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

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Analysis of the request submitted by Sudan for an extension of the 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 (Chair), Bulgaria, Burkina Faso and Norway

Background

1. Sudan ratified the Convention on 13 October 2003 and the Convention entered into force for Sudan on 1 April 2004. In its initial transparency report submitted on 1 October 2004, Sudan reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Sudan was obliged to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by 1 April 2014. Since that time, Sudan has submitted requests for extensions to the Thirteenth Meeting of the States Parties (13MSP) in 2013, the Seventeenth Meeting of the States Parties (17MSP) in 2018, the Twentieth Meeting of the States Parties (20MSP) in 2022. On each occasion, the Meetings of the States Parties agreed unanimously to grant Sudan its request for extension. The request for extension granted to Sudan by the 20MSP was for four years, until 1 April 2027.

2. In granting the request, the 20MSP noted that, while Sudan had not been able to complete the implementation of the principal commitment it had made to complete implementation by its deadline of 1 April 2023 as recorded in the decisions of the 17MSP, Sudan had made commendable progress. The Meeting further noted Sudan's continued commitment to the implementation of Article 5.

3. On 31 March 2026, Sudan submitted to the Committee on Article 5 Implementation ("the Committee") a request for an extension of its deadline. On 26 June 2026, the Committee wrote to Sudan to request additional information. On 4 August 2026, Sudan submitted a revised request. The Committee noted with satisfaction that Sudan had submitted its request in a timely manner and had engaged in a cooperative dialogue with the Committee. Sudan's request is for two years, until 31 March 2029.

4. The request indicates that, at the time of Sudan's request submitted to the 20MSP, there was a remaining challenge of 102 mined areas measuring 13,275,840 square metres, including 61 confirmed hazardous areas (CHA) measuring 3,313,221 square metres, and 41

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

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suspected hazardous areas (SHA) measuring 9,962,619 square metres, located in the States of Blue Nile, South Kordofan and West Kordofan, 49 anti-tank/anti-vehicle-contaminated areas measuring 13,530,058 square metres, and 197 hazardous areas contaminated with other explosive ordnance (EO) measuring 6,108,127 square metres.

Progress in implementation

5. The request indicates that renewed conflict beginning in April 2023 has placed an estimated 13 million Sudanese at risk from EO. The request indicates that the outbreak of conflict has disrupted mine clearance operations including by dispersing staff of the National Mine Action Centre (NMAC), the looting of the Khartoum NMAC headquarters, and the closure of four offices in Darfur. In April 2024, a temporary headquarters was established in Port Sudan, with additional offices located in Omdurman and Al Gezira, and five sub-offices located in the states of Khartoum, Kassala, South Kordofan, Blue Nile, and Al-Jazira.

6. The request indicates that during the previous extension period the national mine action programme faced several operational constraints, including a shortage of qualified Explosive Ordnance Disposal (EOD) personnel to lead operational teams. In response, the NMAC introduced operational adaptations to strengthen capacity while maintaining compliance with national regulations and procedures. The request indicated that these adaptations included advanced non-technical survey (NTS) teams capable of conducting survey and responding to urgent clearance needs, and Explosive Ordnance Risk Education (EORE) teams that combine survey activities with risk education.

7. The request indicates that during the period 1 April 2023 – 30 November 2025, Sudan addressed a total of 17 SHAs and 333 CHAs of all explosive ordnance located in the following states: Al Jazeera, Blue Nile, Khartoum, North Kordofan, Red Sea, Sennar, South Kordofan, and White Nile measuring 8,213,791 square metres through survey and clearance operations, including spot EOD tasks, resulting in the destruction of 13 anti-personnel mines (AP mines), 23 anti-tank mines (AT mines), 30,199 items of unexploded ordnance (UXO) and 62,716 rounds of small arms ammunition (SAA). The request indicates that the total square metres addressed included 2,728,772 square metres of mined area, and 5,485,019 square metres of battle areas and EOD tasks.

8. The Committee noted that Sudan provided information on progress in a manner disaggregated by area cancelled through non-technical survey, area reduced through technical survey and area cleared and encouraged Sudan to continue providing information in this manner. The Committee further noted that Sudan's efforts to implement Article 5 are only part of the totality of efforts required to address explosive hazards and as such, noted the importance of Sudan continuing to provide information disaggregated by type of contamination.

9. The request indicates that, in 2025, Sudan also undertook a partial revision of the Sudanese National Mine Action Standards by introducing standards for building clearance, as urban contamination of this nature had not existed in Sudan before the current conflict.

10. The request indicates that during 2025 EORE sessions were conducted by integrated EORE and NTS teams, community-based EORE, and mass media campaigns, reaching a total of 404,999 beneficiaries, disaggregated by sex and age. The request also indicates that in most hazardous areas official markings have been undertaken by NTS and demining teams either during the NTS or technical survey (TS) activities.

11. The request indicates that Sudan applies a conflict- and gender-sensitive approach and that mine action teams are well-positioned to collect information on EO incidents, victim needs, humanitarian gaps, and protection concerns, and to strengthen coordination with broader humanitarian and development interventions.

12. The request indicates that during the previous extension period the total funding received was USD 45,417,902, with a total of USD 17,314,355 confirmed for the period 2023-2026. The request indicates that significant funding cuts from the United States have had a severe impact and that in April 2025 the programme managed to survive thanks to contributions from Canada, the Central Emergency Relief Fund, the European Union, and

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the United Kingdom. The request indicates that this funding has been focused on emergency response and the facilitation of emergency humanitarian aid delivery by other sectors.

13. The request indicates that the Government of Sudan provides between USD 500,000 and USD 2 million annually to the mine action programme with USD 650,000 received to date in 2026, with additional support expected by the end of the year. The request also indicates that the Government's contribution covers the costs of NMAC staff, and some implementation costs, including the establishment and enhancement of training, accommodation, and administration facilities.

Circumstances which impede the ability of the State Party to destroy all the anti-personnel mines in mined areas

14. The request indicates that the following factors, in Sudan's view, acted as impeding circumstances during the extension period: (a) ongoing conflict in Sudan; (b) limited access (36.52% of suspected areas accessible); (c) the political situation; (d) a lack of technical equipment; (e) a lack of suitably qualified personnel; (f) challenges in information management; (g) inadequate funding, and; (h) climatic factors.

The humanitarian, social, economic, and environmental implications of the extension

15. The request indicates that during the previous extension period there were 280 casualties (54 killed, 226 injured) and provides information disaggregated by gender and age. The request indicates that anti-personnel mines continue to have a humanitarian and socio-economic impact in Sudan presenting a threat to 11.6 million internally displaced people and 3.8 million refugees.

16. The request indicates that anti-personnel mines affect all aspects of civilian life, disproportionately impacting rural and impoverished communities, and undermining economic stability. The request also indicates that rural populations are often forced to farm or graze animals on land that is known or suspected to be contaminated, and that mine action can ensure safe movement, enable humanitarian assistance, and support early recovery and reconstruction efforts, including rebuilding of public infrastructure, transport routes and food production and distribution.

17. The request further indicates that anti-personnel mines contribute to land and soil degradation, loss of biodiversity, and reduced agricultural productivity, deepening rural poverty and underdevelopment. The Committee also welcomes Sudan providing information on landmine casualties disaggregated by gender and age. The Committee noted that progress under Article 5 during the extension period could significantly enhance human safety and socioeconomic conditions in Sudan.

Remaining challenge

18. Current verified contamination includes 114 AP-mine hazardous areas covering 13.5 million square metres, primarily in South Kordofan and Blue Nile, including 72 CHAs measuring 3,567,617 square metres and 42 SHAs measuring 9,963,089 square metres. The request further indicates that Sudan has identified 57 anti-tank/anti-vehicle mined areas measuring 13,537,231 square metres, and 344 explosive-ordnance-contaminated areas measuring 12,380,623 square metres.

19. The request indicates that Sudan conducted an estimate of new contamination based on a methodology developed by NMAC, the United Nations Mine Action Service (UNMAS) and information management specialists. The methodology combines open-source conflict data, armed-conflict location and event data, incident reporting, known explosive weapon system failure rates, geospatial analysis, and cross-referencing of existing mine action databases and field verification missions. The request indicates that through this process,

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Sudan identified an 8,631 conflict incidents measuring an estimated 21,577,500 square metres.

20. The request indicates that only 36.5% of Sudan's remaining challenge is currently accessible for humanitarian mine action operations.

21. The Committee noted the importance of Sudan applying an evidence-based approach to the classification of land as suspected hazardous areas or confirmed hazardous areas.

The duration of the proposed extension and justification

22. As noted, Sudan's request is for two years, until 31 March 2029.

23. The request indicates that Sudan is requesting a two-year extension to its Article 5 deadline in order to re-establish operational mine action capacity and develop a credible evidence-based plan for completion. The Committee welcomes Sudan applying the understanding of the Twelfth Meeting of the States Parties which recognised "the value of States Parties requesting only the period of time necessary to gather and assess data on landmine contamination and other relevant information with a view to developing a meaningful forward-looking plan based on this information," and then submitting a subsequent request containing plans based on a clearer understanding of the extent of the challenge and projecting with greater certainty the amount of time that will be required to complete Article 5 implementation.

24. The request further indicates that implementation may be affected by several factors, including: (a) rapidly evolving conflict lines and access constraints; (b) limited survey of contaminated areas; (c) loss of capacity and infrastructure; and (d) the need to conduct surveys in order to establish a new baseline for Sudan's remaining Article 5 challenge. The request indicates that, given the complexity of the current situation and the rapidly changing conflict and EO landscape, providing a detailed survey and clearance plan at this stage would be neither credible nor responsible. The Committee recognised the complex nature of the situation in Sudan and noted the importance of Sudan providing updates on access regarding re-survey and clearance of mined areas.

Implementation plan and milestones

25. The request contains a phased strategy prioritising the following areas:

(a) Scale up survey capacity to carry out survey and resurvey activities and establish a new baseline for remaining Article 5 challenge;

(b) Support emergency humanitarian access and response;

(c) Rebuild national operational capacity; and

(d) Ensure flexibility to adapt priorities based on changing security and access conditions.

26. The request indicates that Sudan will implement its work plan in two phases:

(1) **Phase One**: Continuation of emergency response and sector-wide capacity development (April 2026 to March 2027):

(a) Enhancement of trained personnel (EOD courses);

(b) Importation of equipment;

(c) Revision and contextualisation of Sudanese national mine action standards;

(d) Rapid response to emergency mine action needs, including interventions in line with the Sudan Humanitarian Needs Response Plan, including efforts to mark and initiate clearance of 7 minefields measuring 68,151 square metres located in Khartoum.

(2) **Phase Two**: Sustaining capacities established under Phase One and conduct systematic survey operations across all accessible areas of Sudan (1 April 2027–31 March 2029):

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(a) Conduct land release activities to address 21,577,000 square metres of explosive ordnance contamination;

(b) Conduct integrated NTS and EORE activities targeting more than 8,631 accessible suspected hazardous areas measuring an estimated 21,577,000 square metres;

(c) Land release and EORE activities will be undertaken in seven confirmed minefields in Khartoum State, with land release and risk education also planned for Al Jazeera, Sennar, and White Nile states;

(d) Conduct re-survey, re-marking, EORE and clearance of legacy contamination in safe and accessible areas of Blue Nile, West Kordofan, and South Kordofan States, to validate historical records and address residual risk; and

(e) Conduct NTS and EORE in safe towns and villages to enable the safe, voluntary, and dignified return of IDPs.

27. The request indicates that Khartoum remains the most heavily contaminated area and that clearance and EORE will generate immediate, large-scale impact. The request indicates that prioritisation will be conducted in line with national standards with demining assets deployed in accordance with humanitarian priorities. The request indicates that priorities will be established in close collaboration with the Humanitarian Aid Commission of Sudan, UN agencies, and donors contributing to recovery efforts, including infrastructure, food security, transit routes, and support for internally displaced persons. The Committee welcomes Sudan's efforts to establish national prioritisation criteria in an inclusive manner and would welcome Sudan reporting annual updates on the development of prioritisation standards and tasking procedures based on humanitarian and sustainable development priorities, with consideration for gender, age, disability, the diverse needs and experiences of people in affected communities including mine survivors, and the environment.

28. The request indicates that, in addition to the capacities of NMAC and UNMAS, international partners—the Danish Refugee Council, Mines Advisory Group, the HALO Trust and Humanity & Inclusion—and the national implementing partner JASMAR (a Sudanese non-governmental organisation) have a current combined operational capacity of 12 mine/explosive-remnants-of-war threat teams, 8 NTS teams and 19 EORE teams, subject to security conditions and available resources.

Mine risk education and risk reduction

29. The request includes a detailed, evidence-based, context-specific and multi-year plan for EORE for the period of the extension. The request indicates that Sudan will adopt an EORE integrated land release model, comprising EORE, NTS, protection and community engagement activities. The request also indicates that Sudan plans to deploy 19 EORE teams and reach 13.36 million beneficiaries during the extension period. The Committee noted the importance of Sudan providing updates on its efforts to deliver context-specific mine risk education and reduction in affected communities including information on the methodologies used, the challenges faced and the results achieved, with information disaggregated by gender and age. The Committee also noted the importance of Sudan providing updates on its efforts to establish an evidence-based priority-setting mechanism for mine risk education and reduction programmes tailored to the threat encountered by the population and which prioritises people most at risk.

Budget and requirements for assistance

30. The request indicates that Sudan will require USD 140 million for activities to be undertaken during Phase 1 and Phase 2 of the extension request, including management and support costs. The request includes information on national and international funding, including total confirmed funding for implementation of USD 22,864,355, a total of USD 55,888,600 awaiting confirmation and an estimated USD 61,247,045 in required funding not yet covered by identified resources including:

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(a) Confirmed contributions from the Government of Sudan of US $2,952,000 and an unconfirmed contribution of USD 2,150,000 for the period 2026-2027;

(b) Confirmed international contributions of USD 6,200,000 for implementing partners (Danish Refugee Council, Mines Advisory Group, the HALO Trust, and Humanity and Inclusion) for the period 2023-2025, and an estimated USD 33,364,157 yet to be confirmed for the period 2026-2027.

(c) Confirmed contributions for UNMAS of USD 13,712,355 for the period 2023-2025, and an estimated USD 20,374,443 yet to be confirmed for the period 2026-2027.

31. The request also indicates that Sudan will facilitate the importation and entry procedures for mechanical demining equipment, mine detection dogs, and other specialised assets to enable their timely deployment. The request further indicates that significant gaps remain in critical assets, including mechanical clearance equipment, personal protective equipment, detection tools and technologies, EOD equipment, and operational vehicles and logistical support.

32. The request indicates a resource mobilisation plan focused on five priorities: (a) strengthening engagement with donors, government counterparts, UN agencies, and humanitarian partners; (b) expanding and diversifying the donor base through engagement with new funding partners and promotion of cross-sectoral collaboration; (c) enhancing advocacy, visibility and communication; (d) strengthening programme proposals and quality reporting; and (e) promoting best practices. The Committee noted Sudan's efforts to develop a resource mobilisation strategy and the importance of Sudan providing updates on external financing received and resources made available by the Government of Sudan to support implementation, including to strengthen the capacity of NMAC, strengthen cooperation with partners and facilitate operations of international and national demining organisations.

33. The request indicates Sudan's efforts to establish a sustainable national capacity, including rebuilding national institutions and developing national capacities, as well as the need for national capacity and support from international implementing partners.

34. The request indicates that during the period of the request, Sudan intends to rebuild sustainable national mine action capacities, strengthen the NMAC, restore information management systems, and build national survey, clearance and EORE capacities. The request indicates that NMAC remains the central coordinating body responsible for planning, tasking, quality management, and oversight of all mine action activities in Sudan.

35. The Committee noted that Sudan's efforts to build a sustainable national capacity will be essential to address previously unknown contamination after completion.

Gender and environment

36. The request indicates that seasonal rainfall and climatic conditions restrict operational activities and reduce the effective annual implementation period available for survey and clearance operations. The request indicates that Sudan has in place national mine action standards (NMAS) to mitigate environmental risks from survey, clearance, and EORE activities, with environmental impact assessment requirements derived from International Mine Action Standards (IMAS), and that specific standard operating procedures (SOPs) guide teams in ensuring compliance and environmental protection. The Committee noted the importance of Sudan providing updates on its efforts to integrate gender, climate and environmental considerations in the implementation of Article 5 and welcomes Sudan continuing to report on these efforts.

37. The Committee noted that the request includes other relevant information that may be of use to the States Parties in assessing and considering the request, including rationale for estimating remaining challenge, projected outputs, annexed maps, and risks and assumptions.

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Annual reporting commitment

38. The Committee noted that the information provided in the request and subsequently in responses to the Committee's questions is comprehensive, complete, and clear. The Committee noted that the plan presented by Sudan is workable, lends itself well to monitoring, and states clearly which factors could affect the progress of implementation. The Committee further noted that the plan's success is contingent on access to the remaining contaminated areas, which depends upon improved security and progress in political dialogue, the need for stable national funding and the mobilisation of international resources, engagement with international stakeholders and the creation of an environment conducive to organisations involved in mine action activities. In this regard, the Committee noted that the Convention would benefit from Sudan reporting annually to the States Parties on the following:

(a) Progress made relative to the commitments contained in Sudan's work plan and the results of survey and clearance implementation in a manner consistent with IMAS in accordance with the land release methodology employed (i.e. cancelled through non-technical survey, reduced through technical survey, and cleared through clearance) and disaggregated by type of contamination addressed;

(b) Impact of survey and clearance outcomes and how additional clarity obtained may change Sudan's assessment of the remaining implementation challenge and timeframe for implementation, including adjusted annual milestones with information on the number of areas and amount of mined area to be addressed annually and how priorities have been established;

(c) The remaining challenge in a manner consistent with IMAS, by disaggregating by 'suspected hazardous areas' and 'confirmed hazardous areas' and their relative sizes, including by disaggregating between the type of contamination to ensure increased clarity on the remaining challenges;

(d) Annual updates on changes in the security situation and how these changes positively or negatively impact implementation;

(e) Updates regarding the implementation of mine risk education and reduction efforts in affected communities, including information on the methodologies used, the challenges faced and the results achieved, with information disaggregated by gender and age, as well as updates on its efforts to establish an evidence-based priority-setting mechanism for mine risk education and reduction programmes tailored to the threat encountered by the population and which prioritises people most at risk;

(f) Efforts to develop a resource mobilisation strategy, updates on external financing received and resources made available by the Government of Sudan to support implementation, including to strengthen the capacity of NMAC, strengthen cooperation with partners and facilitate operations of international and national demining organisations.

(g) Efforts to strengthen national-level coordination to ensure regular dialogue with national and international stakeholders, including donors, on progress and challenges in implementation and requirements for assistance; and

(h) 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.

39. The Committee noted the importance, in addition to Sudan reporting to the States Parties as noted above, of keeping the States Parties regularly apprised of other pertinent developments regarding the implementation of Article 5 during the period covered by the request and other commitments made in the request at Intersessional Meetings, Meetings of the States Parties and Review Conferences as well as through its Article 7 reports using the Guide for Reporting.

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