

ARTICLE 4 DEADLINE: 1 SEPTEMBER 2023
EXTENSION REQUESTED TO 1 SEPTEMBER 2024

KEY DATA

CLUSTER MUNITION CONTAMINATION:

BELIEVED TO BE LIGHT,
BUT NO NATIONAL BASELINE ESTIMATE

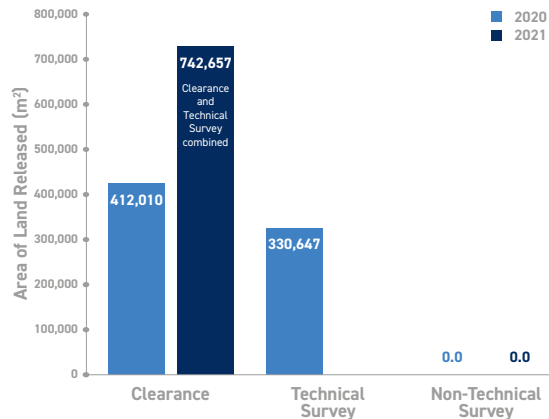
SUBMUNITION
CLEARANCE IN 2021

0.74KM²

SUBMUNITIONS
DESTROYED IN 2021

11

LAND RELEASE OUTPUT



KEY DEVELOPMENTS

Chad announced in 2021 that it had completed clearance of all known cluster munition-contaminated areas. It later acknowledged it had been unable to conduct survey in Tibesti province and would request an extension to its Convention on Cluster Munitions (CCM) Article 4 deadline in order to do so, with “a high probability” of finding cluster munition remnants (CMR). It submitted the formal request in May 2022. The four-year European Union PRODECO project, which has funded all mine action operations in Chad since 2017, was due to conclude in 2021, but operators received a no-cost extension until 2022.

RECOMMENDATIONS FOR ACTION

- Chad should draw up a work plan detailing timelines for its CMR survey of Tibesti.
- Chad should develop a resource mobilisation strategy for mine action in general and completion of its CCM Article 4 obligations in particular.
- Chad should prepare, and provide details of, the capacity available for tackling CMR hazardous areas identified after declaring completion.
- Chad should recognise the importance of maintaining and strengthening its information management capabilities and take steps to build capacity in its information management operations.

ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

Criterion	Score (2021)	Score (2020)	Performance Commentary
UNDERSTANDING OF CMR CONTAMINATION (20% of overall score)	5	5	Chad has never produced a baseline estimate of CMR contamination but asserted in 2021 it had completed clearance of all cluster munition-contaminated areas under its jurisdiction. It subsequently accepted it needed to survey Tibesti province where decades of conflict mean there was a likelihood of finding CMR.
NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT (10% of overall score)	3	3	Chad's mine action authority coordinates the sector but the consistently low level of achievement calls into question the level of national authorities' interest in mine action. The National Commission for Demining (HCND) struggles with limited resources. Government financial support is limited to paying staff salaries and some administrative costs while operations depend wholly on international donor funding. The COVID-19 pandemic and the change of regime in 2021 presented challenges likely to further eclipse support for mine action.
GENDER AND DIVERSITY (10% of overall score)	4	4	Chad's national plans make no reference to gender and inclusion. Women are employed in a number of roles, though mainly in office support functions, risk education, and victim assistance. The first, and so far only, female team leader was appointed by Mines Advisory Group (MAG) in 2019.
INFORMATION MANAGEMENT AND REPORTING (10% of overall score)	5	5	The HCND's national mine action database has benefitted from an extensive data clean-up by the Swiss Foundation for Mine Action (FSD) and improvements in reporting procedures, but the national authority has very limited information management capacity, posing a challenge for sustaining the benefits of those improvements after the end of the PRODECO project which funded FSD's support. Chad has submitted Article 7 reports for each of the past five years, but as at 1 July 2022 still had to submit an Article 7 report for 2021.
PLANNING AND TASKING (10% of overall score)	4	3	Until 2022, Chad had never presented a strategic plan or identified priorities for survey or clearance of CMR. In 2021, Chad was preparing formally to declare fulfilment of its Article 4 obligation but then changed position and in 2022 submitted an Article 4 deadline extension request that for the first time set out a plan of action.
LAND RELEASE SYSTEM (20% of overall score)	5	5	Chad has 22 national standards that are compatible with International Mine Action Standards (IMAS) but it lacks any national standard for CMR survey or clearance.
LAND RELEASE OUTPUTS AND ARTICLE 4 COMPLIANCE (20% of overall score)	5	5	Chad reported that it released more than 0.7km ² through technical survey and clearance in 2020–21 but provided no further details.
Average Score	4.6	4.5	Overall Programme Performance: POOR

CLUSTER MUNITION SURVEY AND CLEARANCE CAPACITY

MANAGEMENT

- National High Commission for Demining (Haut Commissariat National de Déminage, HCND)

NATIONAL OPERATORS

- HCND

INTERNATIONAL OPERATORS

- Humanity and Inclusion (HI)
- Mines Advisory Group (MAG)
- Swiss Foundation for Mine Action (FSD)

OTHER ACTORS

- None

UNDERSTANDING OF CMR CONTAMINATION

Chad has never produced a baseline estimate of CMR contamination but had initially claimed it was heavy. Chad informed the CCM signing conference in 2008 that it had “vast swathes of territory” contaminated by mines and unexploded ordnance, including cluster munitions,¹ it provided no details and the extent to which it is affected is uncertain. The Article 4 deadline extension request submitted by Chad in 2022 said it carried out an “impact study” in 1999 which covered the whole country except the northern province of Tibesti and a technical survey of the whole country in 2010–12. This concluded that Chad had contamination by explosive remnants of war (ERW) covering 61km² but it did not provide any data on parts of Tibesti province and it did not produce a disaggregated estimate of CMR contamination.²

In 2021, Chad said it had completed clearance of CMR hazards and would announce compliance with its Article 4 obligations³ but in 2022 it amended that position to allow for survey of northern Tibesti province where, it acknowledged, it did not “have a precise reading” of CMR contamination.⁴

NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

Chad's mine action programme is coordinated by the HCND, which was set up by government decree (No. 133) in May 1998 with a mandate to implement a humanitarian programme tackling mines and explosive ordnance.⁵ The HCND comes under the Ministry of Economy and Development Planning and is responsible for preparing a national demining strategy, annual work plans, and proposing a budget to support them.⁶

A June 2019 decree provided for re-organisation of the HCND, resulting in four main divisions covering: operations and logistics; planning; administrative and financial affairs; and training and human resources.⁷ In addition to a head office in the capital Ndjamena, HCND has four provincial offices in Bardai, Faya, Fada, and Abéché and

two provincial sub-centres in Zouar and Am-timan.⁸ Operators say constant changes in coordination staff have hampered efficiency.⁹ They have also reported lengthy delays obtaining the permits required to import equipment as well as other bureaucratic obstacles.

Mine action in Chad is stunted by lack of funding. Government financial support for the sector is limited to paying salaries for national staff. In previous years, salary costs have amounted to approximately \$1.5 million¹⁰ but the salary issue has proved troubling in recent years.¹¹ Non-payment of salaries led to a long-running strike by deminers starting in 2018, which prevented some planned survey and clearance activities in Tibesti from proceeding.¹²

ENVIRONMENTAL POLICIES AND ACTION

Chad does not have a policy on environmental management in mine action. Individual operators, such as Mines Advisory Group, have institutional policies in place at headquarters level.

GENDER AND DIVERSITY

Chad does not address gender in its CCM Article 4 deadline extension request submitted in May 2022, except with brief reference to mine risk education and disaggregated victim data. Recruitment of female staff is not a priority for the HCND, which has undergone drastic downsizing since 2018 and still faces demands for back pay from staff.

The HCND employed nine women among its staff of 207 in 2019, the last year for which official data were available. They were employed in a range of management, administrative, and field roles and included the HCND's assistant director, the administration and finance assistant director, and the head of risk education.¹³

1 Statement of Chad, CCM Signing Conference, Oslo, 3 December 2008.

2 Article 4 deadline Extension Request, 30 May 2022, p. 3.

3 Article 7 Report (covering 2020), Form F; Statement of Chad, Anti-Personnel Mine Ban Convention (APMBC) 19th Meeting of States Parties, 15–19 November 2021.

4 Article 4 deadline Extension Request, 30 May 2022, p. 6.

5 Article 7 Report (covering 2015), Form F; Article 4 deadline Extension Request, 30 May 2022, p. 3.

6 APMBC Article 5 deadline Extension Request, April 2019, p. 10.

7 Ibid.

8 Article 4 deadline Extension Request, 30 May 2022, p. 4.

9 Email from Seydou Gaye, HI, 3 June 2020.

10 Emails from Souttani Moussa, HCND, 14 May 2019 and 27 April 2020.

11 Email from Souttani Moussa, HCND, 14 May 2019.

12 Email from Romain Coupez, Country Director, MAG, 4 March 2019.

13 Emails from Souttani Moussa, HCND, 14 May 2019 and 29 May 2020.

INFORMATION MANAGEMENT AND REPORTING

The HCND has an Information Management System for Mine Action (IMSMA) database which, under the EU-funded PRODECO project, operated with the support of the Swiss Foundation for Mine Action (FSD). Poor maintenance and shortages of trained information technology (IT) staff meant data available had become unreliable because of lost reports and duplication. FSD started a clean-up of the database in 2017, which has resulted in cancellation of large numbers of duplicate entries.¹⁴ The clean-up cancelled a total of 35 areas from the database, including eight in 2021 alone.¹⁵

To improve the quality of reporting and data, the HCND, with FSD support, introduced a system of comprehensive weekly and monthly reporting for the operators. In 2020, FSD conducted two missions to Borkou province to confirm non-technical survey results as well as a series of quality assurance and quality control missions to Borkou and Ennedi provinces. By the end of 2020, FSD gave the quality of data an informal mark of “6 out of 10”.¹⁶

With the closure of the PRODECO project in 2022, HCND’s information management system was managed by an IMSMA unit chief and database operator. FSD supported a Geneva International Centre for Humanitarian Demining (GICHD)-assisted online IMSMA training for HCND staff in 2021 but noted three of the participants failed to pass the course and that HCND had a total of three staff certified to a basic A1 level. FSD facilitated the creation of a website for HCND together with email addresses for HCND management. It noted the website had been completed in 2021 but was not activated because of lack interest within the HCND. FSD concluded that maintaining and developing HCND’s information management system posed a major challenge in view of the small number of qualified staff and the risks of staff leaving for better paid jobs.¹⁷

PLANNING AND TASKING

Chad has never had a strategic plan for CMR survey and clearance. A CCM Article 7 report Chad submitted in July 2020 reported plans to conduct non-technical survey to identify the location of cluster munition containers in Tibesti and Ouaddaï regions in 2020–21 and to clear any contamination found in those areas,¹⁸ but it appears those plans were never implemented.

Chad’s initial intention was to ask for a two-year extension in order to carry out non-technical survey in northern Tibesti region.¹⁹ The final draft submitted at the end of May 2022 reduced the extension sought to one year and set out plans to deploy five teams to conduct non-technical survey in five departments of the province (Aouzou, Bardaï, Emi Koussi, Wour, and Zouar) over a total area of 19km². It expected to need two months to mobilise teams and equipment and said a detailed work plan would only be drawn up after they had deployed.²⁰

The HCND prioritises tasks according to requests from local authorities. It issues task orders to operators usually after receiving their input on technical and resource requirements of the task. Operators are also usually able to assess tasks with the HCND and local authorities prior to deploying staff.²¹ Humanity and Inclusion (HI) said it prioritised tasks according to local community development priorities.²²

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

Chad has 22 national mine action standards that are said to comply with the International Mine Action Standards (IMAS) but has no CMR-specific standards. Chad said it did not yet have a national standard for non-technical survey but planned to develop one.²³ FSD said it completed a three-year revision of Chad’s national standards in November 2021.²⁴

¹⁴ Email from Moussa Soltani, HCND, 27 April 2020.

¹⁵ Email from Eugenio Balsini, Programme Manager, FSD, 28 April 2022.

¹⁶ Email from Olivier Shu, Senior Technical Adviser, FSD, 18 May 2021.

¹⁷ Email from Eugenio Balsini, FSD, 28 April 2022.

¹⁸ Article 7 Report (covering 2019), Form F.

¹⁹ Chad statement to the CCM Intersessionals, 16 May 2022.

²⁰ Article 4 deadline Extension Request, 30 May 2022, p. 6.

²¹ Email from Daniel Davies, MAG, 27 April 2020.

²² Email from Seydou Gaye, HI, 3 June 2020.

²³ Article 4 deadline Extension Request, 30 May 2022, p. 4.

²⁴ Email from Eugenio, Balsini, FSD, 28 April 2022.

OPERATORS AND OPERATIONAL TOOLS

The EU's four-year PRODECO project, estimated to have cost €23 million,²⁵ started in 2017, funding operations by a consortium of four organisations in which FSD provided technical support, HI and MAG conducted survey and clearance of explosive hazards, and Secours catholique et développement (SECADEV) supported victim assistance. The project was due to conclude in 2021 but as a result of lengthy operating delays in 2020 due to the COVID-19 pandemic it received a no-cost extension and the project formally ended in April 2022.²⁶

FSD started 2021 with a total of 12 people, with four international staff, four national programme staff, and four support personnel, but by the end of the year as the PRODECO programme wound down it had reduced to one expatriate manager supported by two staff. In addition to developing Chad's IMSMA database and training HCND staff, activities in 2021 and early 2022 included providing technical support to a range of missions around the country. These included providing coordination, data verification and assisting non-technical and technical survey operations, mainly in Ennedi West but also in Borkou, Ennedi East, and the Lake Chad region.²⁷

HI has acted as lead agency of the PRODECO consortium but did not respond to requests for details of its activities in 2021–22 and its operating capacity is unknown. In 2020, it had worked with three multi-task teams (MTTs) employing a total of 35 personnel (two 15-strong MTTs and one 5-person MTT) among a total staff of 76, along with a five-strong non-technical survey team. It also had a mechanical team operating a GCS 200 multi-purpose vehicle for ground preparation.²⁸

MAG also cut back its staffing in the course of 2021, starting the year with 13 international staff but reducing to five by the end of the year. At the end of 2020 it had deployed three 12-strong explosive ordnance disposal (EOD) teams comprising a total of 36 deminers as well as one community liaison team and a mechanical team operating an ARMTRAC 100-350 to assist technical survey.²⁹ By the end of 2021, its deminers had been stood down and total team capacity was down to 11 staff.³⁰

LAND RELEASE OUTPUTS AND ARTICLE 4 COMPLIANCE

LAND RELEASE OUTPUTS IN 2021

The only recent land release reported in Chad was technical survey and clearance of 742,657m² conducted between September 2020 and April 2021 in the area of Delbo village in Ennedi West province. These operations reportedly resulted in destruction of 11 Russian-made AO1 SCH fragmentation cluster munitions. Chad reported the land was "made available" in October 2021 and claimed it represented the last area contaminated by cluster munitions in its national jurisdiction. It said three submunition containers were found in the Kaourchi district of Borkou province but did not report finding any submunitions in them.³¹

ARTICLE 4 DEADLINE AND COMPLIANCE



25 EU Emergency Trust Fund for Africa, "PRODECO: déminage humanitaire, une approche", 31 January 2022, accessed at: <https://bit.ly/3tHBOY5>.

26 Emails from Gérard Kerrien, Country Director, MAG, 4 April 2022; and Eugenio Balsini, FSD, 28 April 2022.

27 Emails from Olivier Shu, FSD, 18 May 2021; and Eugenio Balsini, FSD, 28 April 2022.

28 Email from Marie-Cécile Tournier, HI, 2 June 2021.

29 Email from Gérard Kerrien, MAG, 20 May 2021.

30 Email from Gérard Kerrien, MAG, 4 April 2022.

31 Article 4 deadline Extension Request, 30 May 2022, p. 3.

Chad declared in December 2021 that it had cleared all known areas of CMR contamination³² and prepared to announce formally the completion of its Article 4 obligations. It subsequently revised that decision and in early 2022 said it would request an extension to its deadline to allow time for non-technical survey of northern Tibesti province. Chad had recognised the region as being among the most heavily contaminated by ERW resulting from conflicts with Libya in 1987–88 but as a result of insecurity in that region Chad acknowledged much of Tibesti had never been surveyed.³³ Chad initially planned to ask for a two-year extension³⁴ but the request submitted at the end of May only sought an extension of one year.³⁵

Chad proposed to deploy five teams for non-technical survey of 19km² in five areas of Tibesti where decades of armed conflict meant there was “a high probability” of finding CMR.³⁶ Chad said it has sufficient trained capacity to conduct the survey³⁷ but identified the volatile security situation in the region as a possible obstacle to implementing the proposed plan but also highlighted unstable funding sources as a second key risk to implementation. It said the government was likely to pay salaries of the personnel amounting to an estimated €1,331,520 but was looking to international donors to support operating costs estimated at €115,193.

Table 1: Five-year summary of CMR clearance

Year	Area cleared (km ²)
2021	0.74
2020	0.41
2019	1.35
2018	0
2017	0
Total	2.50

32 Statement of Chad, CCM Intersessional meetings, Geneva, 16 May 2022.

33 Article 4 deadline Extension Request, 30 May 2022, pp. 3 and 5.

34 Statement of Chad, CCM Intersessional meetings, Geneva, 16 May 2022.

35 Article 4 deadline Extension Request, 30 May 2022, p. 1.

36 *Ibid.*, p. 4.

37 Presentation by Djibrine Brahim, Coordinator, HCND, APMBC Intersessional meetings, Geneva, 20 June 2022.