

ARTICLE 5 DEADLINE: 1 MARCH 2026

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

KEY DATA

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

MINE ACTION REVIEW ESTIMATE

0.5KM²

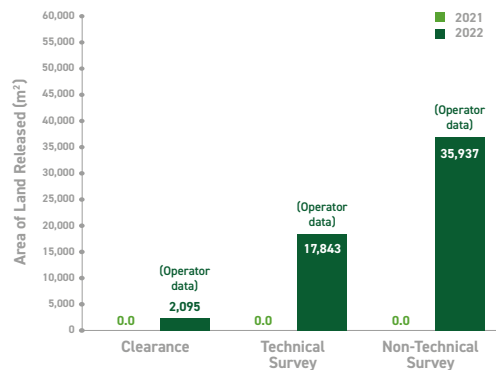
AP MINE
CLEARANCE IN 2022

2,095M²

AP MINES
DESTROYED IN 2022

1

LAND RELEASE OUTPUT



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

KEY DEVELOPMENTS

Humanity & Inclusion (HI) started survey and clearance operations in Senegal with funding from the European Union, the first clearance in Senegal for five years. Mines Advisory Group (MAG) received organisational accreditation. Agreement between the government and MDFC separatists on surrendering weapons contributed to improved security and opened access for deminers. A workshop organised by MAG in December 2022 led to agreement on strengthening information management and revising and updating the land release process, including non-technical survey (NTS) standards and procedures.

RECOMMENDATIONS FOR ACTION

- Senegal should state definitively whether mines remain around the Djirak or other military bases and provide detailed plans for clearing any remaining mined areas around military bases.
- Senegal should expedite adoption of evidence-based NTS to establish an accurate baseline estimate of the extent and location of anti-personnel (AP) mine contamination.
- 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.
- The Senegalese National Mine Action Centre (CNAMS) should report results of survey and clearance of AP mined area separately from battle area.
- 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 (2022)	Score (2021)	Performance Commentary
UNDERSTANDING OF CONTAMINATION (20% of overall score)	4	4	Senegal remains unclear about the extent of its mine contamination 21 years after adhering to the APMBBC. It reported 21 confirmed hazardous areas affecting close to 0.21km ² at the end of 2022, a sharp reduction from the previous estimate but also has suspected hazardous areas of unknown size and believes the total area of contamination may be 1.7km ² . Survey came to standstill in 2020 and 2021 but resumed in 2022 and was expected to accelerate in 2023.
NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT (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 APMBBC and even the prohibition on use of landmines.
GENDER AND DIVERSITY (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 2022, it said 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.
INFORMATION MANAGEMENT AND REPORTING (10% of overall score)	5	5	CNAMS maintains an Information Management System for Mine Action (IMSMA) database but has cited shortages of funds as an obstacle to upgrading it. MAG conducted an initial assessment of data in 2022 identifying inconsistencies and a number of steps to strengthen data quality. A workshop in December 2022 resolved to update reporting forms and undertake a clean-up of data. Senegal has submitted Article 7 transparency reports annually.
PLANNING AND TASKING (10% of overall score)	5	4	With funding available from the European Union and the Netherlands Senegal updated its 2020 Article 5 extension request work plan to provide for NTS to better define the extent of contamination and clearance to facilitate the return of villagers displaced by conflict.
LAND RELEASE SYSTEM (20% of overall score)	5	5	CNAMS introduced national mine action standards in 2009 and updated them in 2013 but started another revision in 2021 (supported by MAG in 2022), focusing on new standards for evidence-based NTS as well as updating standards for technical survey, clearance, accreditation, risk education, and marking.
LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE (20% of overall score)	4	2	Senegal reported clearance in 2022 for the first time in five years. Sole operator HI started demining in the middle of the year and by the end of 2022 reported release of a total of 55,875m ² of mined area of which 2,054m ² was through clearance. Senegal, however, reported release of a total of 316,822m ² in 2022 but this appears to have included battle area clearance.
Average Score	4.4	3.9	Overall Programme Performance: POOR

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 & Inclusion (HI)
- Mines Advisory Group (MAG)

OTHER ACTORS

- None

UNDERSTANDING OF AP MINE CONTAMINATION

Senegal still does not have a clear estimate of its AP mine contamination. It reported 21 confirmed hazardous areas (CHAs) covering 0.21km² in four of its forty-five departments at the end of 2022 (see Table 1),¹ a sharp reduction from the 37 CHAs covering 0.5km² reported a year earlier, but the estimate represents only part of Senegal's mine threat. At the end of 2022, Senegal said it believed total contamination was likely to be around 1.7km² taking into account areas still requiring survey,² and by mid 2023 it had cut the estimate to 1.5km².³

Senegal has identified 12 suspected hazardous areas (SHAs) whose size has not been determined and another 116 areas of possible mine contamination in Bignona (101 areas), Oussoye (4), and Ziguinchor (11) which have yet to be visited to establish the presence of mines. However, efforts to determine the full extent of AP mine contamination have been hampered by inability to access some areas as a result of conflict and by weaknesses in NTS, which recorded some SHAs as points not polygons.⁴ Senegal has observed that the return of large numbers of civilians to villages, made possible by the progress of peace talks between the government and armed resistance groups, could result in discovery of more HAs.⁵

Table 1: AP mined area (at end 2022)⁶

Province	CHAs	Area (m ²)	SHAs	Area (m ²)
Bignona	10	111,575	8	N/R
Goudomp	1	17,776	3	N/R
Oussoye	9	77,240	0	0
Ziguinchor	1	1,500	0	0
Totals	21	208,091	11	

N/R = Not reported

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). Much of the contamination in the Casamance region is reported to be widely dispersed, low-density "nuisance" mines. HI has reported the presence of a mixture of AP mine types, including Belgian PRBM 35, Portuguese M969 and M441, Russian POMZ and PMN, and Chinese Type 59 mines.⁷

However, Senegalese armed forces reportedly laid hundreds, possibly thousands of mines around military outposts in Casamance. Lack of accurate and consistent reporting on whether Senegal has demined military bases, including the

base at Djirak on the border with Guinea-Bissau, has raised concerns about whether it is compliant with the APMBC. The commander of Senegal's army engineers has asserted the bases are not mined⁸ but the government has not provided a definitive official statement on the status of these areas.

Sporadic fighting with some factions of the MFDC has continued despite a ceasefire in place since 2004 which has blocked access to mined areas, and Senegal continued to suffer civilian casualties from mines and other explosive ordnance in 2021.⁹ 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.¹⁰

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.¹¹

1 Article 7 Report (covering 2022), Form D.

2 Statement of Senegal, APMBC Twentieth Meeting of States Parties (20MSP), Geneva, 21–25 November 2022.

3 Statement of Senegal, Intersessionals Meetings, Geneva, 21–23 June 2023.

4 Email from Melanie Broquet, Regional Programme Manager, Sahel & West Africa, MAG, 24 April 2023.

5 Article 7 Report (covering 2022), Form D.

6 Ibid.

7 Email from Emmanuel Sauvage, Programme Director, HI, 24 April 2023.

8 Email from Emmanuel Sauvage, HI, 24 April 2023.

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

10 CNAMS request for funding, undated but June 2020.

11 Article 5 deadline Extension Request, 15 June 2020, pp. 9, 75.

Demining operations in Casamance are coordinated by the Centre Nationale d'Action Antimine au Sénégal (CNAMS), which was set up by decree in August 2006. CNAMS has three departments: Operations and information management; Risk education; and Administration, finance, and logistics.¹² 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.¹³

Senegal said in 2022 the government had allocated CFA1.5 billion (approximately US\$2.5 million) for mine action and had set a five-year budget of 3.6 billion CFA (approximately US\$6 million) without specifying the time period. It also reported receiving €1.5 million from the European Union to support operations by HI and "ongoing support" from the United States.¹⁴ Senegal reported that Algeria has also agreed to provide assistance to its mine action programme.¹⁵

ENVIRONMENTAL POLICIES AND ACTION

Senegal passed a law on management and protection of the environment in January 2001. To ensure that areas targeted for demining operations are not degraded, it is reported to have developed a national mine action standard, 05.30, providing guidelines on minimum environmental protection measures. HI said it had introduced a standard operating procedure (SOP) on environmental management which is taken into account when planning operations.¹⁶

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.¹⁷ CNAMS reported in 2022 that it employed five women, including its information management manager, and has not reported any change since.¹⁸ 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 and in 2023 the Committee on Article 5 Implementation requested information on this point.¹⁹

HI, the only international organisation conducting survey and clearance in 2022, employed women across its demining programme, including in management, survey, and community liaison (one of two staff) and demining (two of six).²⁰

INFORMATION MANAGEMENT AND REPORTING

CNAMS is in the process of upgrading its information management with support from MAG. In 2021, CNAMS' information management consisted of two staff with a single desktop computer that had been provided more than five years earlier by Norwegian People's Aid (NPA) and operated an Information Management System for Mine Action (IMSMA) New Generation database. In 2022, MAG provided the CNAMS IM department with a laptop to support geographic information system (GIS) and a permanent ArcGIS desktop licence. MAG provided a second "high-performance" laptop in 2023.²¹

In 2022, CNAMS gave MAG access to the IMSMA database to assess data quality leading to a project on steps CNAMS can take to improve the consistency between reporting forms, paper documentation, and IMSMA records. MAG added a regional information management expert to its team in Senegal in 2023 enabling it to provide more sustained support to CNAMS.²²

PLANNING AND TASKING

Senegal's Article 5 deadline extension request submitted in 2020 set out a work plan for 2021–26 but was unable to implement it due to the lack of access to mined areas as a result of continuing conflict, lack of financial resources, and the impact of the COVID-19 pandemic. CNAMS said in 2022 that it planned to conduct NTS in 15 locations not previously visited to determine the extent of contamination and to conduct technical survey (TS) or clearance in an unspecified number of CHAs.²³

12 Ibid., p. 10.

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

14 Statement of Senegal, 20MSP, Geneva, 21–25 November 2022.

15 Statement of Senegal, Side event, Intersessional Meetings, Geneva, 21 June 2023.

16 Email from HI, 24 April 2023.

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

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

19 Committee on Article 5 Implementation, Preliminary Observations on Senegal, Intersessional Meetings, 21–23 June 2023.

20 Email from HI, 24 April 2023.

21 Emails from Melanie Broquet, MAG, 25 August 2022; and François Fall, Humanitarian Mine Action Adviser, MAG, 31 August 2023.

22 Email from Melanie Broquet, MAG, 24 April 2023.

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

A work plan for 2023–25 said CNAMS had sent HI task files for NTS in 2023 of seven locations in Ziguinchor that had been abandoned by the local population but who were now returning. In 2024, it planned for action on 20 hazardous areas in two departments of Ziguinchor (Bignona and Oussouye) covering a total of 208,931m². In 2025, the plan provided for intervention on 11 hazardous areas in Bignona department and Sédhiou province's Goudomp department.²⁴

Senegal's statement to the intersessional meetings in Geneva in June 2023 restated general goals to conduct NTS with a view to determining the extent of contamination in 116 locations and 21 areas covering 208,000m².²⁵ CNAMS has said it gives priority to areas where security permits access, where there is pressure from the population to return to the land, and where socio-economic projects are planned or delivering benefits to the population.²⁶

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

Senegal's national mine action standards were developed in 2009 and partially revised in 2013²⁷ 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 (MDDs) in demining.²⁸ CNAMS started another revision in December 2021, focusing on standards for NTS and TS, clearance, accreditation, explosive ordnance risk education (EORE), and marking.²⁹ The progress or outcome of that process is not known.

CNAMs decided in December 2022 to review and update land release standards in line with International Mine Action Standards (IMAS). The process is expected to deliver:

- a definition and criteria for preliminary survey;
- revised national standards for evidence-based NTS, addressing finalisation of direct evidence, indirect evidence, land cancellation criteria, and quality management methods and criteria;
- development of a procedure to formalize the results of the NTS;

- updated data collection formats related to NTS; and
- a review of technical survey and clearance practices.

The review was agreed at a workshop organised by MAG in close collaboration with CNAMS in December 2022 which also considered compliance of Senegal's national standards with the IMAS; and the concepts of "all reasonable efforts", management of residual risk, and liability for missed mines/subsequent incidents. Participants included CNAMS, the National Agency for the Revival of Economic and Social Activities in Casamance (ANRAC), HI, the International Committee of the Red Cross (ICRC), the Geneva-based Centre for Humanitarian Dialogue, and a range of civil society organisations including the Senegalese Association of Mine Victims (ASVM), Senegalese Humanitarian Association against Mines (ASACM), Association for Solidarity and Development (ASD). The panel conducting the workshop included MAG, the Geneva International Centre for Humanitarian Demining (GICHD), and two members of the Lebanon Mine Action Centre.³⁰

OPERATORS AND OPERATIONAL TOOLS

CNAMs has not provided details of capacity available in 2022. In 2020, it said it had a total of fourteen operations staff.³¹

HI remained the only international demining operator conducting survey and clearance in Senegal in 2022. HI was present in Senegal from 2014 until October 2017 when it suspended operations because of lack of funding.³² With new funding from the United States, operations resumed in 2019 and in October 2021 it signed a partnership agreement with the EU for a €1.5 million project in the Casamance area of southern Senegal. The project included earmarked funding of €1 million for NTS, TS, and clearance as well as for delivery of EORE with a partner organisation, ASVM. The remaining €0.5 million is earmarked for support to conflict-affected communities and the return of the displaced.³³

HI's 13-person demining programme, with a main office in Dakar and an operating base in Ziguinchor, started operations in June 2022 with a six-person multi-task team, two community liaison/survey staff who can also conduct demining, and a two-person mechanical team operating a digger. The machine supported deminers on tasks dealing with minimum-metal PRBM 35 and Spanish C3A/B anti-vehicle mines that are difficult to locate with detectors – the digger is used to clear ground to a depth of 20cm. With additional funding from the Netherlands, HI planned to collaborate with the international demining

²⁴ Article 7 Report (covering 2022), Form D.

²⁵ Statement of Senegal, Intersessional meetings, Geneva, 19–21 June 2023.

²⁶ Email from Ibrahima Seck, CNAMS, 23 May 2022.

²⁷ Email from Ibrahima Seck, CNAMS, 21 May 2020.

²⁸ Presentation by CNAMS, "National Stakeholder Dialogue: Towards a Mine-Free Senegal" workshop, Dakar, 29–30 October 2018.

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

³⁰ Email from Melanie Broquet, MAG, 24 April 2023; and MAG brochure: "Humanitarian Mine Action in Senegal, Updating the Land Release Process", December 2022.

³¹ Email from Ibrahima Seck, CNAMS, 21 May 2020.

³² Email from Julien Kempeneers, HI, 26 September 2016.

³³ Emails from Catherine Gillet, HI, 10 May 2021; and Emmanuel Sauvage, Programme Director, HI, 13 April and 6 September 2022.

organisation APOPO in 2023 deploying a team of three dog handlers and four MDDs as part of an 18-month project proposing to clear approximately 600,000m² of mined area, as well as providing EORE, capacity building support to CNAMS and local NGOs, and referral services for victims. HI also planned to employ drones to support its survey and clearance operations in 2023.³⁴

MAG has conducted a weapons and ammunition management programme in Senegal since 2020 and in 2021 took steps to set up a demining project. MAG received organisational accreditation in Senegal in 2022 and in 2023 awaited accreditation for NTS and EORE. MAG had a regional manager for mine action and five other staff based in Dakar supporting activities in Guinea-Bissau and Mauritania as well as Senegal. MAG added an information management specialist to support the regional programme in 2023 as well as four community liaison staff based in MAG's Ziguinchor office who were undergoing training in preparation for receipt of operational accreditation. In 2023, it expected to deploy its NTS team for new and re-survey of hazardous areas and to organise a series of information management workshops to follow up on recommendations of the December 2022 workshop.³⁵

LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE

LAND RELEASE OUTPUTS IN 2022

HI reported release of a total of 55,875m² of mined area in two departments (see Tables 2 and 3).³⁶ Senegal reported release of 316,822m² in 2022 (238,028m² by survey and 78,794m² by clearance) but these totals include battle area tasks.³⁷ HI reported it cleared 60,714m² of battle area in Ziguinchor in 2022, destroying 19 explosive remnants of war (ERW).³⁸

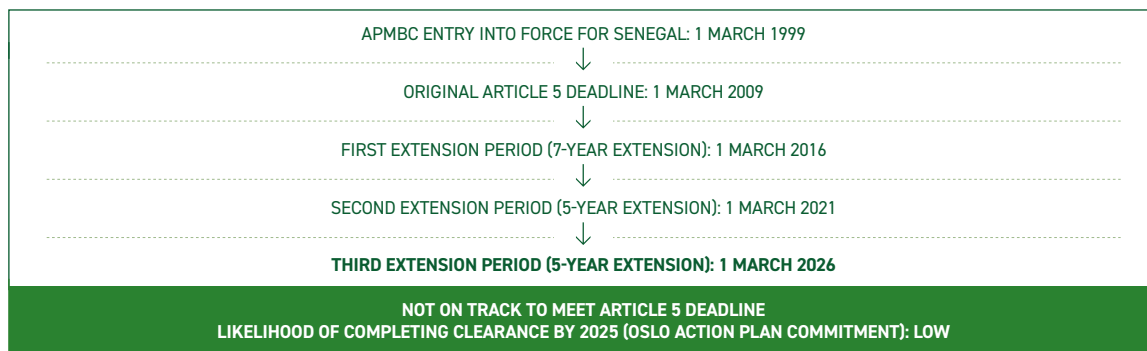
Table 2: Release of mined area through survey in 2022 (HI data)

Department	Area cancelled (m ²)	Area reduced (m ²)
Sédhiou	18,760	15,985
Ziguinchor	17,177	1,858
Totals	35,937	17,843

Table 3: Mine clearance in 2022 (HI data)

Department	Areas cleared	Area cleared (m ²)	AP mines destroyed	AV mines destroyed	ERW destroyed
Ziguinchor	1	2,095	1	1	2
Totals	1	2,095	1	1	2

ARTICLE 5 DEADLINE AND COMPLIANCE



34 Email from Emmanuel Sauvage, HI, 24 April 2023.

35 Emails from Melanie Broquet, MAG, 25 August 2022 and 24 April 2023.

36 Email from Emmanuel Sauvage, HI, 24 April 2023.

37 Article 7 Report (covering 2022), Form D.

38 Email from Emmanuel Sauvage, HI, 24 April 2023.

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 AP mines in mined areas under its jurisdiction or control as soon as possible, but not later than 1 March 2026.

The outlook for Senegal's mine action programme has improved significantly since 2021 after prolonged inactivity due to insecurity and lack of funds. Progress in negotiations to end Africa's oldest armed insurgency has enabled access to mined areas previously closed off by conflict.³⁹ Financial support from the European Union in 2022 (€1.5 million) and additionally from the Netherlands (€0.8 million) in 2023 has galvanised partnerships between CNAMS, HI, and MAG starting up survey and clearance and prompted a much-needed review of land release methods. Mine action outputs were modest in 2022 but results in 2023 and 2024 will provide a better basis for assessing performance and should show significant improvement.

Meanwhile, Senegal's prospects for achieving completion within the remaining two and a half years of its current Article 5 deadline remains vulnerable to longstanding challenges:⁴⁰

- Senegal believes its AP mined area totals considerably less than 2km² but has yet to determine the precise extent and location of contamination. This includes mined areas around military bases which are not accessible to humanitarian demining organisations and do not feature in any publicly available clearance plan.

- In June 2020, Senegal appealed for \$1.6 million for clearance of 299,871m² and conduct NTS of 118 locations in Sédhiou and Ziguinchor.⁴¹ It received that amount in 2022–23 but in June 2023 estimated it needed 11.2 billion CFA (approximately US\$18.5 million) as well as FCFA 372 million (US\$0.6 million) for EORE and FCFA550 million (US\$0.9 million) for victim assistance.
- Prospects for accelerating survey and clearance remains constrained by the meagre capacity available from internationally funded demining organisations.

In addition, in the absence of a final peace agreement with all MDFC factions, some mined areas may remain inaccessible to demining organisations. A conflict analysis study commissioned by MAG and conducted between October 2022 and January 2023 found the overall context favourable for mine action but noted continuing disagreement between MFDC factions and observed that root causes of the conflict needed to be addressed.⁴²

Table 4: Five-year summary of AP mine clearance

Year	Area cleared (km ²)
2022*	0.02
2021	0
2020	0
2019	0
2018	0
Total	0.02

* Includes technical survey

PLANNING FOR MANAGEMENT OF RESIDUAL CONTAMINATION

Senegal has 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.⁴³

39 Centre for Humanitarian Dialogue, "Senegal government and MFDC separatists advance peace process with roadmap for disarmament", 5 August 2022.

40 Statement of Senegal, Side event, Intersessional Meetings, Geneva, 21 June 2023.

41 Ministry of Foreign Affairs, Request for Financing, 2020.

42 MAG, "Restitution of the peace and conflict analysis in Casamance, Senegal", undated but 2023.

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