
Meeting of the States Parties to the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction

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Consideration of requests submitted under Article 5

Analysis of the request submitted by Burkina Faso 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, Thailand (Chair), Norway, the United Kingdom)

1. Burkina Faso ratified the Convention on 16 September 1998. The Convention entered into force for Burkina Faso on 1 March 1999. In its initial transparency report submitted on 4 December 2000, Burkina Faso reported that there were no areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines.

2. During the 20-24 November 2023 Twenty-First Meeting of the States Parties (21MSP), more than 14 years after the expiry of Burkina Faso's original deadline to implement Article 5, Burkina Faso declared that since 2015 it has been facing a terrorist threat involving the use of improvised anti-personnel mines and that the first incident involving victim-activated improvised anti-personnel mines took place in October 2016. In its transparency report submitted in 2024, Burkina Faso confirmed this contamination and reported that it had discovered newly mined areas under its jurisdiction or control.

3. Burkina Faso believing that it would be unable to destroy all anti-personnel mines in the mined areas before the next Meeting of the States Parties submitted to the Committee on Article 5 Implementation on 30 April 2025 a request for an extended deadline in accordance with the commitments relating to the discovery of previously unknown mined areas, including newly mined areas, after deadlines have passed adopted by the States Parties at the Twelfth Meeting of the States Parties (12MSP).¹ On 27 June 2025, the Committee wrote to Burkina Faso to request additional information. On 22 August 2025, Burkina Faso submitted a revised request incorporating responses to the Committee's questions. Burkina Faso's request for an extended deadline is until 31 December 2028.

4. The Committee noted that Burkina Faso did not fully adhere to the decisions of the 12MSP on how to address such situations, in particular Burkina Faso did not "immediately inform all States Parties of such a discovery" and did not "submit a request for an extended deadline to the Meeting taking place after the announcement of the discovery or the next Meeting of the States Parties". Nevertheless, the Committee welcomes Burkina Faso informing the States Parties and submitting a request for an extended deadline in accordance

*The present document was submitted after the deadline in order to reflect the most recent information.

¹ "Proposed rationale response to States Parties discovering previously unknown mined areas after deadline" <https://old.apminebanconvention.org/assemblees-des-etats-parties/12msp>

with the commitments made at the 12MSP and encourages continued engagement by Burkina Faso in this regard.

5. The Committee further noted that Burkina Faso had not fully adhered to the extension process established by the States Parties in 2007. The Committee noted that Burkina Faso 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 Burkina Faso 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 Burkina Faso.

6. The request indicates that the regional context in West Africa, and more particularly in the Sahel region at the turn of 2010, has contributed significantly to the emergence and proliferation of weapons and explosive devices in Burkina Faso and that since 2016, Burkina Faso has faced a terrorist threat including the use of improvised anti-personnel mines. The request also indicates that improvised anti-personnel mines are mainly used on routes used by Defence and Security Forces and around areas where civilians live and are discovered by civilians or by the Defence and Security Forces during operations. The request further indicates that Improvised Explosive Devices (IED) used in Burkina Faso are mainly activated by the victim and are intended to slow down security and supply operations or prevent civilians from carrying out their activities peacefully.

7. The request indicates that improvised anti-personnel mines have mainly affected 8 of the 13 administrative regions: Sahel, East, Centre-North, North, Boucle du Mouhoun, Cascades, Centre-West and Centre-East. The request also indicates that the threat is spreading to other regions and that the number of civilian casualties continues to rise. The request indicates that evidence of the presence of improvised anti-personnel mines is drawn from incident reports and victim statistics.

8. The request indicates that since there are no minefield maps, the data collected relates to incidents occurring in scattered areas and locations, making it difficult to delimit areas and draw polygons and that only the geographical coordinates of incidents and suspected areas are considered. The request indicates that the extension period will enable Burkina Faso to define the areas of contamination based on an initial contamination analysis.

9. The request indicates that there are 124 municipalities in 10 regions where improvised anti-personnel mine incidents have been registered and 102 surrounding municipalities which are suspected to be affected by improvised anti-personnel mines. The request indicates that these incidents have caused numerous casualties with the first victims being members of the Defence and Security Forces and the first civilian casualties recorded in 2018. The request also indicates that, according to data collected by the United Nations Mine Action Service (UNMAS) from 2017 to June 2024, improvised anti-personnel mines caused more than 817 security incidents in 11 regions – 432 incidents with victims and 384 with no victims – resulting in approximately 1,627 casualties (805 deaths and 822 injuries) among civilians, as well as 752 casualties (338 deaths and 414 injuries) among Defence and Security Forces. The request further indicates that due to difficulties related to data collection and the security crisis, data on incidents could not be disaggregated.

10. The request also indicates that from January to June 2024, 146 IED incidents were recorded resulting in 79 casualties, including 29 killed and 50 injured, 60 percent of whom were civilians (32 percent women and 35 percent children). The request further indicated that the data was extracted from the information management system set up by UNMAS which did not specify the type of IEDs. The request indicates that, despite this, most reports mentioning incidents caused by IEDs activated by the victim.

11. The request indicates that apart from casualties, improvised anti-personnel mines have a devastating socioeconomic impact on local communities, including: a) forced displacement of populations; b) loss of livelihoods for farmers and herders, and; c) stress and trauma among survivors and affected communities. The request indicates that improvised anti-personnel mines also have environmental consequences, likely polluting soil and water, and endangering living beings. The Committee noted the importance of Burkina Faso ensuring that data collected on casualties is collected and reported in a manner disaggregated by gender

and age and noted that progress under Article 5 during the extension period could significantly enhance human safety and socioeconomic conditions in Burkina Faso.

12. The request indicates that Burkina Faso has the following structures in place for the management of arms and ammunition, including improvised anti-personnel mines:

- (a) The National Arms Control Commission (CNCA), created in 2021 is responsible for implementing the Convention and coordinating the interventions of the various humanitarian actors; it is also the national mine action authority;
- (b) The National Demining Centre (CND) has human and material resources to detect and address improvised anti-personnel mines and train demining personnel, including internal security forces unit. The CND is currently housed by the military engineering corps;
- (c) In addition, national and international NGOs support mine action activities.

13. The request also indicates that Burkina Faso developed several initiatives to understand, identify and address the threat, including:

- Strengthening technical cooperation with partner countries and organisations;
- Establishing an UNMAS office (2019) and establish an anti-mine sub-cluster within the United Nations system;
- Establishing a working group of mine action stakeholders (2019);
- Creating a national mine action authority (2021);
- Explosive ordnance disposal (EOD) training within defence and internal security forces;
- Establishing a dog handling and demining centre;
- Training in information management for national and humanitarian actors;
- Explosive ordnance risk education (EORE) sessions for affected populations, humanitarian actors, civil society organisations, local authorities and public administration officials;
- Developing an IED national strategy;
- Developing national mine action standards;
- Adopting regulations governing the import, marketing, distribution and use of IED components and precursors.

14. The request indicates the following, which in Burkina Faso's view, acts as impeding circumstances for implementation: a) accessibility of municipalities due to security, with certain municipalities remain inaccessible to humanitarian demining operations, b) geographical challenges including remoteness of affected regions, dense vegetation which complicates mine detection, difficult soil conditions (rocky or sandy), and adverse climatic factors such as extreme heat, heavy rain, and strong winds, which can delay operations and limit the use of detection methods like animals. The request also indicates that challenges in implementation also include the lack of a national process for land release in place, requirements for technical and institutional capacity building, need for awareness raising among local communities to ensure their cooperation, and low mine action funding.

15. As noted, Burkina Faso's request is until 31 December 2028. The request indicates that during the extension period, Burkina Faso intends to a) carry out initial contamination analysis, b) set up an information management system, c) conduct non-technical surveys, and d) perform ad hoc EOD. In parallel, EORE activities will be carried out for communities at risk. The request indicates that activities will include data collection, capacity-building, planning and implementation, follow-up and evaluation and resource mobilisation.

16. The request indicates that Burkina Faso uses a combination of methods to identify and release contaminated areas, including mine detection dogs (MDDs) and manual methods, in

accordance with national mine action standards (NOBAM) which are regularly updated to remain in line with international best practices. The request contains information on methodologies used and measures to ensure quality assurance and quality control in relation to demining operations. The request indicates that at present, only military demining is being carried out. The Committee recognizes the importance of Burkina Faso ensuring that NOBAM are up to date, in line with International Mine Action Standards (IMAS), to ensure the efficient use of survey and clearance resources and to take advantage of lessons learned and best practices.

17. The request indicates that with the support of its partners - Geneva International Centre for Humanitarian Demining (GICHD) and Mines Advisory Group (MAG), Burkina Faso will set up an information management system, and to this end, capacity building for regional focal points on the issue of data collection on incidents and victims is planned for 2025. The request also indicates that discussions are underway with other national actors, notably military engineers, on the issue of centralization of data including the development of data collection forms, taking into account the specific characteristics of improvised anti-personnel mines and the introduction of modern data collection tools

18. The Committee noted the importance of Burkina Faso strengthening its capacity and collaboration with other government agencies to collect and report accurate evidence-based data on progress made and the remaining challenge. In this regard, the Committee noted the importance of Burkina Faso reporting on 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 on spot clearance tasks and on the type of explosive ordnance located and destroyed.

19. The Committee further noted the importance of Burkina Faso reporting on the remaining challenge in a manner consistent with IMAS, by disaggregating by 'suspect hazardous areas,' and 'confirmed hazardous areas' and their relative size, including disaggregating between the type of contamination to ensure increased clarity on the remaining challenges, this includes pending spot clearance tasks.

20. The request indicates that Burkina Faso has developed a National IED Strategy for the period 2023-2027. This strategy aims to strengthen the legal and institutional framework, improve the capacities of those involved in combating improvised anti-personnel mines, strengthen regional and international cooperation, and coordinate mine clearance efforts.

21. The request indicates that Burkina Faso possesses qualified personnel and essential material resources to conduct mine action operations and that Burkina Faso's Defence and Security Forces include trained demining units, supported by experts, trainers, community awareness officers, civil society members, and medical teams. The request also indicates that the country is equipped with detection technologies, protective gear, and neutralisation tools, alongside all-terrain vehicles, motorcycles, ambulances, and trucks to facilitate operations. The request further indicates that infrastructure includes training centres, coordination offices, and secure storage facilities for explosives and equipment.

22. The request indicates that Burkina Faso has taken the following measures to ensure the establishment of a sustainable national capacity to clear contaminated areas:

- (a) **Capacity building for national actors:** Mine clearance units have been trained within the defense and security forces, including specialized teams for the detection and neutralization of improvised anti-personnel mines;
- (b) **Development of strategic documents:** Between 2021 and 2023, Burkina Faso developed twelve national mine action standards (Normes Burkinabè d'action contre les mines – NOBAM), aligned with the International Mine Action Standards (IMAS);
- (c) **International collaboration:** From 2019 to 2024, Burkina Faso partnered with UNMAS to strengthen technical and operational capacities of national actors, including training of trainers and the establishment of an incident database for improvised anti-personnel

mines. UNICEF also supported the country through explosive ordnance risk education programs targeting educators and children;

- (d) **Engagement with civil society and local NGOs:** Public administration personnel and civil society organizations have benefited from mine risk education training sessions.

23. The Committee noted the importance of Burkina Faso ensuring that a sustainable national capacity is in place to coordinate, regulate, and manage the national mine action programme including survey, clearance, mine risk education, and victim assistance. The Committee also noted the importance of Burkina Faso continuing its efforts to strengthen national level coordination including by ensuring regular dialogue with national and international stakeholders, including donors, on progress and challenges in implementation and requirements for assistance including through the establishment of a National Mine Action Platform.

24. The request indicates that with the departure of UNMAS in 2024, the mine action working group has continued to meet once a month under the coordination of the Permanent Secretary of the CNCA and the co-direction of the non-governmental organisation MAG, which is responsible for actors in the area of responsibility. The request indicates that Burkina Faso has established partnerships with international NGOs to develop EORE-related guidance and strengthen the capacities of local communities. The request further indicates that Burkina Faso has been working to reduce the risks associated with improvised anti-personnel mines by conducting EORE campaigns in affected regions (approximately 550,000 people reached) and emergency first aid training since 2024.

25. The request contains a costed multi-year work plan for the extension period with annual milestones for EORE activities until 2028, an initial analysis of contamination to be carried out in 2025, the development of an information management system, survey, EOD tasks and marking to be carried out throughout the period of the extension. The work plan indicates that survey activities include the conduct of non-technical surveys, followed by technical surveys with survey results for all priority intervention areas to be available by the end of 2027. The request further indicates that surveys and EOD tasks in areas presenting significant security challenges will be carried out by the CND, while the other areas will be covered by civil society organisations and international and national NGOs. The Committee noted the importance of the activities to be undertaken during the extension period. The Committee further noted the importance of Burkina Faso ensuring that survey and clearance are prioritised based on clear nationally-driven humanitarian and sustainable development criteria with consideration for gender, age, disability, the diverse needs and experiences of people in affected communities including mine survivors, and the environment.

26. The request also indicates that a strategic review of the work plan will be conducted each year to assess progress, verify assumptions and identify emerging risks. The request indicates that regular coordination meetings will be held with stakeholders to discuss progress, challenges and necessary adjustments.

27. The request indicates that EORE activities have been established based on needs assessments, victim data, behaviour of affected populations, risk mitigation and population movements. The request indicates that in operational terms, EORE sessions are planned for host and displaced communities in 47 municipalities in 2025, 68 municipalities in 2026, 68 municipalities in 2027 and 41 municipalities in 2028 with materials including banners, flyers, audio messages, posters and image boxes. The Committee noted the importance of Burkina Faso providing information regarding the development and implementation of a detailed, costed and multi-year plan for context-specific mine risk education and reduction in affected communities including information on how priorities were established, methodologies used, challenges faced, and results achieved and include information disaggregated by gender, age, disability, and other diverse needs and experiences of affected communities.

28. The request indicates that the accessibility of municipalities depends on the security situation and that certain municipalities remain inaccessible to humanitarian demining activities, however, risk education activities and non-technical surveys can be carried out. The Committee noted the importance of Burkina Faso information the States Parties on

changes in the security situation and how these changes positively or negatively affect implementation.

29. The request indicates that a national mine action standard on the environment will be developed in the first quarter of 2026. The request indicates that Burkina Faso is committed to using effective methods and standards to identify and release contaminated municipalities, while taking climate and environmental considerations into account. In this regard, the request mentions a Guide to the Design and Implementation of Climate Projects in Fragile Territories in Burkina Faso developed by the Green Climate Fund (GCF) in response to climate adaptation and mitigation actions in a difficult security context as well as the BARCOUVE initiative (Bataille pour le renforcement de la couverture végétale du Faso), which provides for the establishment of forty-five (45) groves across the country, in order to reduce degradations already noted since the beginning of the crisis.

30. The request indicates that survey and clearance activities will incorporate a gender-sensitive approach and take into account the diverse needs of the affected communities. The request indicates that women are also involved in the deployment of the *Forces de Défense et de Sécurité* units and that there are several women's organisations which participate in EORE training sessions and the MRE teams also include women.

31. The Committee noted the importance of Burkina Faso ensuring 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.

32. The request indicates that the work plan is based on the following assumptions: a) the necessary financial and human resources will be available throughout the extension period, b) cooperation with local communities and international partners will be maintained, and c) security conditions in the areas concerned will allow for the implementation of the planned activities. The request further indicates the following risk factors in the implementation of the plan: a) institution: institutional instability could limit the implementation of activities, b) security: ongoing acts of terrorism in certain regions can hinder mine clearance and risk education operations, c) funding: fluctuations in international funding can affect the continuity of activities and d) climatic conditions: extreme weather conditions may delay field operations.

33. The request indicates that activities to be undertaken during the extension period will cost a total US\$5,601,133, including US\$ 5,000 for the initial contamination analysis, US\$ 94,467 for the development of a national information management system, US\$ 1,253,333 for EORE activities, US\$ 1,256,667 for non-technical surveys, US\$ 2,208,333 for EOD tasks and marking and US\$ 83,333 for victim assistance related activities, and 700,000 US\$ for the functioning of the mine action programme. The request further indicates that Burkina Faso will finance up to US\$ 1,660,900 of the budget (training and equipment for demining units and mine risk education activities) and the functioning costs of the CNCA which amount to 420,000,000 XOF. The request also indicates that Burkina Faso would require US\$3,940,233 to be mobilised from donors.

34. The request indicates that the withdrawal of UNMAS has had a significant impact on information management, mine action funding and capacity building for national actors. The request further indicates that the PROTECTION cluster, through its mine action component, currently represents a funding channel that could strengthen partner engagement and support donors that face difficulties in directly funding the CNCA can still do so through other structures and organisations involved in mine action in Burkina Faso. The Committee noted the importance of Burkina Faso's work plan containing a comprehensive resource mobilization strategy to support effective implementation.

35. The request indicates that Burkina Faso is exploring innovative sources of funding to support its mine clearance efforts including: a) public-private partnerships: Burkina Faso is collaborating with civilian operators who could provide additional resources to develop and utilise innovative technologies, such as drones and remote-controlled demining machines, to improve the efficiency and safety of demining operations, b) integrated financing: Burkina Faso participates in initiatives such as the Integrated National Financing Framework mechanism to align and amplify international and national financial support.

36. 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 Burkina Faso, is ambitious and contingent upon national and international support, the security situation, institutional stability and capacity building. 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.

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

- (a) Progress made relative to the commitments contained in Burkina Faso's work plan, including the initial analysis of contamination, progress in the development of an information management system, the establishment of coordination mechanisms between existing national entities, the development of a National Mine Action Standard on the environment and information collection and disaggregation efforts;
- (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 Burkina Faso'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, 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) 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;
- (f) The development of new national mine action standards and efforts made to keep existing national mine action standards in line with IMAS;
- (g) 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;
- (h) Resource mobilisation efforts, external financing received and resources made available by the government of Burkina Faso to support implementation efforts;
- (i) Changes in the security situation and how these changes positively or negatively affect implementation.

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

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