

**Analysis of the request submitted by Nigeria 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  
(Belgium, Norway, Sri Lanka and Zambia)**

1. Nigeria acceded to the Convention on 27 September 2001. The Convention entered into force for Nigeria on 1 March 2002. In its initial transparency report submitted on 22 June 2004, Nigeria reported that there were no areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. In its transparency report submitted in 2009, Nigeria indicated that it had identified areas in which anti-personnel mines were suspected to be emplaced. In accordance with Article 5 of the Convention, Nigeria undertook to destroy or ensure the destruction of all anti-personnel mines in these areas as soon as possible but no later than 1 March 2012. In 2011, Nigeria announced that it had fulfilled its obligations under Article 5 of the Convention and presented a declaration of completion to the Eleventh Meeting of the States Parties.
2. At the Fourth Review Conference, Nigeria reported the discovery of areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. In accordance with the decision of the Twelfth Meeting of the States Parties (12MSP) concerning cases in which States Parties discover previously unknown mined areas, on 10 November 2020, Nigeria submitted a request for an extended deadline to the Committee on Article 5 Implementation (the Committee). The Eighteenth Meeting of the States Parties (18MSP) granted Nigeria request for an extended deadline until 31 December 2021.
3. In granting Nigeria's request, the 18MSP noted that while it was unfortunate that Nigeria, having declared completion of its Article 5 obligations under the Convention, had discovered newly mined areas under its jurisdiction or control, the Meeting welcomed Nigeria's adherence with the decision of the 12MSP on how to address such situations. In granting the request, the 18MSP further welcomed the fact that Nigeria was requesting only the period of time necessary to gather and assess data on landmine contamination and other relevant information with a view to develop a meaningful forward-looking plan based on this information.
4. Nigeria, believing that it will be unable to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by its deadline, submitted on 17 May 2021 to the Committee a request for extension of its deadline. On 5 July 2021 the Committee wrote to Nigeria to request additional information. On 15 August 2021, Nigeria submitted to the Committee a revised request for extension incorporating additional information provided in response to the Committee's questions. Nigeria's request is for 4 years, until 31 December 2025. The Committee noted with satisfaction that Nigeria had submitted its request in a timely manner keeping the Committee informed of delays and had engaged in a cooperative dialogue with the Committee.
5. The request indicates that, as stated during the Fourth Review Conference, Nigeria has unfortunately identified newly mined areas in areas under its jurisdiction or control and has been experiencing the tragic consequence of the production and use of anti-personnel mines of an improvised nature by non-State armed groups, especially in the northeast of the country, causing internal displacement, loss of lives and property.

6. The request indicates that, the information collected by the Nigerian Armed Forces and humanitarian organisations on the ground, including casualty data and reports from the population, indicates that mined areas are suspected mostly in Borno, Adamawa and Yobe States. The request indicates that due to the difficulties presented by the security situation and the irregular use of Improvised Explosive Devices (IEDs), the extent of contamination is unclear. The request also indicates that the North Eastern State of Borno, Adamawa and Yobe have a total of 34 Local Government Areas (LGA) affected by insurgent activities and that 18 out of Borno's 27 LGAs, 5 out of Adamawa's 21 LGAs and 11 out of Yobe's 17 LGAs are affected by IEDs, Unexploded Ordnance (UXO) and Explosive Remnants of War (ERW). The request further indicates that while the majority of incidents concerns the use of road planted IEDs, which complicates travel, the presence of anti-personnel mines of an improvised nature is also suspected.
7. The Committee noted the importance of Nigeria, to the extent possible, presenting information on the remaining challenge in a manner consistent with the International Mine Action Standards (IMAS) by providing information disaggregated by the type of contamination. The Committee further noted the importance of Nigeria ensuring the application of all provisions and obligations under the Convention to contamination by anti-personnel mines of an improvised nature, in fulfilment of Article 5 and disaggregate information by types of mines when reporting in fulfilment of Article 7 obligations.
8. The request indicates that contamination by anti-personnel mines of an improvised nature, other IEDs, UXO and ERW has a significant socioeconomic impact on the population of Nigeria. The request indicates that for the period of 2016-2021 a total of 1,316 incidents have been recorded concerning contamination including a total of 500 deaths and 816 injuries with 32% of recorded casualties reported to be civilians and the majority of casualties being government forces. The Committee noted that completion of Article 5 implementation during the requested extension period had the potential of making a significant contribution to improving human safety and socioeconomic conditions in Nigeria.
9. The request indicates that the information is being collected by the United Nations Mine Action Service (UNMAS), complemented with information from authorities in Borno State, and registered in the Information Management System for Mine Action currently managed by UNMAS. The request further indicates that registered information is also collected through open source, after quality checks, and closed source based on partnerships with mine action operators and other humanitarian actors. The Committee noted the importance of Nigeria maintaining a national information management system containing accurate and up-to-date data at the national level on the status of implementation and ensuring that the design and implementation of information management systems ensures that they are nationally owned, sustainable and take into account the need for data that can be accessed, managed and analysed post-completion.
10. The request indicates that Nigeria has established an Inter-Ministerial Committee to develop a national mine action strategy and a work plan to start survey and clearance of anti-personnel mines and other explosive ordnance in affected areas. The Committee includes representatives of the Ministry of Defence, Ministry of Foreign Affairs, Federal Ministry of humanitarian Affairs, Disaster Management and Social Development, National Emergency Management Agency, Northeast Development Commission and the National Commission for Refugees, Migrants and Internally Displaced Persons. The request also indicates that membership will be further expanded to include the Nigerian Police Forces, national Security and Civil Defence Corps and the National Universities

Commission. The request also includes information on additional Nigerian authorities that are involved in mine action activities. The Committee noted the importance of the establishment of the Inter-Ministerial Committee to support the integration of mine action activities into broader national frameworks.

11. The request indicates that, due to the security challenges, the main activities are currently limited at Explosive Ordnance Risk Education (EORE) and strengthening capacity of the national security service providers to mitigate the threat of explosive ordnance. The request also indicates that UNMAS works with two international non-governmental organisations, Mines Advisory Group (MAG) and Danish Refugee Council (DRC) and a local non-governmental organisation, Youths Awaken Foundation (YAF), in support of Nigeria's efforts in the sphere of humanitarian mine action. The request also indicates that with the support of these organisations, since 2019, a total of 646,422 beneficiaries have been reached across Borno, Adamawa and Yobe States. The request further indicates involvement of other local partners, particularly Deminers Concept Nigeria Limited and an emerging company Good Heart Nigeria Limited. The Committee noted the importance of strengthening national coordination including by ensuring regular dialogue with national and international stakeholders on progress, challenges and support for implementation of Nigeria's obligations under the Convention. The Committee encourages Nigeria to consider establishing an appropriate national platform for regular dialogue among all stakeholders.
12. The request indicates that the main challenge impeding Nigeria's implementation efforts is the limited access due to violence and conflict, instigated by Boko Haram, driving massive displacement in the North-Eastern States of Nigeria and now spilling over into neighbouring countries. The request provides a list of accessible and hard to reach areas in Borno, Adamawa and Yobe States. The request indicates that the assessment of accessible, hard to reach or inaccessible areas is based on the prevailing security situation owing to the on-going kinetic military activities within the North Eastern States of Borno, Adamawa and Yobe States. The Committee notes the importance of Nigeria keeping States Parties informed of changes in the security situation and how these changes positively or negatively affect implementation.
13. As noted, Nigeria's request is for four years, until 31 December 2025. The request indicates that given that Nigeria is not able to currently access suspected mined areas, Nigeria will utilise the extension period to prepare the groundwork for non-technical survey, technical survey and clearance when access to these areas is available. The request indicates that this is in keeping with the States Parties' recognition of 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 develop a meaningful forward looking plan based on this information and then submitting a second request containing plans based on a clear understanding of the extent of the challenge and which project with greater certainty the amount of time that will be required to complete Article 5 Implementation". The request indicates that Nigeria will utilise the extension period to prepare the groundwork for non-technical survey, technical survey and clearance when access to these areas is available.
14. The request indicates that the extension period will allow Nigeria to carry out the following:
  - a. Establish a National Mine Action Centre (NMAC) to address the threat (2021 and 2022);
  - b. Study visit to mine action programme (2021 and 2022);
  - c. Develop National Mine Action Standard (2021 and 2022);

- d. Strengthen the coordination of delivery of EORE (2021-2025);
  - e. Continue information collection efforts on the threat posed by anti-personnel mines;
  - f. Develop a national mine action strategy and a work plan for implementation (2021 and 2022).
15. The request indicates that once the NMAC is established it will collaborate further with UNMAS MAG and DRC to conduct an evidence-based survey to determine the extent of contamination and the size of the contaminated areas. The request indicates that Nigeria will keep the States Parties informed through its Article 7 Reports and will provide updates during formal and informal meetings of the Convention and , should the situation persist, Nigeria will submit a second request by 31 March 2025. The Committee noted the importance of Nigeria empowering and providing relevant State entities with the human, financial and material capacity to carry out their obligations under the Convention.
16. The request indicates that as the National Mine Action Standards (NMAS) are developed, Nigeria aims to ensure that it employ all methodologies including non-technical survey, technical survey and clearance to ensure an efficient approach to addressing the problem. The request also includes a non-exhaustive criterion for cancellation. The request also indicates that IMAS provide the relevant framework and working guidelines for EORE and Non-Technical Survey (NTS) efforts and that Nigeria, with the support of UNMAS, is currently drafting National Standards for EORE. The Committee noted the importance of Nigeria ensuring the development of NMAS as soon as possible and that its NMAS remains up to date in accordance with the latest IMAS, adapt them to new challenges and employ best practices to ensure efficient and effective implementation. The Committee further noted the importance of developing and updating the NMAS through an inclusive consultation process with all stakeholders.
17. The request indicates that it is essential that EORE begins in Borno, Adamawa and Yobe States to reduce casualties and includes a plan for the training and costed deployment of 2 persons per the 34 LGAs. The request includes detailed information on the capacity needed to carry out EORE in these States. The Committee noted the importance of Nigeria provide context-specific mine risk education and reduction programmes to all affected populations and groups at risk ensuring that such programmes are developed on the basis of a needs assessment, that they are tailored to the threat encountered by the population, and that they are sensitive to gender, age, disability and take the diverse needs and experiences of people in affected communities into account.
18. The request indicates the following assumptions in the realisation of the plan: i) there will be a cessation of hostilities for safe conduct of activities ii) funding will be received from the Government of Nigeria iii) the soon to be established NMAC will receive adequate local and international financial and technical support. The request also indicates the following risks in the realisation of the plan: i) ongoing conflict and ii) delay in receipt of necessary funds or outright lack of funds.
19. The request indicates that through the established NMAC and with the support of UNMAS and other implementing partners, Nigeria will plan to ensure a gender perspective throughout its operations. The request also indicates that the Committee is reaching out to Ministries of Humanitarian Affairs, Education and Women Affairs and Social Development to ensure the comprehensive inclusion of girls, women, boys and men. The Committee note Nigeria's efforts to ensure that the different needs and perspectives of women, girls, boys and men are considered and inform all areas of Convention implementation and mine action programmes, in order to deliver an inclusive approach.

20. The request includes a detailed budget for activities related to EORE totalling \$3,777,400. The request also indicates that the national Government has appropriated some funding, pending release, for “take-off” activities of the Inter-Ministerial Committee and that mine action activities are also being included in Nigeria’s 2022 Appropriation Bill. The request further indicates that other sources of funding will be available through agencies such as North East Development Commission (NEDC), National Emergency Agency (NEMA), Victim Support Fund (VSF) and other national stakeholders. The Committee noted the importance of Nigeria demonstrating a high level of national ownership, including by making financial and other commitments to implementation. The Committee further noted that, given the importance of national and external support to ensure timely implementation, Nigeria could benefit from enhancing its resource mobilisation strategy.
21. In noting that Nigeria has provided implementation milestones for the period 2021-2025 and noting that Nigeria has stated assumptions and risks to implementation and other factors that may delay implementation of the stated objectives, the Committee noted that the Convention would benefit from Nigeria submitting to the Committee by 30 April 2023 an updated detailed work plan for the remaining period covered by the extension. The Committee emphasised that this work plan should contain an updated list of all areas known or suspected to contain antipersonnel mines, to the extent possible, annual costed projections of which areas will be addressed by which organisations during the remaining period covered by the request, and a detailed, costed and multi-year plans for context-specific mine risk education and reduction in affected communities.
22. 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 Nigeria, is ambitious and contingent upon national and international support, the security situation, the strengthening of the national coordinating mechanism and partnerships in implementation. 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.
23. In this regard, the Committee noted that the Convention would benefit from Nigeria reporting annually, by 30 April, to the States Parties on the following:
- a. progress made relative to the commitments contained in Nigeria’s work plan, including progress in the establishment of a National Mine Action Centre, development of National Mine Action Standards, strengthening coordination of delivery of Explosive Ordnance Risk Education, information collection efforts and the development of a national mine action strategy;
  - b. update on how additional clarity obtained may change Nigeria’s assessment of the remaining implementation challenge and efforts to address mined areas in accessible areas;
  - c. adjusted milestones, including information on the number of areas and amount of mined areas to be addressed annually and how priorities have been established;
  - d. updates regarding the implementation of mine risk education and reduction efforts in affected communities, including information on the methodologies used, priorities for implementation, the challenges faced and the results achieved, with information disaggregated by gender and age;

- e. information on how implementation efforts take into consideration the different needs and perspectives of women, girls, boys and men and the diverse needs and experiences of people in affected communities;
  - f. Resource mobilisation efforts, external financing received and resources made available by the government of Nigeria to support implementation efforts;
  - g. changes in the security situation and how these changes positively or negatively affect implementation.
24. The Committee noted the importance, in addition to Nigeria 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, Meetings of the States Parties and Review Conferences, as well as through Article 7 reports using the Guide for Reporting