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 Somalia 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. Somalia acceded to the Convention on 16 April 2012, and the Convention entered into force for Somalia on 1 October 2012. In its initial transparency report submitted on 30 March 2012, Somalia reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Somalia was obliged to destroy or ensure the destruction of all anti-personnel mines under its jurisdiction or control by 1 October 2022. Somalia, believing that it will be unable to do so by that date, submitted on 20 April 2021 to the Nineteenth Meeting of the States Parties (19MSP) in 2021, a request for an extension of its deadline for five years, until 1 October 2027. The 19MSP agreed unanimously to grant the request.

2. In granting the request, the Meeting noted that, by requesting a five-year extension, Somalia was projecting that it would need approximately five years from the date of submission of its request to strengthen the capacity of the Somalia Explosive Management Agency (SEMA), including its information management capacity; strengthen partnerships and coordination for land release and mine risk education activities; undertake non-technical survey operations in secure areas to clarify remaining contamination; produce a detailed plan; and submit a further extension request. The Meeting noted that it was positive that Somalia was requesting only the period necessary to strengthen its capacity, gather and assess data on progress made and remaining contamination, and develop a meaningful forward-looking plan.

3. On 28 February 2026, Somalia wrote to the Chair of the Committee on Article 5 Implementation ("the Committee"), expressing delays in the submission of its request. On 16 June 2026, Somalia submitted to the Committee a request for extension of its 1 October 2027 deadline. On 10 August 2026, the Committee wrote to Somalia requesting additional information. On 28 August 2026, Somalia provided a response to the questions posed by the Committee as well as a revised request for extension incorporating its responses. Somalia's request is for five years, until 1 October 2032.

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4. The Committee noted with satisfaction that Somalia had submitted its request in a timely manner, kept the Committee informed of delays and had engaged in a cooperative dialogue with the Committee.

5. The request indicates that at the time of Somalia's request, submitted to the 19MSP, the exact locations and extent of anti-personnel mine contamination was difficult to quantify due to (i) the inability to access mined areas to conduct surveys, (ii) contamination data gathered through historical surveys was considered outdated, and (iii) a lack of resources to deploy sufficient survey teams. The request also indicates that the extent of contamination remained unknown and complex due to recontamination of previously cleared areas and continued use of improvised explosive devices (IED) by non-state armed groups.

6. The previous request further indicates a remaining implementation challenge for all types of explosive ordnance of 161,806,388 square metres. The request included a two-phase work plan, with both phases including the same two components: (i) building the national capacity of SEMA; and (ii) continued implementation of land release and mine risk education activities in secure areas.

Progress in implementation

7. The request indicates that during the extension period, Somalia undertook the following actions related to component i) of its work plan:

(a) On 1 June 2024, the Mine Action Bill was submitted to the Federal Parliament for approval;

(b) The Somalia Explosive Management Authority (SEMA) maintained five Federal Member State offices in Puntland, Galmudug, Hirshabelle, South West, and Jubaland, and began coordination arrangements with North Eastern State;

(c) International partners supported construction and furnishing of SEMA headquarters, and conducted operational training on quality assurance, victim assistance, gender and diversity, and information management;

(d) A draft National Mine Action Strategic Plan (NMASP) was completed, aligned with Somalia's National Transformation Plan (NTP) (2025–2029), and was awaiting approval from the Minister of Internal Security, and;

(e) A draft capacity development framework was prepared and was pending approval.

8. The following capacities were also developed:

(a) Since 2019, 21 Somali Police Force explosive ordnance disposal (EOD) teams, including six national instructors, have been trained and equipped to operate under the Somali Police Force with technical oversight from the United Nations Mine Action Service (UNMAS);

(b) Police EOD teams operate separately from humanitarian mine action operators, providing immediate responses to community call-outs and spot tasks; and

(c) Sixty-four Somali National Army (SNA) EOD teams are deployed across five locations: Mogadishu, Beletweyne, Jowhar, Kismayo, and Baidoa.

9. The request also indicates that during 2024, Somalia finalised and approved the following National Mine Action Standards (NMAS): Non-Technical Survey (NTS), Explosive Ordnance Risk Reduction (EORE), and Quality Management Systems. The request further indicates that a precise timeline for further review of NMAS has been delayed due to several factors, including funding constraints, political instability, and limited access to international expertise.

10. The Committee noted the progress made in capacity development and encourages Somalia to provide updates on efforts to ensure sustainable national capacities able to coordinate, regulate, and manage the national mine action programme, including survey, clearance, mine risk education and victim assistance and to undertake post-completion

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activities, including in the event that previously unknown mined areas, including newly mined areas, are discovered.

11. The request indicates that the United Nations Support Office in Somalia (UNSOS) allocates funding to UNMAS for explosive threat mitigation activities in support of the African Union Support and Stabilisation Mission in Somalia (AUSSOM) missions and broader explosive threat response. The request further indicates that national capacities built through this support provide first response to community call-outs and to previously unknown or newly identified explosive hazards, including areas where humanitarian mine action operators are not present.

12. The request indicates that, where reported contamination requires systematic survey or humanitarian clearance beyond an isolated EOD task, SEMA coordinates a humanitarian mine action response. In this regard, UNMAS works separately with SEMA on technical matters related to humanitarian mine action to mobilise bilateral and other donor funding for SEMA-led mine-action activities.

13. The request indicates the following progress during the previous extension period, under component ii) of Somalia's work plan:

(a) Somalia released 113,196,517 square metres for all explosive ordnance (EO) types, including 64,907,969 square metres addressed through NTS and technical survey (TS), 27,325,077 square metres addressed through clearance, 16,010,183 square metres addressed through battle area clearance (BAC), and 4,953,288 square metres addressed through explosive ordnance disposal (EOD) tasks;

(b) As part of these efforts, Somalia addressed 10,370,496 square metres of mined area, resulting in the destruction of 132 anti-personnel mines (AP mines), including 55 during EOD tasks;

(c) Non-technical survey was completed in Puntland, resulting in the identification of 7,149,618 square metres of EO-contaminated area;

(d) All areas currently considered safely accessible within Galmudug had been surveyed, resulting in 398,204 square metres addressed in 2025; and

(e) Fifty-seven CHAs measuring 62,898,515 square metres of explosive ordnance contamination were identified in the North Eastern State of Somalia (formerly SSC-Khaatumo).

14. The Committee noted that Somalia'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 Somalia continuing to report on progress made to address mined areas in accordance with the land release methodology employed (i.e. cancelled through non-technical survey, reduced through technical survey, or cleared through clearance), and disaggregated by type of contamination.

15. The request indicates that during 2025, Explosive Ordnance Risk Education (EORE) activities reached 24,835 beneficiaries, including internally displaced persons (IDP), school children, pastoralist communities and host communities, using the following methodologies: risk education meetings, media (e.g. radio), community activities, and training of trainers programmes. The request indicates that during the previous period of the request Somalia approved a NMAS on EORE, established an EORE working group, and developed a risk education package on IEDs. The Committee noted the importance of Somalia continuing to report on the implementation of mine risk education programmes, including information on how priorities were established, methodologies used, challenges faced and results achieved, and to include information disaggregated by gender, age, disability, and other diverse needs and experiences of affected communities.

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

16. The request indicates that the following factors, in Somalia's view, acted as impeding circumstances during Somalia's previous extension period: (a) insufficient information about the extent of the contamination, (b) limited access due to security, (c) IED threat taking priority, (d) lack of training, (e) funding shortage, (f) lack of effective coordination, and (g) lack of bilateral funding arrangements.

17. The request indicates that during the previous extension period a total of US$12.8 million was secured against a projected budget of US$23 million (56%). The request also indicates that due to funding constraints, Norwegian People's Aid (NPA) ceased operations in February 2023, and the Mines Advisory Group (MAG) in December 2024, with the demobilisation of the humanitarian mine action project of UNMAS occurring in December 2024.

18. The request also indicates that Somalia did not make a national funding contribution to mine action after SEMA's grant expired in 2015. However, the Government of Somalia has provided land for SEMA offices and continues to cover utility costs for SEMA's national office in Mogadishu and several regional offices.

Remaining challenge

19. The request indicates a remaining challenge of 535 hazardous areas contaminated by all types of EO, measuring 126,949,715 square metres, including 248 Confirmed Hazardous Areas (CHAs) measuring 112,989,656 square metres and 287 Suspected Hazardous Areas (SHAs) measuring 13,960,059 square metres.

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

20. The request indicates that during the period 2021–2025, there were a total of 302 casualties caused by mines and explosive remnants of war. The request also indicates that during the period 2021–2025, there were 3,795 civilian casualties caused by improvised explosive devices (IEDs), with 2,624 injuries and 1,171 fatalities. The request indicates that 152 casualties could be attributed to victim-operated improvised explosive devices (VOIED), with 26 devices confirmed as VOIEDs in 2025. The request further indicates that ERW accident reporting mechanisms were no longer present in 15 districts due to the cessation of UNMAS humanitarian mine action activities.

21. The request highlights the impact of anti-personnel mines of an improvised nature on major supply routes, and that the deployment of Somali Security Forces and AUSSOM troops in response to IED threats reduces security escorts and support to humanitarian mine action teams. The request also indicates that the presence of all types of explosive ordnance hinders immediate safety and long-term national stability, including denying access to agricultural lands, grazing routes, cross-border trade routes, water points, schools, and health facilities.

22. The Committee noted that Somalia's efforts to implement Article 5 are only part of the totality of efforts required to address explosive hazards, including the threat faced by IEDs. The Committee noted the importance of Somalia continuing to report updates regarding changes in organisational and institutional capacities to deliver IED threat responses and humanitarian mine action, including the role of SEMA in the prioritisation and deployment of national assets to humanitarian mine action tasks.

The duration of the proposed extension and justification

23. As noted, Somalia's request is for five years, until 1 October 2032. The request indicates that the extension period is to ensure continued compliance with the Convention while making realistic progress toward a mine-free Somalia. The Committee welcomes

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Somalia 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 which projects with greater certainty the amount of time that will be required to complete Article 5 implementation.

Implementation plan and milestones

24. The request indicates that the two-phase, geographically prioritised implementation framework included in the request reflects operational realities, security constraints, and current funding uncertainties. The request indicates that the first (1 June 2026–1 October 2027) and second phases (1 October 2027–1 October 2032) will include the following two key components:

(a) Building the national capacity of SEMA:

(i) Parliamentary approval of the Mine Action Bill, which would enable SEMA to receive financial allocation from the national budget;

(ii) Approval of an updated National Mine Action Strategy;

(iii) Finalisation of the Capacity Development Framework; and

(iv) Development of a resource mobilisation strategy.

(b) Continued implementation of land release and EORE activities in accessible areas:

(i) Completion of NTS in accessible areas — subject to funding and secure access;

(ii) Continued implementation of land release activities in accessible and prioritised areas;

(iii) Continued implementation of EORE for affected communities, internally displaced persons, returnees, and other at-risk groups; and

(iv) Maintenance of Police EOD teams to respond to emergency spot tasks and residual explosive hazards.

25. The request indicates that international partners present in the country to implement capacity-building activities include The HALO Trust, UNMAS, and iMMAP. The request also indicates that the available capacity for survey and clearance activities includes three manual mine clearance teams and two BAC teams.

26. The Committee noted the importance of Somalia identifying as soon as possible the precise perimeter of mined areas in accessible areas, to the extent possible, to establish an updated evidence-based baseline of contamination based on inclusive consultations with stakeholders, including women, girls, boys and men from affected communities. The Committee also noted the importance of Somalia keeping the States Parties informed on security-related access restrictions and potential positive or negative impact on plans for re-survey and clearance of mined areas. The Committee noted that doing so could support Somalia's prioritisation efforts and ensure that resources are directed to the most affected accessible areas.

Mine risk education and risk reduction

27. The request includes indicative planning estimates for EORE activities based on current EORE teams, implementing partner capacities, adequate funding and operational access. The request indicates that Somalia will establish annual EORE targets that will, to the extent possible, be disaggregated by Federal Member State/geographic area, delivery modality and priority population, including children, IDPs, returnees, pastoralist communities and other high-risk groups. The work plan projects that an estimated 1.55

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million beneficiaries could be reached during the period of the extension request, using a mix of community, school and mass communication modalities.

28. The request indicates the following national partners supporting the implementation of EORE activities: Jubaland Mine Action Network (JUMAN) – with a community-based EORE capacity, Somalia Coalition to Ban Landmines (SOCBAL), and the Somali Women Association.

Gender and environment

29. The request indicates that the NMAS include provisions on environmental health and safety, and that implementing partners have adopted measures to minimise environmental impacts and support ecosystem recovery. The request also indicates that Somalia will develop a national environmental policy during the period of the extension request.

Budget and requirements for assistance

30. The request indicates that Somalia requires a total of USD 30 million to complete implementation of activities planned to take place during the period of the extension. The request indicates that as of August 2026, the HALO Trust had secured approximately USD 3.6 million and iMMAP approximately USD 2.2 million (EUR 2 million) from the Netherlands for the period 2025–2029. The request also indicates that Somalia will work with iMMAP to strengthen its resource mobilisation capacity and support development of the Resource Mobilisation Strategy.

31. The Committee noted that current funding levels remain insufficient to maintain the operational capacity required to address Somalia's remaining contamination, and that national funding is subject to parliamentary approval of the Mine Action Bill; continued implementation of the work plan will depend on sustained international support and successful resource mobilisation. In this regard, the Committee encourages Somalia to strengthen dialogue with national and international stakeholders, including through the individualised approach, and to establish an appropriate national platform for regular dialogue among all stakeholders. The Committee further welcomes Somalia's commitment to develop a national strategy for resource mobilisation in collaboration with national authorities, mine action stakeholders, and donor countries.

Residual contamination

32. The request indicates that the existing capacity of 21 Somali Police Force EOD teams and 64 Somali National Army (SNA) EOD teams provides an important foundation for Somalia's long-term management of explosive ordnance contamination, and that Somalia will seek to maintain and strengthen these national capacities during the requested extension period. The Committee noted the importance of Somalia providing updates on new organisational and institutional capacities to respond to residual contamination following completion.

Interim commitment

33. In recalling that the implementation may be affected by continued conflict, limited access to mined areas, resource allocation pending approval from the State budget, and current levels of international funding, the Committee noted that the Convention would benefit from Somalia providing, by 30 April 2029, an updated detailed, costed and multi-year work plan for the remaining extension period. The Committee noted that this work plan should contain information on progress made in Somalia's efforts to strengthen national capacity, the results of re-survey efforts, an updated list of all areas known or suspected to contain anti-personnel mines using terminology consistent with the IMAS and disaggregated by the type of explosive ordnance, annual projections of which areas and what area would be dealt with during the remaining extension period and by which organisation, and matched to

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a detailed budget. The Committee further indicated the importance of the updated work plan containing detailed, costed, and multi-year plans for context-specific mine risk education and reduction in affected communities.

Annual reporting commitment

34. The Committee noted that the request includes other relevant information that may be of use to the States Parties in considering the request, including further detail on the progress in implementation of Article 5, risks and assumptions impacting implementation, humanitarian and socio-economic implications of remaining contamination, as well as tables, photos, and maps on access.

35. The Committee noted with satisfaction 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 is ambitious and that its success is based on significant contributions from the international community, improvement in the current security situation, access to mined areas, and improvement in coordination. The Committee, nonetheless, noted that the plan presented by Somalia is workable, lends itself well to monitoring, and states clearly which factors could affect progress in implementation. In this regard, the Committee noted that the Convention would benefit from Somalia reporting annually, by 30 April, to the States Parties on the following:

(a) progress made relative to the commitments contained in Somalia's work plan with progress 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 the type of explosive ordnance located and destroyed;

(b) impact of survey and clearance outcomes and how additional clarity obtained may change Somalia'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 size including by disaggregating between the type of contamination to ensure increased clarity on the remaining challenges;

(d) progress made relative to the commitments to strengthen Somalia's national capacity as contained in Somalia's work plan, including progress made in Parliamentary approval of the Mine Action Bill, approval of an updated National Mine Action Strategy, and finalisation of the Capacity Development Framework;

(e) any modifications in organisational and institutional capacities to deliver IED threat responses and humanitarian mine action, including the role of SEMA in the prioritisation and deployment of national assets to humanitarian mine action tasks, including new organisational and institutional capacities to respond to residual contamination following completion;

(f) changes in the security situation and how these changes positively or negatively affect implementation, in particular how changes in the security situation affects access to affected areas;

(g) updates on Somalia's efforts to approve its NMAS including updates in accordance with the latest IMAS;

(h) updates 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 the methodologies used, the challenges faced and the results achieved, with information disaggregated by gender and age;

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(i) 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;

(j) resource mobilization efforts and external financing received, as well as results of efforts to increase available funding from the government of Somalia to support implementation efforts;

(k) efforts to strengthen national level coordination through the board of donors, ensuring regular dialogue with national and international stakeholders, including donors, on implementation progress, challenges and assistance requirements;

36. The Committee noted the importance, in addition to Somalia 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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