information collected during community liaison efforts, data on hazardous areas identified cannot be verified and that the NMAC in collaboration with UNMAS will continue to seek approval for access and for mine action organizations to conduct survey and clearance operations.

21. The request indicates that EORE activities were carried out in partnership with organisations reaching a total of 1,393,526 persons (411,432 girls, 371,393 women, 360,828 boys, and 249,873 men) in Borno, Adamawa and Yobe States. The request indicates that EORE is delivered to internally displaced people, refugees, returnees and to members of affected communities and that partner organisations ensure that EORE activities take into account the diverse needs of mine affected communities and are context specific in terms of the behaviour and dynamic of mine affected communities including ensuring attention to gender and ethnicity.

22. The Committee wrote to Nigeria to request additional information on EORE activities. Nigeria indicated the following in its response:

- a. given that nearly 90 percent of 2024 casualties occurred in planned relocation Local Government Areas (LGAs), NMAC will deploy rapid EORE campaigns, prioritise urgent non-technical surveys (NTS), and, where feasible, task military EOD units with spot clearance before civilian movement and that relocation timelines will be aligned with the completion of these risk mitigation measures;
- b. NMAC will coordinate all humanitarian-focused EORE activities, ensuring they are community-specific, gender-sensitive, and based on verified risk data and that military-led public information campaigns will remain separate to avoid conflating humanitarian messaging with military objectives;
- c. EORE teams will integrate hazard reporting protocols into their outreach sessions and will record suspected hazard locations, obtain approximate coordinates, and submit them directly to the NMAC with this data undergoing initial verification through desk analysis and community liaison follow-up before being considered for non-technical survey; and
- d. EORE plan for 2026–2028 will include:
 - Targeting LGAs earmarked for IDP returns and agricultural resettlement;
 - Diversified delivery (face-to-face in accessible areas, radio broadcasts for hard-to-reach populations, and mobile loudspeaker units in rural markets);
 - NMAC partnership with international non-governmental organisations (INGOs) (MAG, DRC, HALO Trust) and national NGOs, coordinated via MASWG; and
 - Funded through a mix of Government allocations, UNMAS-administered grants, and bilateral donor support.

23. Nigeria further indicated that by the end of 2026, NMAC will adopt a formal Gender and Diversity Policy, appoint a Gender and Diversity Officer, and ensure gender-balanced humanitarian mine action (HMA) teams and that EORE content will be adapted to the specific needs of women, men, boys, and girls, with attention to ethnic and cultural factors affecting risk perception and behaviour.
24. The Committee wrote to Nigeria to request information on how environmental considerations are integrated into planning and implementation of operations, and whether there are specific mitigation measures in place to address potential environmental impacts. Nigeria responded by indicating that the NMAC will adopt IMAS environmental management guidelines, ensuring clearance avoids damage to topsoil, prevents water contamination, and supports post-clearance agricultural use and that partnerships with the Ministry of Environment and agricultural agencies will be established to rehabilitate land post-clearance, particularly in areas critical to food security.
25. The request indicates that the following factors, in Nigeria's view, acted as impeding circumstances during the previous extension period; a) lack of access to contaminated areas due to insecurity, b) national capacity – Nigeria is in the process of developing its national capacity, c) coordination – Nigeria is in the process of strengthening coordination with police, army and international organisations, and d) financial capacity – NMAC is currently underfunded.
26. The request indicates that Nigeria is unable to provide information on the full nature and extent of the remaining Article 5 challenge due to limited access due to the ongoing conflict making a comprehensive survey to ascertain the extent of the contamination difficult. The Committee noted the importance of Nigeria providing updated information on changes in the security situation and how these changes positively or negatively affect implementation.
27. The Committee wrote to Nigeria to request information on measures to ensure safe and secure access for NMAC HMA teams and if NMAC will have access to survey and clearance data collected by the military and police and on security analysis. Nigeria indicated in its response that access will be determined through joint security assessments by the Theatre Command, Joint Task Force (Northeast), Police EOD units, and humanitarian security actors and that NMAC Operations Unit will embed liaison officers within security sector coordination meetings to obtain updates on operational clearance and incident reports. Nigeria further indicated its response that data-sharing agreements under development with the military and police will ensure that survey and clearance information collected during security-led operations is integrated into IMSMA to inform humanitarian tasking.
28. As noted, Nigeria's request is for a period of three years, until 31 December 2028. The request indicates that, the extension period will allow time for Nigeria to continue efforts to build national capacity and to gather information through increased national coordination and through survey and clearance activities to determine the extent of contamination.
29. The request also indicates that once additional capacity and progress is made in information collection, it will be analysed and will allow the development of a National Mine Action Strategy (NatMAS). The Committee wrote to Nigeria to request timeline for developing its NatMAS and how early progress in capacity building and surveys will guide coordination, resource mobilisation, and long-term planning toward the 2027 target. Nigeria indicated in its response that it will complete initial non-technical surveys in secure LGAs by late 2025, with technical survey and targeted clearance commencing in 2026. Nigeria also indicated in its response that these activities will provide the first verified contamination data, which will be directly used to shape the NatMAS. The draft NatMAS will be prepared between the second and third quarters of 2026, incorporating operational findings, capacity assessments, and resource availability and that by the fourth quarter

of 2026, NNMAC will convene a stakeholder and donor conference to validate the strategy and align funding priorities with the final NatMAS will be completed and launched in mid-2027.

30. The request indicates that activities to be undertaken during the extension request including: i) training NMAC humanitarian mine action teams, ii) conduct survey and clearance activities in priority areas, iii) develop a NatMAS, iv) EORE, v) recruit NMAC personnel, vi) develop NMAS and SOPs, and vii) resource mobilisation.
31. The Committee wrote to Nigeria to request a detailed budget for the planned activities during the extension period and clarify what national and international financial resources are currently available, what funding gaps remain, and what potential sources of additional funding are being pursued. Nigeria responded by indicating that the projected budget for 2025–2028 will support the following areas of implementation:
- a. NMAC core staffing and operations
 - b. Training and equipping of two HMA teams
 - c. EORE implementation
32. Nigeria indicated in its response that confirmed resources include Government of Nigeria (GoN) budgetary allocations for NMAC operations and UNMAS/Japan International Cooperation Agency (JICA) support for training and that funding gaps relate primarily to equipment procurement, clearance operations, and team expansion with potential partners including Japan, European Union, United Kingdom, United States Agency for International Development (USAID), and the Republic of Korea. The request indicates that the NMAC will continue advocating with the Government of Nigeria to include mine action into Nigerians National Development Plan and to identify key partners and donors and seek funding support from them to complement funding that will come from the Nigeria government.
33. The Committee wrote to Nigeria to request information on Nigeria's strategy to overcome access limitations and ensure accurate geo-location and reporting of impacted villages or districts. Nigeria outlined in its response a phased access strategy using MatCivil–Military Coordination to establish humanitarian corridors. Nigeria indicated that, in accessible areas, HMA teams will deploy post-military clearance, using GPS-enabled tablets with IMSMA Core for standardised mapping of suspected hazardous areas (SHAs) and confirmed hazardous areas (CHAs) and that data will be drawn from security incident reports, EORE hazard identification, and community feedback to ensure accurate mapping, even in partially accessible areas.
34. The Committee wrote to Nigeria to request further details about humanitarian mine action technologies (HMAAT) outputs, team requirements, and planning for priority areas. Nigeria indicated in its response that two 12-person NMAC teams trained to IMAS standards will be operational by the fourth quarter of 2025, each capable of six–eight technical surveys monthly and releasing 50,000–70,000 square metres annually in secure areas. If funding allows, two more teams will be added in 2027. Task prioritisation will focus on LGAs for IDP returns, high-value agricultural land, and areas with explosive ordnance (EO) casualties.
35. The Committee noted the importance of Nigeria reporting on 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 spot clearance tasks and on the type of explosive ordnance located and destroyed. The Committee also noted the importance of Nigeria, to the extent possible, presenting information on the remaining challenge in a manner

consistent with IMAS by providing information disaggregated by the type of contamination. The Committee further noted the importance of Nigeria providing updated information on how additional clarity obtained may change Nigeria's assessment of the remaining implementation challenge and efforts to address mined areas in accessible areas.

36. The request indicates that considering the context of active conflict it is assumed that; a) NMAC teams will be able to conduct survey and clearance in secured areas, b) that the Government of Nigeria provides adequate funds for survey and clearance activities as well as for NMAC day-to-day operations, c) NMAC receives local and international financial and technical support. The request also indicates that the following risk factors may affect the realisation of this request, including: a) increased contamination due to an increase in fighting, b) areas released may be re-contaminated, and c) funding.

37. In recalling that the request is dependent on the strengthening of capacity of the NMAC, national allocations from the State budget, recruitment training and deployment of NMAC humanitarian demining teams, improvements in security and access to survey suspected mined areas, the Committee noted that the Convention would benefit from Nigeria providing by 30 April 2027 an updated work plan containing 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 the 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 also noted 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.

38. The Committee further noted the importance of Nigeria providing detailed information on progress made in strengthening national capacity and coordination amongst national and international partners. The Committee noted the importance of Nigeria strengthening national level coordination including by ensuring regular dialogue with national and international stakeholders on progress and challenges in implementation and requirements for assistance including by establishing an appropriate National Mine Action Platform, wherever possible.

39. The Committee noted with satisfaction that the information provided in the request and subsequently in response to the Committee's questions is comprehensive, complete, and clear. The Committee further noted that the plan presented by Nigeria, is ambitious and contingent upon national and international support, the security situation, the strengthening of the national coordinating mechanism and partnerships in implementation. The Committee further noted that the plan is workable, lends itself well to be monitored, and states clearly which factors could affect the pace of implementation.

40. In this regard, the Committee noted that the Convention would benefit from Nigeria reporting annually, by 30 April, to the States Parties on the following:

- a. progress made relative to the commitments contained in Nigeria's work plan, including progress in the establishment, recruitment, training and deployment of NMAC humanitarian mine action teams, and the development of a national mine action strategy;
- b. progress made 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 spot clearance tasks and on the type of explosive ordnance located and destroyed;

- c. update on how additional clarity obtained through the initial contamination analysis and survey may change Nigeria's assessment of its implementation challenge and efforts to address mined areas in accessible areas, including adjusted milestones with information on the number of areas and amount of mined area to be addressed annually and how priorities have been established;
- d. the remaining challenge in a manner consistent with IMAS, to the extent possible, 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. changes in the security situation and how these changes positively or negatively affect implementation;
- f. Progress on the development of NMAS, including a timeline for drafting and the approval of NMAS;
- g. updates on the establishment and maintenance of a national, centrally managed information management system containing accurate and up-to-date data on the status of implementation;
- h. 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;
- i. 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;
- j. Updates on its resource mobilisation efforts and external financing received, as well as resources made available by the government of Nigeria to support implementation efforts, including through the establishment of a humanitarian demining platform, including the terms of reference, scope, membership and meeting frequency.

24. The Committee noted the importance, in addition to Nigeria 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, Meetings of the States Parties, as well as through Article 7 reports using the Guide for Reporting.