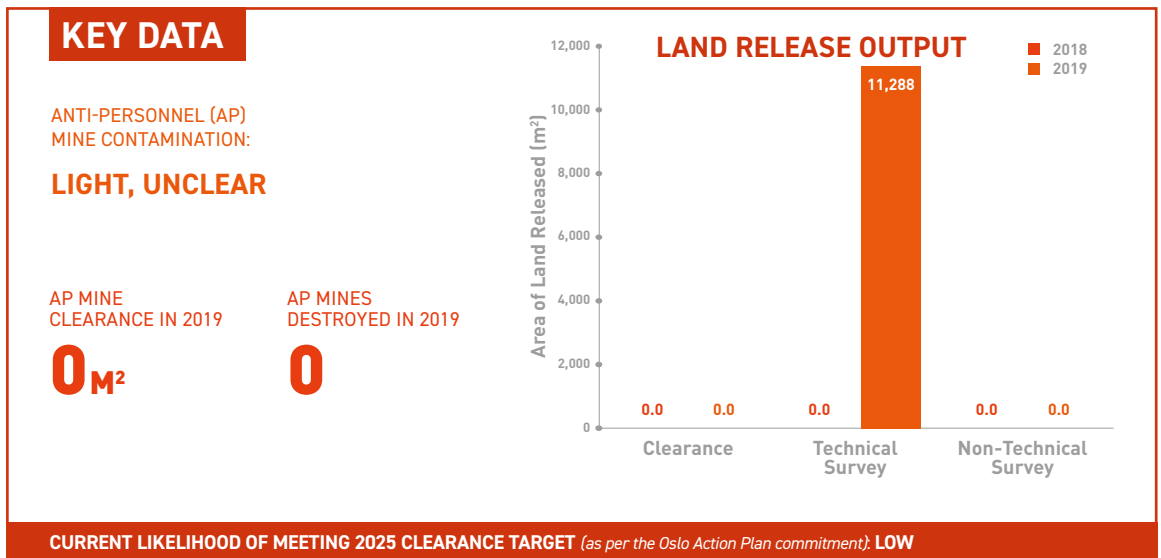


**ARTICLE 5 DEADLINE: 1 MARCH 2021**  
EXTENSION REQUESTED TO 1 MARCH 2026



## KEY DEVELOPMENTS

Humanity and Inclusion (HI, formerly Handicap International), the only international mine action operator in Senegal since 2014, resumed operations in 2019 after an interruption of more than a year due to lack of funding. The action of Movement of Democratic Forces of Casamance (MFDC) insurgents in May 2019 briefly detaining members of an HI survey team led to another suspension of activities. For the second successive year, Senegal did not record any mine clearance. In June 2020, Senegal requested a five-year extension to its Anti-Personnel Mine Ban Convention (APMBC) Article 5 deadline.

## RECOMMENDATIONS FOR ACTION

- Senegal should complete non-technical survey as soon as possible to establish a comprehensive baseline estimate of its remaining mine contamination.
- Senegal should ensure that suspected hazardous areas (SHAs) are recorded on the basis of demonstrable evidence and with specific size estimates and the information made public.
- Senegal should submit its annual Article 7 transparency report each year by the 30 April deadline.
- The Government of Senegal should demonstrate commitment to its APMBC obligations by making national funding and resources available for demining operations.
- Senegal should prioritise technical survey and clearance in readily accessible areas and where the presence of mines is reliably attested.
- The Senegalese National Mine Action Centre (Centre National d'Action Antimines, CNAMS) should continue to improve transparency and to facilitate dialogue on land release between all relevant stakeholders. An in-country platform bringing together the authorities, donors, and key stakeholders could be one mechanism to help strengthen national coordination.

## ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

Criterion	Score (2019)	Score (2018)	Performance Commentary
<b>UNDERSTANDING OF CONTAMINATION</b> (20% of overall score)	4	5	Senegal remains unclear about the extent of its mine contamination 21 years after adhering to the APMBC. While the extent of confirmed mined area is small, minimal progress has been made in the past five years to assess contamination in more than 120 areas.
<b>NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT</b> (10% of overall score)	3	3	Senegal relies on donor funding to cover the costs of mine clearance operations and its apparent failure to demine mined areas around military installations calls into question its compliance with the APMBC and even the prohibition on use of landmines.
<b>GENDER AND DIVERSITY</b> (10% of overall score)	5	5	CNAMS reports employing women in senior positions and appointing staff on the basis of qualifications and without regard for gender. HI, the only international operator, also employs women in field operations as well as administrative posts.
<b>INFORMATION MANAGEMENT AND REPORTING</b> (10% of overall score)	4	4	CNAMS maintains an Information Management System for Mine Action (IMSMA) database but has cited shortages of funds as an obstacle to upgrading it. The quality of data in IMSMA is also unclear. Despite the limited extent of operations in 2019, results reported by CNAMS differed from those of HI, the only operator.
<b>PLANNING AND TASKING</b> (10% of overall score)	4	3	The work plan CNAMS presented in 2018 aiming to complete clearance of known hazards by Senegal's Article 5 deadline was never implemented and never amended since to meet changing realities. Senegal submitted an Article 5 deadline extension request in 2020 with timelines for survey and clearance but faced major challenges from insecurity and shrinking international financial support.
<b>LAND RELEASE SYSTEM</b> (20% of overall score)	4	4	CNAMS introduced national mine action standards in 2009 but has not revised or updated them since 2013.
<b>LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE</b> (20% of overall score)	3	3	Despite HI's resumption of demining activities in 2019 Senegal did not clear a single square metre or mine in 2019 and reported release of only a little over 11,000m <sup>2</sup> through technical survey, ensuring the need to apply for another extension to its Article 5 deadline.
<b>Average Score</b>	<b>3.8</b>	<b>3.9</b>	<b>Overall Programme Performance: VERY POOR</b>

## DEMINING CAPACITY

### MANAGEMENT CAPACITY

- National Commission for the Implementation of the Ottawa Convention
- Senegalese National Mine Action Centre (CNAMS)

### INTERNATIONAL OPERATORS

- Humanity and Inclusion (HI)

### NATIONAL OPERATORS

- None

## UNDERSTANDING OF AP MINE CONTAMINATION

Senegal does not have a precise estimate of its mine contamination more than 20 years after becoming a State Party to the APMBC. It reports the presence of mines in four of the country's 45 departments, all of them in the Casamance region, an area of low-level insurgency since the 1980s. Senegal's Article 5 extension request submitted in June 2020 estimated the area of confirmed and suspected mine contamination at 1,593,487m<sup>2</sup> but the basis for this estimate was unclear.<sup>1</sup> It included 37 confirmed hazardous areas (CHAs) affecting 491,086m<sup>2</sup>. This was the same number of areas identified a year earlier, with 16 in Goudomp, 10 in Bignona, nine in Oussouye and two in Ziguinchor.<sup>2</sup> The request also included 118 areas in southern departments that have not yet been surveyed, 101 of them in Bignona department, four areas in Oussouye and 13 in Ziguinchor. It also reported another nine areas whose size is unknown, eight of them in Bignona and one in Goudomp.<sup>3</sup> Adding to uncertainty about the extent of contamination, areas such as North Sindian in Bignona department have long been suspected to be mined but insecurity has prevented survey.<sup>4</sup>

Mine contamination in Senegal is the result of more than 40 years of fighting between the armed forces and a non-state armed group, the MFDC. Sporadic fighting with some factions of the MFDC has continued despite a ceasefire in place since 2004. According to Norwegian People's Aid (NPA), there is overwhelming evidence that the laying of landmines by rebel forces was sporadic, while the Senegalese Armed Forces placed hundreds, if not thousands, of mines around military outposts in Casamance.<sup>5</sup>

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## NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

The National Commission for the Implementation of the Ottawa Convention, created in 2005, serves as the national mine action authority for Senegal charged with developing a mine action strategy, economic rehabilitation of mine-affected areas and overseeing the work of a national mine action centre. The commission is chaired by the Minister of Foreign Affairs and includes representatives of the President and government ministries. Senegal has said the commission's effectiveness had suffered from high turnover of ministerial representatives resulting in delays in decision-making, and from the absence of rules on decision-making.<sup>6</sup>

Demining operations in Casamance are coordinated by CNAMS, which was set up by decree in 2006. Regional mine action coordination committees have been established in Kolda, Sédhiou, and Ziguinchor departments. CNAMS is responsible for promoting the national mine action programme, mobilising resources, coordinating survey and conducting demining, designing and implementing a victim assistance programme, accrediting demining organisations, and monitoring and evaluating activities.<sup>7</sup>

In June 2018, CNAMS informed States Parties to the APMBC that it needed around €6.5 million to complete clearance, a figure it revised down in October of the same year to close to €5.5 million. It said that the government had earmarked more than €1.8 million for mine action in 2019,<sup>8</sup> but this was not forthcoming in 2019 and CNAMS said the COVID-19 crisis would make it difficult to obtain government funds in 2020. The government provides approximately US\$500,000 (€457,000) a year to cover salaries in CNAMS, but operations in 2019 depended on donor support. The only external funding available in 2019 was a US State Department grant of US\$450,000 to HI.<sup>9</sup>

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## GENDER AND DIVERSITY

CNAMS asserts there is no gender discrimination in Senegal's mine action programme and staff are recruited on the basis of competence. CNAMS said its staff of 17 included 6 women of whom 2 were heads of division and 2 were heads of offices. It reported that HI employed four women among its field teams, including three EOD technicians qualified at EOD Levels 1, 2, and 3 respectively, and one paramedic.<sup>10</sup>

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## INFORMATION MANAGEMENT AND REPORTING

CNAMS operates an Information Management System for Mine Action (IMSMA) database, which was reportedly upgraded in 2015<sup>11</sup> but reporting has proved erratic. CNAMS said measures to improve the database were not possible in 2019 due to funding shortages while improvements planned for 2020 had been suspended because of the COVID-19 pandemic.<sup>12</sup>

As at 1 August 2020, Senegal had yet to submit its latest Article 7 report covering 2019.

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## PLANNING AND TASKING

CNAMS prepared a work plan covering the period from December 2018 to January 2021, which set timelines for clearing Senegal's 37 CHAs and 9 SHAs before it reached its March 2021 Article 5 deadline, as well as for non-technical survey of the 144 areas still to be surveyed.<sup>13</sup> However, no clearance was conducted in 2018 or 2019.

CNAMS carried over plans for non-technical survey of 144 areas and clearance of CHAs into 2020 but said implementation would depend on the level of available funding and that it would not be able to complete mine clearance by March 2021.<sup>14</sup>

The Article 5 deadline extension request submitted in June 2020 included a work plan that called for non-technical survey of all 118 identified SHAs by the end of 2021, proposing survey of 40 in 2020 and 78 in 2021. The work plan did not foresee any clearance in 2020 but aimed to complete clearance of 37 CHAs by the end of 2023, tackling 12 CHAs covering 113,975m<sup>2</sup> in 2021, 16 CHAs affecting 299,871m<sup>2</sup> in 2022 and the remaining 9 CHAs covering 77,240m<sup>2</sup> in 2023. In 2024, Senegal planned to survey nine SHAs and in 2024–25 to clear CHAs identified from the 2020–21 non-technical survey of 118 areas.<sup>15</sup>

CNAMS said the work plan was based on the assumption of deploying two demining operators conducting manual and mechanical clearance.<sup>16</sup> It projected total costs for the mine action programme at US\$12.19 million, including US\$7.37 for demining, of which Senegal would fund US\$3.33 million and international donors the remaining US\$8.85 million.<sup>17</sup> At the same time, CNAMS projected the costs of clearing the 37 CHAs planned for 2021–23 at US\$2.45 million and said additional costs would be detailed after completion of survey.<sup>18</sup>

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## LAND RELEASE SYSTEM

### STANDARDS AND LAND RELEASE EFFICIENCY

Senegal's national mine action standards were developed in 2009 and revised in 2013 but have not been updated since.<sup>19</sup> According to CNAMS, the 2013 revision included standards for accreditation, technical investigation, minimum mine clearance depth, and the use of machines and mine detection dogs in demining.<sup>20</sup>

### OPERATORS AND OPERATIONAL TOOLS

CNAMS has a total of fourteen operations staff, including one six-strong manual clearance team, a non-technical survey team of five, and one mechanical team with three people. CNAMS results do not indicate they were active in 2019.<sup>21</sup>

HI has remained the only international demining operator in Senegal since 2014. It suspended operations in October 2017 because of lack of funding.<sup>22</sup> With new funding from the United States, operations resumed in 2019 when HI had a total staff of 20: 5 deminers, 3 mechanical operators, and 12 support staff. In 2020, however, HI hired only 10 staff. It reported that US funding would end in 2020, raising uncertainty if this operation would continue.<sup>23</sup>

HI deployed a soil preparation and mechanical mine clearance machine, the Digger D-3, before its 2017 suspension of operations.<sup>24</sup> HI employed a mechanical team in 2019 but it was not clear if the machine was operational as HI reported not conducting any clearance during the year.<sup>25</sup>

### DEMINER SAFETY

In mid-May 2019, demining operations, which had recently restarted thanks to US funding, were again suspended after members of an MFDC faction abducted a demining team working between Bafata and Bindaba. This occurred despite an agreement having been obtained to operate in that zone, according to CNAMS. As noted above, the deminers were all released the same day.<sup>26</sup> The team were released after handing over their equipment.<sup>27</sup>

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## LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE

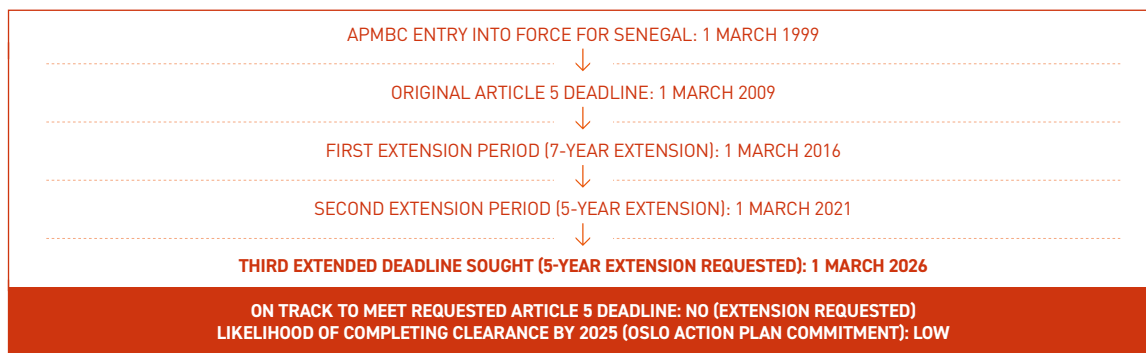
### LAND RELEASE OUTPUTS IN 2019

Land release in Senegal came largely to a standstill in 2018 and 2019 as a result of funding shortages and insecurity. No clearance was conducted in 2019. Despite the very limited range of activity, discrepancies between results reported by CNAMS and HI, the sole operator, obscured the precise extent of what was achieved.

CNAMS reported that HI cancelled two tasks of unknown size through non-technical survey in Saré Lao in 2019 and reduced 11,288m<sup>2</sup> through technical survey in Doudomp.<sup>28</sup> HI said it cancelled 5,500m<sup>2</sup> in Kolda and reduced an area of 22,138m<sup>2</sup> in Sédiou.<sup>29</sup>

HI operated with US funding of US\$450,000 starting in February 2019 but operations halted after the kidnapping of five deminers in May 2019. The CNAMS said the balance of US funds was carried over for non-technical survey in February 2020 but operations were again suspended because of restrictions introduced in response to the COVID-19 pandemic.<sup>30</sup>

## ARTICLE 5 DEADLINE AND COMPLIANCE



Under Article 5 of the APMBC (and in accordance with the five-year extension granted by States Parties in 2015), Senegal is required to destroy all anti-personnel mines in mined areas under its jurisdiction or control as soon as possible, but not later than 1 March 2021.

Senegal submitted its third extension request on 15 June 2020 asking for five more years until 1 March 2026 but left uncertainty about the likelihood of achieving completion even in this period. CNAMS signalled the likelihood it would need an extension starting with a statement to APMBC States Parties in June 2018.<sup>31</sup> In October 2018, it drew attention to obstacles to progress including lack of access to certain targeted areas, the withdrawal of traditional mine action partners, and deteriorating demining equipment.<sup>32</sup>

Other key concerns include:

- Continuing lack of clarity on remaining contamination. The basis for assessing remaining contamination at 1,593,487m<sup>2</sup> was unclear given that CHAs accounted for less than one-third of that area, 118 SHAs remain to be surveyed, and a further nine areas whose size is unknown are regarded as suspect. Moreover, concerns have also been raised about its continued failure to clear contaminated areas around military bases which verges on use of anti-personnel mines, a violation of Article 1 of the APMBC. NPA has previously criticised CNAMS for obstructing dialogue between operators and the armed forces in particular, which could provide the specific locations of mined areas.<sup>33</sup> CNAMS claimed in August 2017 that it had already demined around all the military bases, with the help of the army where that was necessary.<sup>34</sup> HI has reported that its teams cleared 22,162m<sup>2</sup> in Boutoute-Djibanar in connection with a former army base in 2015–16, destroying “around” 19 anti-personnel mines.<sup>35</sup> However, it is not certain that all other bases have been demined.
- Insecurity. Senegal’s long-running insurgency by MFDC rebels continues to deny access to areas targeted for survey and clearance. The Extension Request acknowledges “very precarious security conditions” and that access depends on agreements with the MFDC which can take a long time to negotiate and are not stable.<sup>36</sup> Senegal expected that the evolution of peace talks with the MFDC would ensure better security and access but the brief abduction of an HI team and ensuing suspension of operations in 2019 underscored the potential for serious delays in implementing the plans outlined in the Extension Request.
- Senegal is looking to international donors to provide three-quarters of the Extension Request’s projected US\$12.19 million costs. National funding, according to the request, would be limited to salaries and administrative costs.<sup>37</sup> However, as Senegal prepared to apply for an Article 5 deadline extension the financial outlook for mine action deteriorated as a result of a decision by the United States to end its funding of HI in 2020.<sup>38</sup>

**Table 1: Five-year summary of AP mine clearance**

Year	Area cleared (m <sup>2</sup> )
2019	0
2018	0
2017*	65,400
2016	147,650
2015	0
<b>Total</b>	<b>213,050</b>

\*Includes technical survey and clearance

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- 1 Article 5 deadline Extension Request, 15 June 2020, p. 53.
  - 2 Email from Ibrahima Seck, Head of Operations and Information Management, CNAMS, 21 May 2020.
  - 3 Article 5 deadline Extension Request, 15 June 2020, p. 54; email from Ibrahima Seck, CNAMS, 21 May 2020.
  - 4 Email from Faly Keita, Coordinator, Casamance Site, HI, 8 August 2018.
  - 5 CNAMS, "Updated Work plan for Senegal's Article 5 Extension 2016–21", April 2017; and CNAMS, "Updated Work plan for Senegal's Article 5 Extension 2016–2021", 13 October 2017, p. 21.
  - 6 Article 5 deadline Extension Request, 15 June 2020, pp. 9, 75.
  - 7 Presentation by CNAMS, "National Stakeholder Dialogue: Towards a Mine-Free Senegal" workshop, Dakar, 29–30 October 2018.
  - 8 Ibid.
  - 9 Email from Ibrahima Seck, CNAMS, 21 May 2020.
  - 10 Ibid.
  - 11 Email from Julien Kempeneers, HI, 1 September 2016.
  - 12 Email from Ibrahima Seck, CNAMS, 21 May 2020.
  - 13 Ibid; and Presentation by CNAMS, "National Stakeholder Dialogue: Towards a Mine-Free Senegal" workshop, Dakar, 29–30 October 2018.
  - 14 Email from Ibrahima Seck, CNAMS, 21 May 2020.
  - 15 Article 5 deadline Extension Request, 15 June 2020, pp. 93–98.
  - 16 Article 5 deadline Extension Request, 15 June 2020, p. 53.
  - 17 Ibid, p. 60.
  - 18 Ibid., p. 97.
  - 19 Email from Ibrahima Seck, CNAMS, 21 May 2020.
  - 20 Presentation by CNAMS, "National Stakeholder Dialogue: Towards a Mine-Free Senegal" workshop, Dakar, 29–30 October 2018.
  - 21 Email from Ibrahima Seck, CNAMS, 21 May 2020.
  - 22 Email from Julien Kempeneers, HI, 26 September 2016.
  - 23 Email from Seydou Gaye, Armed Violence Reduction Specialist, HI, 3 June 2020.
  - 24 Email from Ibrahima Seck, CNAMS, 20 September 2019.
  - 25 Email from Seydou Gaye, HI, 3 June 2020.
  - 26 Email from Ibrahima Seck, CNAMS, 20 September 2019.
  - 27 Email from Seydou Gaye, HI, 3 June 2020.
  - 28 Email from Ibrahima Seck, CNAMS, 21 May 2020.
  - 29 Email from Seydou Gaye, HI, 3 June 2020.
  - 30 Email from Ibrahima Seck, CNAMS, 21 May 2020.
  - 31 Statement of Senegal, APMBC Intersessional Meetings, Geneva, 8 June 2018.
  - 32 Presentation by CNAMS, "National Stakeholder Dialogue: Towards a Mine-Free Senegal" workshop, Dakar, 29–30 October 2018.
  - 33 A. Grovestins and A. Oberstadt, "Why landmines keep on killing in Senegal", *IRIN*, 3 August 2015, at: [bit.ly/2THyclz](http://bit.ly/2THyclz).
  - 34 Email from Ibrahima Seck, CNAMS, 18 August 2017.
  - 35 Email from Julien Kempeneers, HI, 19 April 2017.
  - 36 Article 5 deadline Extension Request, 15 June 2020, p. 60.
  - 37 Ibid.
  - 38 Email from Seydou Gaye, HI, 3 June 2020.