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**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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**Thirteenth Meeting**

Geneva, 2-5 December 2013

**Item 12 of the provisional agenda**

**Consideration of requests submitted under Article 5**

**Analysis of the request submitted by Sudan for an extended  
deadline for completing the destruction of anti-personnel  
mines in accordance with article 5 of the Convention**

**Submitted by the President of the Twelfth Meeting of the States Parties  
on behalf of the States Parties mandated to analyse requests for  
extensions**

1. Sudan ratified the Convention on 13 September 2003. The Convention entered into force for Sudan on 1 April 2004. In its initial transparency report submitted on 1 September 2003, Sudan reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Sudan is obliged to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by 1 April 2014. Sudan, believing that it will be unable to do so by that date, submitted on 27 March 2013 to the President of the Twelfth Meeting of the States Parties, a request for an extension of its deadline. On 14 May 2013, the Co-Chairs of the Standing Committee on Mine Clearance, Mine Risk Education, and Mine Action Technologies wrote to Sudan to request additional information. Sudan provided a response on 22 May 2013 and subsequently on 25 July, Sudan submitted to the President of the Twelfth Meeting of the States Parties a revised request. Sudan's request is for 5 years (until 1 April 2019).<sup>1</sup>

2. The request indicates that during the period of 2002-2007 several surveys were carried out including by the Survey Action Centre (SAC) and the Swiss Demining Federation (FSD) to identify the level of contamination through the implementation of a General Mine Action Assessment (GMAA). The request indicates that additionally, a joint series of socio-economic impact surveys were carried out in 2004 by Landmine Action/SLIRI in cooperation with the United Nations Mine Action Service in areas of the Nuba Mountains where the security situation permitted. The request indicates that the actual baseline was established by a landmine impact survey (LIS) carried out between July 2007 and February 2009 in the States of Blue Nile, South Kordofan, Red Sea, Kassala and

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<sup>1</sup> The request states that Sudan "is requesting a five year extension until March 31, 2019." It is presumed that Sudan means April 1, 2019 as this would be the date five years after the original deadline.

Gadaref which resulted in the identification of 221 locations suspected to contain mines and other explosive remnants of war (ERW). The request indicates that since the LIS was completed, other ad hoc reports of mines and other ERW contamination have been recorded and that baseline contamination concerning anti-personnel mines included 362 “dangerous areas” totalling 289,786,057 square meters, 240 “minefields” totalling 23,150,538 square meters, and 136 “suspected hazardous areas” measuring 27,307,215 square meters.

3. The request includes definition for the terms used to define contamination in Sudan including “Minefield” (MF) as an area contaminated with anti-personnel mines or anti-tank mines with a clearly defined polygon developed as a result of technical survey operations; “suspected hazardous area” (SHA) as an area suspected of having a mine/ERW hazard identified through impact survey, other forms of national survey, or a claim of presence of explosive hazards, and; “Dangerous Area” (DA) as an area suspected to contain mines/ERW that is reported as a result of mine accident/ERW investigation, by mine risk education teams, local population or military personal and can be a mined areas, battle area or a spot unexploded ordnance. The Co-Chairs of the Standing Committee on Mine Clearance asked Sudan to clarify the definitions of the terminology used (i.e., dangerous areas, minefields, and suspected hazardous areas), particularly given that the United Nations’ International Mine Action Standards (IMAS) imply that all classifications of land should correspond to either “suspected hazardous area” or “confirmed hazardous area.”<sup>2</sup> The analysing group further noted the commitment of Sudan to review its use of terminology by the end of 2013 as it migrates mine action data “from IMSMA Legacy to IMSMA NG” as well as the importance of Sudan developing criteria for the definition of suspected hazardous areas in accordance with the IMAS.

4. The request indicates that, in addition to contamination by anti-personnel mines, Sudan faces contamination by anti-tank mines and unexploded ordnance (UXO), with anti-tank mine contamination including 302 “dangerous areas” totalling 1,637,563,053 square meters and 75 “suspected hazardous areas” totalling 9,539,388 square meters, and UXO contamination including 1,124 “dangerous areas” totalling 75,939,317 square meters and 10 “suspected hazardous areas” totalling 4,086,838 square meters.

5. The request indicates that due to security concerns, surveys could not be completed in all five States suspected to be contaminated with mines. The request indicates that during the period that the LIS was conducted, there was still an on-going conflict in Red Sea, Kassala and Gedaref States but that the survey was able to be completed in Blue Nile and South Kordofan.

6. The request indicates that, with respect to areas known or suspected to contain anti-personnel mines, between 2002 and 2013, 324 dangerous areas totalling 272,686,350 square meters, 182 minefields totalling 20,213,274 square meters, and 108 suspected hazardous areas totalling 20,721,534 square meters have been addressed. The request also indicates that with respect to areas known or suspected to contain anti-tank mines during this period, 281 dangerous areas totalling 1,634,103,808 square meters and 42 suspected hazardous areas totalling 6,132,235 square meters have been addressed. The request further indicates that with respect to areas known or suspected to contain UXO during this period, 1,033 dangerous areas totalling 75,510,931 square meters have been addressed. The request indicates that these activities had led to the destruction of 8,760 anti-personnel mines, 2,771

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<sup>2</sup> The United Nations’ International Mine Action Standards define “Suspected Hazardous Area” as “an area where there is reasonable suspicion of mine/ERW contamination on the basis of indirect evidence of the presence of mines/ERW,” and “Confirmed Hazardous Area” as “an area where the presence of mine/ERW contamination has been confirmed on the basis of direct evidence of the presence of mines/ERW.”

anti-tank mines 392,702 pieces of small arms ammunition, and 52,847 UXO. The analysing group noted that considerable progress had been made by Sudan since entry into force in implementing article 5 of the Convention and otherwise addressing explosive hazards.

7. The request indicates that, to release areas recorded as known or suspected to contain mines, Sudan has used non-technical survey, technical survey, and clearance based on standards and principles outlined in the Sudan Mine Action Standards and Guidelines which in turn are based on the IMAS. The request further states that Sudan's mine action programme's guidance on the land release process is carried out in accordance with IMAS 08.20 and references, the "Land Release Process" and "Asset Deployment" decision making tools to help visualize the land release process and to give practitioners in the field a ready reference for deploying clearance assets.

8. The analysing group noted that Sudan, in a manner consistent with Cartagena Action Plan commitments, is doing its utmost "to ensure that all available methods for the full and expedient implementation of article 5.1, as recommended by the Ninth Meeting of the States Parties, are applied where and as relevant." The analysing group also noted that the small number of anti-personnel mines found and destroyed relative to the large amount of area known or suspected to contain anti-personnel mines which had been addressed between 2002 and 2013 suggests that Sudan may wish to investigate additional ways and means to improve the efficiency and effectiveness of demining in the future. The analysing group further noted that doing so may result in Sudan finding it able to complete implementation in a shorter time frame than requested. In this context, the analysing group noted the importance of Sudan continuing to report on its progress in a manner consistent with Cartagena Action Plan commitments to "provide annually, in accordance with article 7, precise information on the number, location and size of (remaining) mined areas" and "information on areas already released, disaggregated by release through clearance, technical survey and non-technical survey."

9. The request indicates that, to improve the quality of information possessed by Sudan on areas known or suspected to contain anti-personnel mines and other explosive remnants of war, Sudan is carrying out "data clean-up" which involves a desktop review of all hazards contained in Sudan's database, with field verification pending. The Co-Chairs asked Sudan to indicate when database clean-up will be completed and how this will affect the data presented in the request. Sudan responded by indicating that database clean-up is estimated to be complete by the end of 2013 with the initial database clean-up process starting in January 2013 as part of the preparation for the installation of IMSMA NG. Sudan further responded by indicating that the database clean-up will have no effect on the total area reported as having been addressed but will result in greater clarity regarding how it has been addressed (e.g., cancelled versus having been addressed through other means). The analysing group took note of the commitment of Sudan to complete database clean-up by the end of 2013.

10. The request indicates that the remaining challenge in terms of the anti-personnel mine contamination includes 38 dangerous areas totalling 17,099,707 square meters, 58 mine fields totalling 2,937,264 square meters and 28 suspected hazardous areas totalling 6,585,681 square meters. The request indicates that in terms of anti-tank mine contamination the remaining challenge includes 21 dangerous areas totalling 3,459,245 square meters and 33 suspected hazardous areas totalling 3,407,153 square meters. The request also indicates that the remaining UXO contamination includes 91 dangerous areas measuring 428,386 square meters and ten suspected hazardous areas measuring 4,086,838 square meters. The analysing group noted that, even with a consistent and sizeable effort having been undertaken by Sudan going back even before entry into force of the Convention, Sudan faces significant remaining challenges in order to fulfil its obligations under article 5.

11. The request indicates the following as impeding circumstances: (a) active conflict at the time that Sudan joined the Convention with the Comprehensive Peace Agreement between the North and South Sudan being signed in January 2005 and the Eastern Peace Agreement being signed in 2006; (b) limited operations in the north due to security concerns; (c) renewed and on-going conflicts; (d) identification of new hazards, and; (e) climatic factors that halt mine action for three months of the year.

12. The request indicates that due to the absence of a coordinated information collection system, the exact number of mine and other ERW victims is not known. The request also indicates that 1,866 mine and other ERW victims have been recorded since the inception of the mine action programme in Sudan and that, between 2005 and 2012, there have been a total of 565 casualties of mines and other ERW with 151 injured (six girls, seven women, 66 boys and 47 men) and 414 killed (24 girls, 12 women, 120 boys and 149 men). The request further indicates that it is believed that the number of landmine victims is larger than this. The analysing group noted the importance of Sudan collecting and providing data on victims "disaggregated by sex and age" in keeping with commitments made in the Cartagena Action Plan.

13. The request indicates that in addition to claiming human victims, landmines have had a negative socio-economic impact on the Sudanese population through, for example, impeding economic development and recovery, reducing agricultural activities and productivity, hampering the safe and free movement of people, trade and humanitarian interventions, and delaying and endangering the return of internally displaced people and staff of the aid community. The request also indicates that increased number of casualties, most of whom are men, have left many families without the main source of income for these families and many survivors are unable to develop the skills and tools necessary for their re-integration into society and their subsequent generation of income for themselves and their families. The request also indicates that the socio-economic impact of mines was clearly represented by the blockages faced by approximately 4,000,000 refugees and internally displaced persons returning to their pre-war homes. The request further indicates that the LIS identified the following four leading blockages among the affected States: roads, rain-fed land, housing, and fixed pasture land.

14. The request indicates that there have been significant socio-economic gains made since entry into force as a result of article 5 implementation which have improved the lives of the people of Sudan facilitating the free and safe movement for local populations, internally displaced persons, refugees, and aid workers in 1,135 communities previously affected by mines and other ERW as of June 2011. The request indicates that land has been opened for agricultural use and animal grazing, 30,000 kilometres of roads connecting different towns and port cities have been opened allowing commerce to flourish and decreasing the chances of mine and other ERW contamination of waterways. The analysing group noted that completion of article 5 implementation during the requested extension period has the potential of making a significant additional contribution to improving human safety and socio-economic conditions in Sudan.

15. As noted, Sudan's request is for five years (until 1 April 2019). The request indicates that the amount of time requested is to address all known and suspected areas contaminated not only by anti-personnel mines but also by anti-tank mines and UXO in the States of Kassala, Gadaref Red Sea, Blue Nile, South Kordofan States and Darfur. The request also indicates that with the passage of time and positive changes in security and access to South Kordofan and Blue Nile, humanitarian demining operations will resume fully, based on availability of sufficient funds and that plans are already in place to carry out necessary survey and mine clearance activities in those States, should security permit.

16. The request indicates that the challenge Sudan faces in order to comply with article 5 and to otherwise destroy explosive hazards is to survey and/or clear the known 279

remaining areas in question, including (150 “dangerous areas”, 58 “minefields”, and 71 “suspected hazardous areas”) containing mines and other ERW totalling approximately 38 square kilometres (See tables 1, 2 and 3). The request also indicates that 50 per cent of the know affected areas are located in Southern Kordofan and Blue Nile States which are considered areas that are not secure for humanitarian demining operations at this stage due to the conflict which has been on-going since June 2011. The request further indicates that Sudan has a National Mine Action Multi-Year Work Plan 2013-2019 (1 March 2013 – 3 March 2019) “in order to tackle the problem once the security situation permits.” As well, the request states that the implementation of the plan “is based on the fact that the security situation will improve in all the regions contaminated by mines and (other) ERW” and that “conflict and additional insecurity will jeopardise all planning and preparations.” The analysing group noted the importance of Sudan regularly updating the States Parties on the implementation of its national demining plan given the uncertainty regarding the possibility of humanitarian demining operations proceeding in Southern Kordofan and Blue Nile States.

*Table 1: Sudan’s remaining challenge to destroy emplaced anti-personnel mines*

| State          | DA              |                      | MF              |                      | SHA             |                      |
|----------------|-----------------|----------------------|-----------------|----------------------|-----------------|----------------------|
|                | Number of Areas | Area (square meters) | Number of Areas | Area (square meters) | Number of Areas | Area (square meters) |
| Blue Nile      | 4               | 885,583              | 6               | 272,456              | 1               | 50,000               |
| South Kordofan | 14              | 10,597,229           | 48              | 2,183,800            | 22              | 5,018,481            |
| Kassala        | 16              | 3,740,753            |                 | 481,008              | 3               | 1,500,000            |
| Red Sea        | 0               | 0                    | 0               | 0                    | 1               | 7,200                |
| Gadaref        | 0               | 0                    | 0               | 0                    | 1               | 10,000               |
| Eastern Darfur | 4               | 1,906,142            | 0               | 0                    | 4               | 0                    |
| Total          | 38              | 17,099,707           | 58              | 2,937,264            | 28              | 6,585,681            |

*Table 2: Sudan’s remaining challenge to destroy emplaced anti-tank mines*

| State          | DA              |                      | SHA             |                      |
|----------------|-----------------|----------------------|-----------------|----------------------|
|                | Number of Areas | Area (square meters) | Number of Areas | Area (square meters) |
| Blue Nile      | 5               | 99                   | 3               | 106,000              |
| South Kordofan | 3               | 3,303,295            | 22              | 1,584,953            |
| Kassala        | 11              | 155,839              | 4               | 1,165,000            |
| Red Sea        | 1               | 7                    | 1               | 11,200               |
| Gadaref        | 0               | 0                    | 3               | 540,000              |
| Eastern Darfur | 1               | 5                    | 0               | 0                    |
| Total          | 21              | 3,459,245            | 33              | 3,407,153            |

Table 3: Sudan's remaining challenge to address remaining UXO contamination

| State           | DA              |                      | SHA             |                      |
|-----------------|-----------------|----------------------|-----------------|----------------------|
|                 | Number of Areas | Area (square meters) | Number of Areas | Area (square meters) |
| Blue Nile       | 26              | 53,636               |                 |                      |
| South Kordofan  | 15              | 14                   | 4               | 159,337.5            |
| Kassala         | 8               | 185,319              | 3               | 1,455,500            |
| Red Sea         | 3               | 3                    | 3               | 2,472,000            |
| Gadaref         | 1               | 1                    | 0               | 0                    |
| Central Darfur  | 3               | 17,001               | 0               | 0                    |
| Eastern Darfur  | 3               | 2                    | 0               | 0                    |
| Northern Darfur | 22              | 172,403.54           | 0               | 0                    |
| Southern Darfur | 1               | 1                    | 0               | 0                    |
| Western Darfur  | 9               | 5                    | 0               | 0                    |
| Total           | 91              | 428,386              | 10              | 4,086,838            |

17. The request indicates that, as part of the implementation of the National Mine Action Multi-Year Work Plan, surveys would be carried out to more clearly determine the extent of the challenge. The Co-Chairs asked Sudan to indicate what kind of survey will take place and what the timeframe is for the survey in addition to providing annual survey milestones. Sudan responded by indicating that it plans to continue implementing a general mine action assessment (GMAA) in areas that need to be surveyed or resurveyed. Sudan also indicated that the GMAA will be completed in South Kordofan and Blue Nile within six months from the time survey operation can commenced with an improved security situation. The analysing group noted the commitment of Sudan to promptly complete survey activities in the States of South Kordofan and Blue Nile and the importance of Sudan informing the States Parties of the outcomes of these surveys. The analysing group further noted the importance of Sudan regularly evaluating and updating its national mine action plan given both that it is expected that over time Sudan will more clearly determine the extent of its challenge and that the security situation will affect the pace of implementation.

18. The request indicates that with the departure of the Mines Advisory Group (MAG) in 2012, the only national implementing partner of the National Mine Action Centre (NMAC) is the National Demining Units (NDUs). The request indicates that in order to maintain and further increase the existing capacity, EOD level 2 training has been provided to national staff, a training plan was put in place to operation and maintain demining machines, that the United Nations Mine Action Service (UNMAS) plans to engage to non-governmental organizations (FOPDO and JAMSAR) in survey and clearance operations, that NMAC plans to increase the number of quality assurance visits to the field, and that by doing all of the above, it is expected that the gap created due to the departure of international mine action organizations will be filled and the level of quality and productivity will be maintained. The request further indicates that Sudan welcomes any interested international demining organization to deploy its assets to Sudan and assist Sudan in meeting its obligations. The analysing group noted that, with international mine action organizations willing to contribute to the implementation in Sudan, Sudan would benefit from establishing conditions which are conducive to ensuring that international mine action organizations could carry out operations in Sudan.

19. The request contains a detailed work plan with annual commitments for the period 2013-2015. In addition, the Co-Chairs asked Sudan if it could provide clarity concerning Sudan's annual milestones for clearance. Sudan responded by providing a table containing annual milestones (See table 4 below).

*Table 4: Expected annual results of implementation during the extension period*

| Year      | Hazards to be addressed |     |    | Cancelled through NTS | Released through TS / clearance |
|-----------|-------------------------|-----|----|-----------------------|---------------------------------|
|           | DA                      | SHA | MF | (square kilometres)   | (square kilometres)             |
| 2012-2013 | 6                       | 4   | 3  | 1.6                   | 0.4                             |
| 2013-2014 | 60                      | 25  | 20 | 7                     | 6                               |
| 2014-2015 | 30                      | 16  | 15 | 3                     | 5                               |
| 2015-2016 | 20                      | 10  | 8  | 1                     | 5                               |
| 2016-2017 | 15                      | 8   | 6  | 0.7                   | 3.3                             |
| 2017-2018 | 10                      | 5   | 4  | 0.6                   | 2.4                             |
| 2018-2019 | 9                       | 3   | 2  | 0.4                   | 1.6                             |
| Total     | 150                     | 71  | 58 | 14.3                  | 23.7                            |

20. The request indicates that funding is a major concern and that all plans are based on adequate funding to the programme. Sudan includes a resource mobilization plan as well as a multi-year budget forecast totalling US\$ 92,917,480, which included estimates totalling US\$ 67,349,400 for "land release," US\$ 10,957,211 for "mine risk education," and US\$ 6,522,000 "victim assistance" and US\$ 8,088,869 for "coordination and administration." The analysing group noted that Sudan's resource mobilisation efforts would benefit from clarity being provided regarding what these costs represent and the methodology used to develop these estimates.

21. The request indicates that approximately US\$ 370 million had been invested in mine action in Sudan between 2004 and 2011 via the United Nations Department of Peacekeeping Operations assessed budgets and through the United Nations Voluntary Trust Fund for Mine Action. The analysing group noted no indication in the request that there were projections or expectations for future funding via these mechanisms.

22. In response to questions posed by the Co-Chairs, Sudan indicated that the Government of Sudan had provided an average of US\$ 7.5 million each year between 2006 and 2013 for equipment, clearance and administration costs. Sudan further indicated that "the Government of Sudan remains committed to contribute funds to (the) mine action programme (to) fulfil Anti-Personnel Mine Ban Convention obligations during (the) next five years but the amount is not known." The analysing group noted both the significant financial contribution made by Sudan to support implementation to date and the importance of continuing to do so in the future.

23. The request includes other relevant information that may be of use to the States Parties in assessing and considering the request including a detailed table listing the status, location and size of each area in question, specification regarding steps taken to ensure the effective exclusion of civilians from mined areas, data on the beneficiaries of mine risk education, annual data on new victims. The analysing group noted that Sudan had provided

data, disaggregated by sex and age, in accordance with Cartagena Action Plan commitments.

24. The analysing group noted with satisfaction that the information provided in the request and subsequently in response to the Co-Chairs' questions is comprehensive, complete and clear. The analysing group further noted that the plan presented by Sudan is workable, lends itself well to be monitored, and states clearly which factors could affect the pace of implementation. The analysing group also noted that the plan is ambitious and that its success is contingent upon the findings of survey efforts, stable funding, challenges posed by the security situation and creating an environment conducive to increasing the number of organizations involved in survey and clearance. In this regard, the analysing group 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 section 17 of its extension request,
- (b) The outcomes of survey efforts and how additional clarity obtained may change Sudan's understanding of the remaining implementation challenge,
- (c) The outcomes of "data clean-up" efforts and of revisions to the terminology used by Sudan for areas known or suspected to contain mines, and the results of both on the management of mine action information,
- (d) Changes in the security situation and how these changes positively or negatively affect implementation,
- (e) External financing received and resources made available by the Government of Sudan to support implementation, and
- (f) Efforts undertaken to facilitate the operations of international demining organizations and to expand indigenous demining capacity, and the results of these efforts.

25. In recalling that the implementation of Sudan's national demining plan will be affected by new information, the level of resources obtained, changes in the security environment, and the amount of external or internal capacity involved in survey and clearance, and in noting that Sudan has provided a detailed work plan in its request up until the end of 2015, the analysing group noted that the Convention would benefit from Sudan submitting to the States Parties, by 1 March 2016, an updated detailed work plan for the remaining period covered by the extension. The analysing group noted that this work plan should contain an updated list of all areas known or suspected to contain anti-personnel mines, annual projections of which areas and what area would be dealt with during the remaining period covered by the request and by which organization, and a detailed budget.

26. The analysing group 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 Sudan's implementation of Article 5 during the period covered by the request.