

**ARTICLE 5 DEADLINE: 1 MARCH 2026**

NOT ON TRACK TO MEET DEADLINE AND COMPLIANCE WITH ARTICLE 5 IN SERIOUS DOUBT

### KEY DATA

**ANTI-PERSONNEL (AP) MINE CONTAMINATION: LIGHT, UNCLEAR**

CONFIRMED

**0.5 KM<sup>2</sup>**

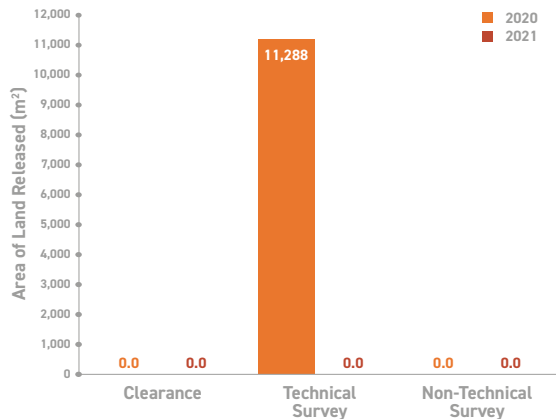
AP MINE CLEARANCE IN 2021

**0 M<sup>2</sup>**

AP MINES DESTROYED IN 2021

**0**

### LAND RELEASE OUTPUT



**CURRENT LIKELIHOOD OF MEETING 2025 CLEARANCE TARGET** (as per the Oslo Action Plan commitment): **LOW**

### KEY DEVELOPMENTS

The European Union (EU) agreed to provide €1.5 million for mine action, the first donor funding since support from the United States ended in 2019. The absence of donor support in 2021 resulted in no land being released through survey or clearance for the second successive year. The European Union (EU) funding enabled Humanity and Inclusion (HI) to resume operations in the Casamance in May 2022. The Senegalese National Mine Action Centre (CNAMS) also received support from Mines Advisory Group (MAG) in updating its Information Management System for Mine Action (IMSMA) database and revising national standards.

### RECOMMENDATIONS FOR ACTION

- Senegal must clear mined areas around its military base at Djirak on the border with Guinea-Bissau as an urgent priority and clarify who laid them and when.
- Senegal should complete non-technical survey as soon as possible to establish a comprehensive baseline estimate of its remaining mine contamination.
- CNAMS should prepare and submit a new work plan to replace the now-obsolete plan in its last Article 5 deadline extension request.
- The Government of Senegal should demonstrate commitment to its Anti-Personnel Mine Ban Convention (APMBC) obligations by making national funding and resources available for demining operations.
- Senegal should provide details of the arrangements and capacity available for tackling current and residual contamination identified after completion.

## ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

Criterion	Score (2021)	Score (2020)	Performance Commentary
<b>UNDERSTANDING OF CONTAMINATION</b> (20% of overall score)	4	4	Senegal remains unclear about the extent of its mine contamination 21 years after adhering to the APMBC. It reports 37 confirmed hazardous areas affecting close to 0.5km <sup>2</sup> and nine suspected hazardous areas of unknown size, but also estimates that total contamination affects nearly 1.6km <sup>2</sup> . Survey came to standstill in 2020 and 2021 with Senegal having made minimal progress assessing the extent of contamination in the past five years.
<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. The government reportedly provided funding in 2015 but it is unclear if it has made any subsequent financial allocations to the mine action sector. Senegal's apparent failure to demine mined areas around military installations calls into serious 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. In 2021, it had five female employees including the staff member heading information management. HI included two women in its team of 10 deminers and consulted all groups in the course of community liaison activities, including women, minorities, and persons with disabilities.
<b>INFORMATION MANAGEMENT AND REPORTING</b> (10% of overall score)	5	4	CNAMS maintains an IMSMA database but has cited shortages of funds as an obstacle to upgrading it. The quality of data in IMSMA is unknown but MAG provided support in 2021 to update the database. Senegal has submitted Article 7 transparency reports annually.
<b>PLANNING AND TASKING</b> (10% of overall score)	4	4	Senegal submitted an Article 5 deadline extension request in 2020 including a work plan with timelines for survey and clearance but it assumed the availability of operating capacity that is not present in Senegal and faced major challenges, including insecurity and a lack of international financial support calling into question the feasibility of its targets.
<b>LAND RELEASE SYSTEM</b> (20% of overall score)	5	4	CNAMS introduced national mine action standards in 2009 and updated them in 2013 but planned further revision. CNAMS started another revision in 2021, which will be supported by MAG in 2022, focusing on standards for non-technical and technical survey, clearance, accreditation, risk education, and marking.
<b>LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE</b> (20% of overall score)	2	3	Senegal did not release any land through survey or clearance in 2020 or 2021. Senegal received a five-year extension to its Article 5 deadline but implementation is dependent on mobilising significant new sources of international donor funding. The absence of such support in 2021 meant the work plan set out in the extension request needs immediate updating.
<b>Average Score</b>	<b>3.9</b>	<b>3.8</b>	<b>Overall Programme Performance: POOR</b>

## DEMINING CAPACITY

### MANAGEMENT CAPACITY

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

### NATIONAL OPERATORS

- None

### INTERNATIONAL OPERATORS

- Humanity and Inclusion (HI)
- Mines Advisory Group

### OTHER ACTORS

- 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 Anti-Personnel Mine Ban Convention (APMBC). It continues to report the presence of mines in four of its forty-five departments (Bignona, Godoump, Oussoye, and Ziguinchor), all of them in the Casamance region, an area of low-level insurgency since the 1980s.

In 2022, Senegal repeated earlier estimates that it had 37 confirmed hazardous areas (CHAs) covering 0.49km<sup>2</sup>, with more than 60% in Goudomp province (see Table 1), and nine suspected hazardous areas (SHAs), which it has not been able to survey and whose size is unknown. It also reported 118 locations that need to be assessed for mine contamination, including 101 in

Bignona province, 4 in Oussoye and 13 in Ziguinchor.<sup>1</sup> Senegal's Article 5 deadline extension request submitted in June 2020 also reported 37 CHAs covering 491,086m<sup>2</sup> but estimated the total mined area at 1,593,487m<sup>2</sup>, indicating it had also identified 1.1km<sup>2</sup> of suspected contamination.<sup>2</sup> From past experience, it believed the areas were contaminated mainly with anti-personnel and anti-vehicle mines.<sup>3</sup> The basis for this estimate is unclear. Some officials have estimated contamination at up to 1.7km<sup>2</sup>.<sup>4</sup>

**Table 1: Anti-personnel mine contamination<sup>5</sup>**

Province	CHAs	Area (m <sup>2</sup> )	SHAs	Area (m <sup>2</sup> )
Bignona	10	111,575	8	Not reported
Goudomp	16	299,871	1	Not reported
Oussoye	9	77,240	0	Not reported
Ziguinchor	2	2,400	0	Not reported
<b>Totals</b>	<b>37</b>	<b>491,086</b>	<b>9</b>	<b>1,102,401</b>

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 (Mouvement des Forces Démocratiques de Casamance). Sporadic fighting with some factions of the MFDC has continued despite a ceasefire in place since 2004 blocking access to mine-affected areas, and Senegal continued to suffer civilian casualties from mines and other explosive ordnance in 2021.<sup>6</sup> Senegal says the contamination hinders the socio-economic recovery of a region where thousands of people have been displaced, and access to pastures, forests, water sources, and government services have been limited.<sup>7</sup>

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>8</sup> Lack of accurate and consistent reporting on demining military bases has raised concerns about Senegal's compliance with the APMB. Senegal claimed previously that it already demined the mined areas around its military bases.<sup>9</sup> In 2020, however, it informed the Committee on Article 5 Implementation that one location remained mined: a Senegalese army cantonment at the village of Djirak on the border with Guinea-Bissau, which stands opposite the headquarters of one faction of the MFDC.<sup>10</sup> Senegal has still to clarify who laid the mines and when and when it will clear them.

## 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, promoting economic rehabilitation of mine-affected areas, and overseeing the work of a national mine action centre. The commission, which is chaired by the Minister of Foreign Affairs, includes representatives of the presidency of Senegal 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 even from a lack of rules on decision-making.<sup>11</sup>

Demining operations in Casamance are coordinated by the Centre Nationale d'Actions anti-mines au Sénégal (CNAMS), which was set up by decree in August 2006 with three divisions, including Operations and information management; Risk education; and Administration, finance and logistics.<sup>12</sup> 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>13</sup>

<sup>1</sup> Article 7 Report (covering 2021), p. 4; email from Ibrahima Seck, Head of Operations and Information Management, CNAMS, 21 May 2020.

<sup>2</sup> Article 5 deadline Extension Request, 15 June 2020, p. 53.

<sup>3</sup> Analyse de la demande soumise par Le Sénégal en vue de la prolongation du délai fixée à l'article 5 de la Convention pour la destruction complète des mines antipersonnel, APMB 18th Meeting of States Parties, 16–20 November 2020.

<sup>4</sup> Email from Catherine Gillet, Programme Director for Afrique Cap Ouest, HI, 10 May 2021.

<sup>5</sup> Article 7 Report (covering 2021), Form D. The total figure for suspected contamination is extrapolated from reported total contamination.

<sup>6</sup> See e.g. "Mine antipersonnel à Kandiahiou: il s'agirait d'une pose récente (témoin)", *Pulse News*, 24 October, 2021.

<sup>7</sup> CNAMS request for funding, undated but June 2020.

<sup>8</sup> CNAMS, "Updated Workplan for Senegal's Article 5 Extension 2016–21", April 2017; and CNAMS, "Updated Workplan for Senegal's Article 5 Extension 2016–2021", 13 October 2017, p. 21.

<sup>9</sup> Email from Ibrahima Seck, CNAMS, 18 August 2017.

<sup>10</sup> "Clarifications du Sénégal aux questions du comité d'examen de la 3ème demande d'extension", 22 September 2020.

<sup>11</sup> Article 5 deadline Extension Request, 15 June 2020, pp. 9, 75.

<sup>12</sup> *Ibid.*, p. 10.

<sup>13</sup> Presentation by CNAMS, "National Stakeholder Dialogue: Towards a Mine-Free Senegal" workshop, Dakar, 29–30 October 2018.

Senegal reported that the government made an annual allocation of CFCA 200 million (approximately US\$300,000) to mine action in 2015, but there is no indication of payments received.<sup>14</sup> CNAMS noted that there are "still delays" in government payments.<sup>15</sup>

## ENVIRONMENTAL POLICIES AND ACTION

Senegal has not reported any policy or standards for environmental management and protection in mine action. It is not known how, if at all, the environment is taken into consideration during planning and tasking of survey and clearance of mines in Senegal in order to minimise potential harm from clearance.

## 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 in 2020 that its staff of 17 included six women of whom two were heads of division and two were heads of offices.<sup>16</sup> CNAMS reported it employed five women in 2021, including its information management manager.<sup>17</sup> Senegal has not provided any indication of whether survey that produced existing estimates of contamination took account of the perspectives of women and girls as well as men and boys.<sup>18</sup>

## INFORMATION MANAGEMENT AND REPORTING

CNAMS information management resources consist of two staff with a single desktop computer provided more than five years ago by NPA which operates an IMSMA New Generation database and a laptop provided by MAG in 2021 to support GIS.<sup>19</sup> 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>20</sup> In 2021, however, CNAMS received support from MAG, which conducted a preliminary assessment of the IMSMA database preparatory to further system and capacity development. MAG has also initiated coordination with the Geneva International Centre for Humanitarian Demining (GICHD) and HI.<sup>21</sup>

## PLANNING AND TASKING

Senegal included a work plan in the Article 5 deadline extension request submitted in June 2020, which called for non-technical survey of all 118 identified SHAs by the end of 2021. It proposed survey of 40 SHAs in 2020 and the remaining 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>22</sup>

Implementing the work plan, however, was contingent on access to mine-affected areas and attracting donor support, conditions which did not apply in 2021 and no action was taken. Senegal indicated in 2021 that it planned to update its strategy but it later reported that was not possible due to the COVID-19 pandemic and it planned to update its plans in 2022 instead.<sup>23</sup> No clearance was conducted either.

However, Senegal has reported receiving funding of €1.5 million from the EU which, together with improvements in the security environment that made it possible to resume survey and clearance, notably in Ziguinchor and Goudomp departments.<sup>24</sup> CNAMS reported it planned to conduct non-technical surveys in 15 locations not previously visited to determine the extent of contamination and to conduct technical survey or clearance in some confirmed hazardous areas. CNAMS said it gives priority to areas where security permits access, there is pressure from the population to return to the land and socio-economic projects are planned or delivering benefits to the population.<sup>25</sup>

14 Committee on Article 5 Implementation, Preliminary Observations, Intersessional Meetings, Geneva, 20–22 June 2022.

15 Email from Ibrahima Seck, CNAMS, 23 May 2022.

16 Email from Ibrahima Seck, CNAMS, 21 May 2020.

17 Email from Ibrahima Seck, CNAMS, 23 May 2022.

18 Committee on Article 5 Implementation, Preliminary Observations, Intersessional Meeting, 20–22 June 2022.

19 Email from Melanie Broquet, Regional Programme Manager, Sahel & West Africa, MAG, 25 August 2022.

20 Email from Ibrahima Seck, CNAMS, 21 May 2020.

21 Emails from Ibrahima Seck, CNAMS, 23 May 2022; and Melanie Broquet, MAG, 25 August 2022.

22 Article 5 deadline Extension Request, 15 June 2020, pp. 93–98.

23 Article 7 Report (covering 2020), Form A.

24 Statement of Senegal, Intersessional Meetings, Geneva, 20–22 June 2022; and email from Ibrahima Seck, CNAMS, 23 May 2022.

25 Email from Ibrahima Seck, CNAMS, 23 May 2022.

## LAND RELEASE SYSTEM

### STANDARDS AND LAND RELEASE EFFICIENCY

Senegal's national mine action standards were developed in 2009 and partially revised in 2013<sup>26</sup> when amendments were made to standards for accreditation, technical investigation, the minimum depth for mine clearance, and the use of machines and mine detection dogs in demining.<sup>27</sup>

The Committee on Article 5 Implementation commented in 2020 on the importance of Senegal ensuring as soon as possible that the most relevant land release standards, policies, and methodologies, in line with the International Mine Action Standards (IMAS), are in place and applied for the full and expedient implementation of this aspect of the Convention.<sup>28</sup>

CNAMS started another revision in 2021, which was to be supported by MAG in 2022, focusing on standards for non-technical and technical survey, clearance, accreditation, explosive ordnance risk education (EORE), and marking.<sup>29</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.<sup>30</sup>

HI was the only international demining operator in Senegal from 2014. It suspended operations in October 2017 because of lack of funding.<sup>31</sup> With new funding from the United States, operations resumed in 2019 when HI had a total staff of 20 in mine action: 5 deminers, 3 mechanical operators, and 12 support staff. In 2020, HI hired only 10 staff who were deployed to Ziguinchor province but in October 2021 it signed a partnership agreement with the EU for a €1.5 million project in the Casamance area of southern Senegal, under which €1 million is earmarked for non-technical survey, technical survey, and clearance as well as for delivery of EORE with a partner organisation, Association des Victimes de mines en Casamance (ASVM). The remaining €0.5 million is earmarked for support to conflict-affected communities and for the return of displaced people.<sup>32</sup>

In mid 2022, HI reported it had established an operating base 50km from Ziguinchor and said it was working with a team of 20 people comprising a chief of project, a chief of operations, two team leaders, six deminers, a machine operator, two community liaison staff, two medics, two development staff, and three drivers. Operations started on 2 June 2022 with technical survey of two confirmed hazardous areas, Singhère Escalé (a 2,390 metre-long track) and Singhère Bainouk (a 788 metre-long track). The project was due to continue until March 2023.<sup>33</sup>

MAG received organisational accreditation in Senegal in 2021 and in 2022 planned to apply for accreditation for non-technical survey as well as a range of other activities, including a peace and conflict analysis, a workshop on land release, an information management needs assessment, and consolidation of victim data. MAG had a regional manager for humanitarian mine action based in Dakar and was in the process of adding three more regional staff for information management, a community liaison manager and an adviser on capacity development.<sup>34</sup>

## LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE

### LAND RELEASE OUTPUTS IN 2021

CNAMS reported that no survey or clearance took place in 2021.<sup>35</sup>

Senegal said it obtained financing of €1.5 million from the EU at the end of the third quarter of 2021 to support operations that HI started on 2 June 2022.<sup>36</sup> HI resumed operations in the Casamance region of southern Senegal working in Kaour commune in the Sédhiou region (Goudomp department) and Adéane commune in Ziguinchor. The project, set to continue until March 2023, involves conducting manual clearance supported by a mechanical digger and to conduct EORE in partnership with

26 Email from Ibrahima Seck, CNAMS, 21 May 2020.

27 Presentation by CNAMS, "National Stakeholder Dialogue: Towards a Mine-Free Senegal" workshop, Dakar, 29–30 October 2018.

28 APMBC Article 5 Committee, "Draft decisions on the request submitted by Senegal for an extension of the deadline for completing the destruction of anti-personnel mines", 20 November 2020.

29 Emails from Ibrahima Seck, CNAMS, 23 May 2022; and Roxana Bobolicu, MAG, 29 September 2022.

30 Email from Ibrahima Seck, CNAMS, 21 May 2020.

31 Email from Julien Kempeneers, HI, 26 September 2016.

32 Emails from Catherine Gillet, HI, 10 May 2021; and Emmanuel Sauvage, Programme Director, HI, 13 April and 6 September 2022.

33 Email from Emmanuel Sauvage, HI, 6 September 2022; and "Sénégal: Nouvelles opérations de déminage en Casamance", HI website, 23 June 2022.

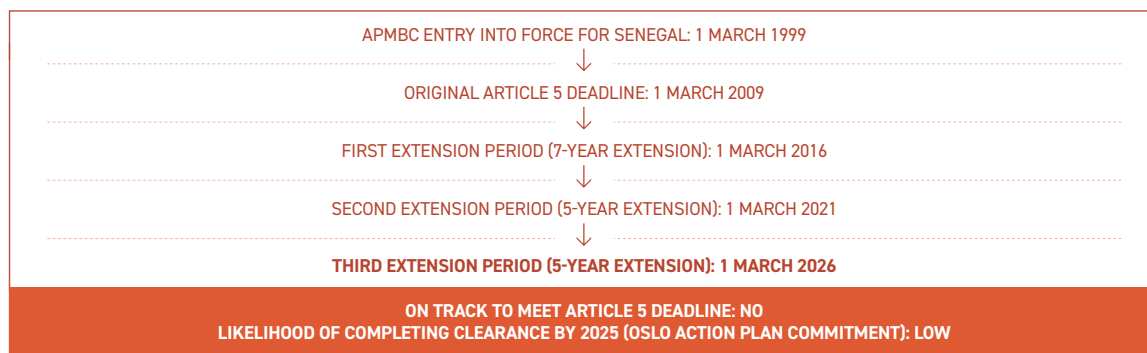
34 Email from Melanie Broquet, MAG, 25 August 2022.

35 Article 7 Report (covering 2021), Form D; and email from Ibrahima Seck, CNAMS, 23 May 2022.

36 Email from Ibrahima Seck, CNAMS, 23 May 2022; and Statement of Senegal, Intersessional Meetings, Geneva, 20–22 June 2022.

Senegal's Association of Mine Victims. The project aimed to return 100,000m<sup>2</sup> to communities and assessed that 30,000m<sup>2</sup> would require clearance.<sup>37</sup>

## ARTICLE 5 DEADLINE AND COMPLIANCE



Under Article 5 of the APMB (and in accordance with the five-year extension granted by States Parties in 2020), 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 2026.

Senegal's mine contamination is small in extent but it has not conducted any clearance in the last four years and its five-year clearance total amounts to 65,400m<sup>2</sup> (see Table 2). After prolonged inactivity, the operations started by HI in the Casamance in May 2022 represent a significant breakthrough but the meagre results and the challenges it still faces create uncertainty over its prospects for completing clearance within the extended Article 5 deadline.

Senegal still does not know the full extent of its mine contamination, with nine SHAs whose size has yet to be determined and 118 locations still to be investigated, more than double the number of confirmed and suspected hazardous areas. The lack of survey or clearance in Senegal since it submitted its Article 5 deadline extension request means that the work plan it set out which, among other goals, provided for clearance of 113,975m<sup>2</sup> in 2021, is already obsolete and needs to be replaced by a new work plan.

A key barrier to implementing its work plan was its failure to attract international donor support. Senegal projected the cost of survey and clearance in its Article 5 deadline extension request at \$12 million and hoped to raise \$8 million from donors. In June 2020, Senegal appealed for \$1.6 million for a period of 25 months to conduct clearance of 299,871m<sup>2</sup> and conduct non-technical survey of 118 locations in the

Sédhiou and Ziguinchor regions.<sup>38</sup> CNAMS reported that its resource mobilization plans for 2020 and 2021 were blocked by the pandemic and the €1.5 million provided by the EU appears to be the only international funding received.

Insecurity also remains a potential stumbling block. All Senegal's confirmed and suspected hazardous areas are located in the Casamance region which has experienced decades of separatist insurgency by the MFDC. Operations in 2019 were suspended after a MFDC faction briefly detained a demining team. Senegal said 10 months of negotiations preceded the resumption of non-technical survey in Bignona in early 2020 and has described security conditions as "very precarious". However, security conditions appear to have made improved in 2021 making it possible for HI to resume working in the Casamance in 2022.

**Table 2: Five-year summary of anti-personnel mine clearance**

Year	Area cleared (m <sup>2</sup> )
2021	0
2020	0
2019	0
2018	0
2017*	65,400
<b>Total</b>	<b>65,400</b>

\* Includes technical survey

## PLANNING FOR MANAGEMENT OF RESIDUAL CONTAMINATION

Senegal responded to questions from the Committee on Article 5 Implementation about plans for addressing contamination identified after completion by stating any residual mine threats would be dealt with by Senegal's military engineers. It did not provide details of military engineers' capacity.<sup>39</sup>

37 "Sénégal: Nouvelles opérations de déminage en Casamance", HI website, 23 June 2022.

38 Ministry of Foreign Affairs, Request for Financing: Article 7 Report (covering 2021), Form D.

39 "Clarifications du Sénégal aux questions du comité d'examen de la 3ème demande d'extension", 22 September 2020.