

DEMOCRATIC REPUBLIC OF CONGO



CLEARING THE MINES 2021

ARTICLE 5 DEADLINE: 1 JULY 2022

THREE-AND-A-HALF YEAR EXTENSION REQUESTED TO 31 DECEMBER 2025

KEY DATA

**ANTI-PERSONNEL (AP)
MINE CONTAMINATION: LIGHT**

NATIONAL AUTHORITY ESTIMATE

0.1 KM²

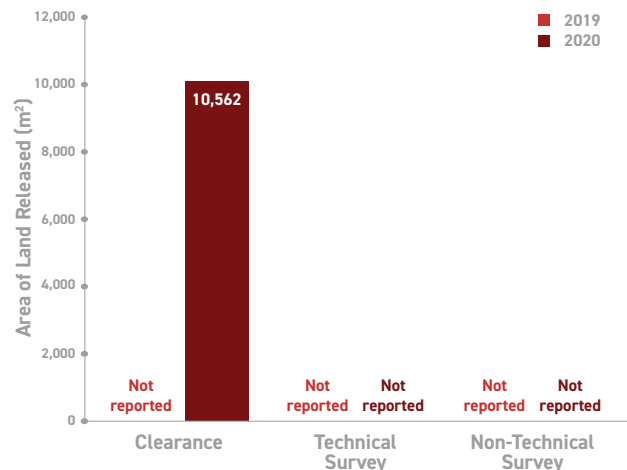
AP MINE
CLEARANCE IN 2020

10,562 M²

AP MINES
DESTROYED IN 2020

NOT REPORTED

LAND RELEASE OUTPUT



CURRENT LIKELIHOOD OF MEETING 2025 CLEARANCE TARGET (as per the Oslo Action Plan commitment): **HIGH**

KEY DEVELOPMENTS

The Democratic Republic of Congo (DRC) requested an 18-month extension to its Article 5 deadline in 2020, which it was granted, but then in July 2021 it requested a further extension, this time for 42 additional months, which would take it to the end of 2025. Survey in 2019 and early 2020 cancelled many suspected hazards that proved to have no mines, leading to a much reduced and more realistic estimate of remaining mine contamination. Between August 2020 and July 2021, the DRC said it released 13,039m² through a mixture of area reduction and clearance. It has approximately 100,000m² to release.

RECOMMENDATIONS FOR ACTION

- The Centre Congolais de Lutte Antimines (CCLAM) should provide, at the least, prompt Article 7 transparency reports that detail the scope and outcomes of survey and clearance.
- CCLAM should provide regular updates on resource mobilisation activities and their results.
- CCLAM should provide annual work plans detailing priorities and tasks to be addressed.
- CCLAM should specify what arrangements it is making for the long-delayed survey of Aru and Dungu territories.
- The DRC should clarify what demining assets and human resources are available from national implementing partners, including the police and military engineers.
- The DRC should detail its plans for sustainable capacity to tackle previously unidentified hazards after completion.

ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

Criterion	Score (2020)	Score (2019)	Performance Commentary
UNDERSTANDING OF CONTAMINATION (20% of overall score)	6	6	Survey by DanChurchAid (DCA) and Norwegian People's Aid (NPA) in 2019 and early 2020 sharply reduced the national contamination estimate, previously inflated by inclusion of areas affected by unexploded ordnance, but survey still needs to be conducted in Aru and Dungu.
NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT (10% of overall score)	6	6	The Congolese Mine Action Centre coordinates mine action with financial support from the government but it relies on the United Nations Mine Action Service (UNMAS) and other international organisations for technical support and on the UN and international donors to fund operations.
GENDER AND DIVERSITY (10% of overall score)	6	6	The DRC's latest Article 5 extension request says it will encourage operators to employ up to 30% women in operations teams and at least 50% of the risk education teams. CCLAM has recognised the significance of gender in mine action by including a dedicated section in the 2018–19 national mine action strategy. All activities, especially risk education and victim assistance, are required to take account of the needs of different age groups and genders, and women should systematically participate in mine action planning.
INFORMATION MANAGEMENT AND REPORTING (10% of overall score)	3	3	The DRC has been inconsistent in submitting Article 7 reports. As of writing, the last report was submitted in April 2019 so the DRC has yet to provide comprehensive data on mine action outcomes for 2019 or 2020. Until 2020, CCLAM received support from NPA and UNMAS but in 2020 NPA closed its programme and CCLAM did not request support from UNMAS. Operators have previously said that the quality of data from the database was poor and that they were deployed to survey and clear areas that did not contain mines.
PLANNING AND TASKING (10% of overall score)	4	4	The July 2021 extension request includes a calendar for operations which provides monthly targets for clearance but implementation is dependant on funding from international donors. The request allows a year for survey and clearance in Aru and Dungu, but does not indicate when survey is expected to start.
LAND RELEASE SYSTEM (20% of overall score)	5	5	CCLAM has 24 chapters of National Technical Standards and Guidelines which it reportedly revised in 2018, making amendments to standards dealing with demining techniques and deminer safety. CCLAM still required support from UNMAS for quality assurance (QA) and quality control (QC).
LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE (20% of overall score)	3	5	The DRC has not reported details of survey and clearance results in 2020. Its estimate of contamination has dropped from 49 hazardous areas in 11 provinces covering 469,338m ² reported in November 2019 to 33 hazardous areas in 9 provinces affecting 117,031m ² but the reduction is almost entirely a result of cancellation. Between August 2020 and July 2021 the DRC reported clearing 10,562m ² in Maniema province.
Average Score	4.7	5.1	Overall Programme Performance: POOR

DEMINING CAPACITY

MANAGEMENT CAPACITY

- Centre Congolais de Lutte Antimines (CCLAM)

NATIONAL OPERATORS

- Afrique pour la Lutte Antimines (AFRILAM)
- National NGOs conduct non-technical survey and mine risk education

INTERNATIONAL OPERATORS

- DanChurchAid (DCA)
- The Development Initiative (TDI)

OTHER ACTORS

- United Nations Mine Action Service (UNMAS)

UNDERSTANDING OF AP MINE CONTAMINATION

The DRC reported in July 2021 that it had 33 mined areas covering only 117,031m²: 29 confirmed hazardous areas (CHAs) covering 81,614m² and 4 suspected hazardous areas (SHAs) covering 35,417m² (see Table 1). Contamination consists of mainly small hazards spread across nine provinces, but four of these provinces—Ituri, Maniema, North Kivu, and Tshopo—account for roughly 90% of the identified contamination.¹

The estimated area, set out in DRC's latest request for an extension to its Article 5 deadline, is almost unchanged from the amount DRC reported to States Parties to the Anti-Personnel Mine Ban Convention (APMBC) a year earlier.² The only changes recorded were a fractional increase in the size of the area in Ituri and a reduction of 11,811m² in the contamination in Maniema province.³ DRC also plans to conduct survey in Aru district of Ituri province and Dungu in Haut-Uele province following a preliminary assessment in 2013. The areas were not previously surveyed due to insecurity but in 2019 DRC indicated only that lack of financing was now holding back survey.⁴

DRC has anti-personnel and anti-vehicle mine contamination left by decades of conflict with neighbouring states, rebel groups, and militias since independence in 1960. At the end

of 2016, the United Nations Mine Action Service (UNMAS) reported⁵ that DRC still had 54 CHAs and SHAs covering a total of 851,228m² but subsequent resurvey found that a number of areas were contaminated by the DRC's more prevalent problem of unexploded ordnance (UXO) and contributed to a sharp fall in the estimate of contamination.

Table 1: Anti-personnel mine contamination (at July 2021)⁶

Province	Hazardous areas	Area (m ²)
Ituri	4	6,100
Kasai	1	700
Maniema	2	4,752
North Kivu	9	12,760
South Kivu	2	851
North Ubangi	4	35,417
Tanganyika	4	6,943
Tshopo	6	48,188
Tshuapa	1	1,320
Totals	33	117,031

NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

The mine action sector is overseen by the Commission Nationale de Lutte Antimines (CNLAM), a multi-sectoral body which is supposed to meet twice a year and is composed of deputies from both parliamentary chambers, officials from four ministries and representatives of five civil society organisations linked to mine action.⁷

Management of the sector is under the Centre Congolais de Lutte Antimines (CCLAM), which was established in 2012 with support from the UN Mine Action Coordination Centre (UNMACC) and UNMAS.⁸ It is responsible for setting strategy, accrediting operators, information management, budgeting, and resource mobilisation. Law 11/007 of 9 July 2011 underpins the national mine action programme.⁹ CCLAM took over from UNMAS as the national focal point for demining in early 2016 overseeing accreditation, issuing task orders, conducting QA/QC and managing the national database but lack of capacity remained a concern for operators.¹⁰

The Congolese government has provided funding for CCLAM's operating expenses but has not funded operations. In 2018, that support amounted to US\$530,000,¹¹ but the Article 5 deadline extension request submitted in 2021 indicated this would fall to US\$272,271, though CCLAM indicated it would argue for government support for operations.¹²

UNMAS started working in DRC in 2002, when it established UNMACC as part of the UN Stabilisation Mission in the DR Congo (MONUSCO), coordinating mine action through offices in the capital, Kinshasa, and five other cities. In 2014, in accordance with Security Council Resolution 2147 (2014), humanitarian mine action was removed from MONUSCO's mandate though it has continued to provide financial support; in 2020 and 2021, UNMAS was funded exclusively by MONUSCO.¹³

UNMAS supported mine action in DRC in 2020 operating with 24 staff, including 11 national and 13 international staff working from offices in Beni, Bukavu, and Goma. In 2021, it increased the number of international staff to sixteen, including six provided "in kind" by Switzerland, and added one more national staff member. It planned to fill three additional positions in 2021.¹⁴ UNMAS contracted TDI for survey and battle area clearance in 2020 and funded national operator AFRILAM conducting explosive ordnance disposal (EOD) in five provinces. UNMAS provided technical advice to support national authorities preparing the Article 5 deadline extension request submitted in July 2021 and participated in a meeting convened by the APMBC Implementation Support Unit in November 2020 on what was needed for DRC to fulfil its Article 5 obligations.¹⁵

GENDER AND DIVERSITY

The national mine action strategy for 2018–19 stipulated that all mine action activities, particularly those related to risk education and victim assistance, must reflect the different needs of individuals according to age and gender, in a non-discriminatory manner. It also stated that the principles of non-discrimination against women as set out in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and UN Security Council Resolution 1325 (2000) are to be respected, ensuring that women are involved in all essential stages of mine action (planning, implementation, monitoring, and evaluation), and that activities take into account the special needs of women and girls.¹⁶

CCLAM reported in 2019 that approximately 30% of operational staff in survey and clearance teams were female but only around 7% of managerial or supervisory positions were held by women, arguing that local customs about the employment roles appropriate for women were an obstacle to hiring female staff.¹⁷ DRC's 2021 Article 5 deadline extension request said CCLAM would work closely with operators to integrate women deminers into mine action so that women make up 30% of the staff in operations teams and at least 50% of the members of risk education teams. It said risk education task orders would focus on increasing the participation of women in outreach sessions.¹⁸

CCLAM had previously reported that mine action survey teams were already gender balanced and that efforts were undertaken to ensure that all community groups, including women and children, are consulted. It also noted, however, the need to continue raising awareness on gender equality in certain communities as local customs can discriminate against women undertaking certain categories of work.¹⁹

As of December 2020, UNMAS employed seven women among its staff of twenty-four, five of them international staff, including the programme manager, and two national staff working in office positions.²⁰

INFORMATION MANAGEMENT AND REPORTING

CCLAM took over responsibility for information management from UNMAS in 2016 but has lacked the capacity and resources to manage data and operate effectively the national Information Management System for Mine Action (IMSMA) database. The 2018–19 national strategy acknowledged a need to build staff capacity, improve data collection, update the database on a regular basis, and provide data disaggregated by age and gender.²¹ Continuing issues include gaps in data; lack of maintenance; reporting on land release that did not comply with international terminology; misreporting items of UXO as mines; and a lack of verification of incoming reports.

Until 2020, CCLAM information management received support from UNMAS, which assisted monthly updates of data to improve operational coordination, collaborated on developing an information management work plan, and provided a range of computer and digital hardware.²² Norwegian People's Aid (NPA) also previously provided refresher training for CCLAM staff in use of IMSMA and the associated Geographic Information System (GIS).²³ In 2020, CCLAM did not request IM support from UNMAS and a request submitted to the Geneva International Centre for Humanitarian Demining (GICHD) reportedly was not satisfied due to the GICHD's lack of human capacity and the onset of the COVID-19 pandemic.²⁴

DRC has submitted three Article 7 transparency reports in the past the seven years. The last, submitted in April 2019, provided information on the progress of operations in the first three months of that year and DRC has not reported operating results for the whole of 2019 or for 2020.²⁵

PLANNING AND TASKING

The National Mine Action Strategy 2018–19, prepared with support from UNMAS and the GICHD, focused on seeking to fulfil the DRC's Anti-Personnel Mine Ban Convention's Article 5 obligations by 2020, one year ahead of its extended 2021 deadline.²⁶ The strategy identified three strategic pillars: effective and efficient management of the explosive threat; ensuring the national programme had the capacity to manage residual contamination in a sustainable manner; and that the legal framework of the mine action programme was strengthened through the adoption of national laws and other implementing measures and adherence to relevant treaties.²⁷ None of these goals was met.

The national strategy has been superseded by two requests for an extension to its Article 5 deadline submitted in August 2020 and July 2021. The second request sets out monthly clearance targets which would provide for tackling a total of 4,370.8m² in 2022, 59,644.13m² in 2023, 37,868.8m² in 2024 and 19,482.77m² in 2025. This makes for a total of 121,363.5m², which exceeds the 117,030.7m² that the request has identified as remaining contamination. The request also allows a year for survey of Aru and Dungu districts but does not say when it expects to conduct these or undertake whatever clearance is required.²⁸

Tasking continues to be challenged by the remote location of many hazardous areas and database weaknesses, including misidentification of explosive remnants of war (ERW) as mine contamination and the addition of hazards to the database without robust evidence of the presence of explosive ordnance. Instead of prioritising tasks, NPA adopted a province-by-province approach as a more efficient way to deal with the logistical challenges and costs of tackling tasks separated by big distances.²⁹

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

The DRC has 24 national standards developed with support from the GICHD³⁰ and the national strategy for 2018–19 called for revision of the standards and awareness raising of their content through training.³¹ CCLAM reported in June 2019 it had revised the National Technical Standards and Guidelines (NTSGs) during 2018, amending mainly the standards relating to demining techniques and safety of deminers.³²

OPERATORS AND OPERATIONAL TOOLS

DanChurchAid and TDI were the only international organisations active in survey and clearance for the whole of 2020. NPA had three teams conducting non-technical survey, manual mine clearance, and EOD spot tasks in 2019³³ but it ceased operations in February 2020 and closed the programme at the end of March 2020.³⁴

TDI continued operating under contract to UNMAS in 2020, working with three multi-task teams (MTT) from January to June, then reduced to one MTT from July to November. It conducted survey and battle area clearance in Kalemie district of Tanganyika Province. It also conducted EOD as civilian protection tasks or to support the UN peacekeeping operation, MONUSCO, in Ituri, North Kivu, South Kivu, and Tanganyika provinces.³⁵

UNMAS also contracted the national NGO, Afrique pour la Lutte Antimines (AFRILAM), to conduct EOD in Haut Katanga, Ituri, North Kivu, South Kivu, and Tanganyika. In 2020, it operated with two MTTs and in 2021 was scheduled to add a third, with the three teams providing the only EOD capacity under contract to UNMAS.³⁶

LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE

DRC has not published details of land released for the whole year 2019 or for 2020. Between the submission of its third Article 5 deadline extension request in August 2020 and the fourth request submitted in July 2021, the DRC said it released part of one hazardous area in Maniema province amounting to 13,039m² through a mixture of area reduction and clearance.³⁷

SURVEY IN 2020

CCLAM said NPA and DCA had reassessed 12 tasks between December 2019 and February 2020, resulting in cancellation of three tasks, but gave no further details.³⁸

UNMAS reported that TDI conducted two surveys in Kalemie, Tanganyika province, in 2020 but that these did not result in release of any land.³⁹

Of the 13,039m² released in Maniema province between August 2020 and July 2021, the DRC's 2021 deadline extension request said 2,477m² was reduced, presumably through technical survey.⁴⁰

CLEARANCE IN 2020

DRC reported clearing 10,562m² of the Maniema province task tackled in 2020–21. DRC did not provide details of items cleared during the operation.⁴¹

ARTICLE 5 DEADLINE AND COMPLIANCE



Under Article 5 of the APMBC (and in accordance with the 18-month extension granted by States Parties in November 2019), the DRC is required to destroy all anti-personnel mines in mined areas under its jurisdiction or control as soon as possible, but not later than 1 July 2022. It will not meet this deadline and is seeing a fourth extension.

The DRC's position on meeting its Article 5 obligations has undergone abrupt shifts in the past two years. In November 2019, the DRC told the other States Parties it had 49 hazardous areas totalling 469,338m² to tackle but pledged that it would not need to extend its January 2021 Article 5 deadline.⁴² In August 2020, it said there were still 128,842m² to release and asked for an extension of 18 months to complete the job.⁴³ In July 2021, with 33 hazardous areas covering around 117,000m² still remaining, the DRC submitted its fourth extension request and said it now needed 42 more months to complete clearance. The DRC also plans to conduct survey in the territories of Aru (Ituri province) and Dungu (Haut-Uele province) and clear any mined areas found there but has not set a timeline for this work.⁴⁴

The Committee on Article 5 Implementation, in its decision on the DRC's third request, said the DRC had made "commendable progress" but also recommended annual reporting by the DRC on progress of land release, the outcomes of survey in Aru and Dungu, updates on security as it affects mine action, the progress of resource mobilisation, and progress in establishing a sustainable national capacity to tackle residual contamination.⁴⁵ The Committee also said the DRC could benefit from improving its resource mobilisation strategy given the importance of foreign financing for completion.⁴⁶

Risk factors include significant levels of insecurity in Ituri and North Kivu provinces which account for 13 of the 33 remaining hazardous areas and the logistical and environmental challenges faced in dealing with tasks scattered across large distances with poor roads as well as dense tropical forest vegetation and flooding. The biggest uncertainty appears to be funding.

DRC estimates the cost of completion at US\$3.9 million, including the costs of demining, put at US\$1.7 million, survey of Aru and Dungu (\$568,270), risk education (\$1.06 million), and programme management/coordination costs (\$600,000). The government has reportedly budgeted to provide \$272,271 towards programme management costs, representing 7% of the total, and looks to international donors to finance the rest. The request says DRC will organise a series of meetings with donors and envisaged having contacts with donors on the sidelines of international meetings but provides no details of international funding pledges or actions the government is taking to attract them.⁴⁷

The reduced engagement of international demining organisations since Humanity and Inclusion, Mines Advisory Group, and NPA ended their programmes, has also been a significant setback for the mine action programme, leaving DCA and TDI as the only international operators. The extension request refers to the increasing capacity of national operators and to CCLAM's close cooperation with police and military engineers, who it says represent a good national reserve, but it does not provide details of the manpower available for mine survey and clearance, the number and location of demining teams available from the police, military and NGOs, or the levels of training.

Table 2: Five-year summary of AP mine clearance

Year	Area cleared (m ²)
2020	10,562
2019 ⁴⁸	146,761
2018	275,700
2017	226,025
2016	211,293
Total	870,341

N/R = Not reported

PLANNING FOR RESIDUAL RISK AFTER COMPLETION

DRC also has yet to provide clarity on the arrangements it is putting in place to deal with any residual mine contamination identified after formal completion.

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- 1 Article 5 deadline Extension Request, 9 July 2021, p. 22.
- 2 Statement of DRC, Intersessional Meetings, 2 July 2020.
- 3 Data presented by CCLAM, Mine action coordination meeting, Kinshasa, February 2020; Article 5 deadline Extension Request, 9 July 2021, p. 22.
- 4 Statement of DRC to the Fourth APMBC Review Conference, Oslo, 25–29 November 2019.
- 5 Email from Steven Harrop, Chief of Operations, UNMAS, 20 September 2017.
- 6 Article 5 deadline Extension Request, 9 July 2021, p. 22.
- 7 "Stratégie Nationale de Lutte Antimines en République Démocratique du Congo 2018–2019", CCLAM, November 2017, p. 11. The government ministries represented in CNLAM include defence, health, humanitarian affairs, and interior.
- 8 CCLAM, "Stratégie Nationale de Lutte Antimines 2018–2019", November 2017, p. 11; and Response to Cluster Munition Monitor questionnaire by Michelle Healy, UNMACC, 29 April 2013.
- 9 Email from Maître Sudi Alimasi Kimputu, Director, CCLAM, 3 June 2019.
- 10 Emails from Jean-Denis Larsen, NPA, 5 March 2018; Bill Marsden, MAG, 11 May 2018; and Guillaume Zerr, Humanity and Inclusion, 24 May 2018.
- 11 Email from Maître Sudi Alimasi Kimputu, CCLAM, 3 June 2019.
- 12 Article 5 deadline Extension Request, 6 July 2021, p. 11.
- 13 UN Security Council Resolution 2147, 28 March 2014; email from Aurelie Fabry, UNMAS, 28 April 2021.
- 14 Emails from Aurelie Fabry, UNMAS, 13 April 2020 and 28 April 2021.
- 15 Email from Aurelie Fabry, UNMAS, 28 April 2021.
- 16 "Stratégie Nationale de Lutte Antimines 2018–2019", November 2017, pp. 15–16.
- 17 Email from Maître Sudi Alimasi Kimputu, CCLAM, 3 June 2019.
- 18 2021 Article 5 deadline Extension Request, pp. 30–31.
- 19 Email from Maître Sudi Alimasi Kimputu, CCLAM, 3 June 2019.
- 20 Email from Aurelie Fabry, UNMAS, 28 April 2021.
- 21 "Stratégie Nationale de Lutte Antimines 2018–2019", November 2017, p. 14.
- 22 Email from Aurelie Fabry, UNMAS, 13 April 2020.
- 23 Email from Jean-Denis Larsen, NPA, 24 May 2019.
- 24 Emails from Aurelie Fabry, UNMAS, 28 April and 7 June 2021.
- 25 Article 7 Report (covering 2018), p. 7.
- 26 "Stratégie Nationale de Lutte Antimines 2018–2019", November 2017, p. 4.
- 27 Ibid., p. 5.
- 28 2021 Article 5 deadline Extension Request, pp. 60–61.
- 29 Skype interviews with Jean-Denis Larsen, NPA, 24 April 2019 and 16 May 2020; and email, 24 May 2019.
- 30 Statement of DRC, APMBC Intersessional Meetings, 2 July 2020.
- 31 "Stratégie Nationale de Lutte Antimines 2018–2019", November 2017, p. 34.
- 32 Skype interview with Jean-Denis Larsen, NPA, 24 April 2019; and email, 24 May 2019.
- 33 Ibid.
- 34 Skype interview with Jean-Denis Larsen, NPA, 16 April 2020.
- 35 Email from Aurelie Fabry, UNMAS, 28 April 2021.
- 36 Ibid.
- 37 2021 Article 5 deadline Extension Request, p. 8.
- 38 Statement of DRC, Intersessional Meetings, 2 July 2020.
- 39 Email from Aurelie Fabry, UNMAS, 28 April 2021.
- 40 2021 Article 5 deadline Extension Request, p. 8.
- 41 2021 Article 5 deadline Extension Request, p. 8.
- 42 Statement of DRC, Fourth APMBC Review Conference, 26 November 2019.
- 43 Statement of DRC, APMBC Intersessional Meetings, 2 July 2020.
- 44 2021 Article 5 deadline Extension Request, p. 8.
- 45 Committee on Article 5 Implementation, Draft decision on DRC Article 5 deadline extension request, 20 November 2020.
- 46 Ibid.
- 47 2021 Article 5 deadline Extension Request, p. 36.
- 48 Article 7 Report (covering 2018), p. 7. Although a report for 2018, it included results for the first three months of 2019.