

ARTICLE 4 DEADLINE: 1 MARCH 2026
NOT ON TRACK TO MEET DEADLINE

KEY DATA

CLUSTER MUNITION CONTAMINATION: LIGHT

LESS THAN

5km²

(MINE ACTION REVIEW ESTIMATE)

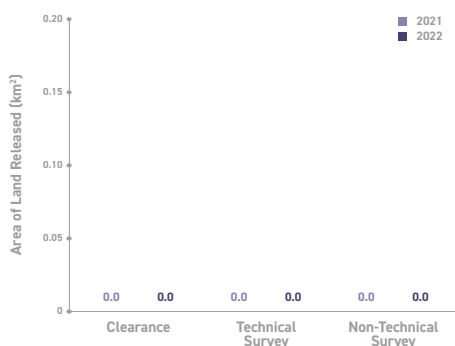
SUBMUNITION
CLEARANCE IN 2022

0km²

SUBMUNITIONS
DESTROYED IN 2022

0

LAND RELEASE OUTPUT



KEY DEVELOPMENTS

Somalia stated its intention in 2022 to develop a national survey plan for cluster munition remnants (CMR) during 2023. Somalia has still to effectively implement its obligations under Article 4 of the Convention on Cluster Munitions (CCM).

RECOMMENDATIONS FOR ACTION

- Somalia should ensure timely survey and clearance of CMR in accordance with its CCM obligations.
- Somalia should elaborate a comprehensive baseline of CMR contamination.
- Somali Explosive Management Authority (SEMA)'s status in Somalia should be officially recognised in law and national resources budgeted annually for its operating costs.
- Continued efforts should be undertaken to support SEMA to manage the Information Management System for Mine Action (IMSMA) database.

ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

Criterion	Score (2022)	Score (2021)	Performance Commentary
UNDERSTANDING OF CMR CONTAMINATION (20% of overall score)	3	3	No baseline of CMR contamination has been established. Somalia stated in 2022 that it intended to develop a national survey plan for CMR during 2023.
NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT (10% of overall score)	4	4	SEMA continued to receive capacity development support during 2022. The lack of national ownership continues to be an issue as the Federal Government of Somalia has still not formally recognised the Authority as a government institution or formally approved mine action legislation. SEMA continues to be unable to access state funding.
GENDER AND DIVERSITY (10% of overall score)	5	5	Somalia's National Mine Action Strategic Plan 2018–2020 included provisions on gender and diversity. However, an updated strategy was pending Federal Government approval as at August 2022. SEMA has advocated action on gender and diversity within survey and community liaison teams. However, there are challenges to achieving gender mainstreaming within Somalia as a patriarchal society. Clan affiliation is also an important consideration in Somalia.
INFORMATION MANAGEMENT AND REPORTING (10% of overall score)	5	4	SEMA has assumed full ownership and responsibility for the national mine action database, although the database is said to be neither up to date nor accurate. SEMA began upgrading to the IMSMA Core system in 2022 and expected to complete implementation by the end of 2023. Somalia submitted a CCM Article 7 report covering 2020 and 2021 in August 2022, but as at July 2023 had yet to submit a report covering 2022.
PLANNING AND TASKING (10% of overall score)	5	5	Somalia's National Mine Action Strategic Plan 2018–2020 was extended for one year in 2020 to allow SEMA sufficient time to develop a new strategy. In August 2022 SEMA reported that a new strategy has been developed but was pending approval by the Ministry of Internal Security. The 2018–2020 strategic plan does not contain any specific provisions for survey or clearance of CMR. While there have been some improvements in the tasking process, no agreed prioritisation criteria exist and there is limited ownership of the tasking process at SEMA.
LAND RELEASE SYSTEM (20% of overall score)	5	5	A review of Somalia's National Mine Action Standards (NMAS) took place in 2021. The draft, revised NMAS did not receive government approval in 2022 and this was still pending at the time of writing. Somalia has no national capacity for survey and clearance of CMR and limited capacity from international operators.
LAND RELEASE OUTPUTS AND ARTICLE 4 COMPLIANCE (20% of overall score)	2	2	No survey or clearance of CMR took place in Somalia in 2022 and there were no reports of submunitions discovered or destroyed. No nationally coordinated survey or clearance of CMR has been reported by Somalia in recent years. Somalia is not currently on track to meet its Article 4 deadline of 2026.
Average Score	3.9	3.8	Overall Programme Performance: VERY POOR

CLUSTER MUNITION SURVEY AND CLEARANCE CAPACITY

MANAGEMENT

- Somali Explosive Management Authority (SEMA)
- Mine Action Department, within the Somaliland Ministry of Defence (formerly the Mine Clearance Information and Coordination Authority (MCICA), and before that the Somaliland Mine Action Centre, SMAC)

NATIONAL OPERATORS

- Federal Member States (FMS) Non-Governmental Organisation (NGO) consortium

INTERNATIONAL OPERATORS

- The HALO Trust (HALO)
- Norwegian People's Aid (NPA)*
- Ukroboronservice

OTHER ACTORS

- Geneva International Centre for Humanitarian Demining (GICHD)
- United Nations Mine Action Service (UNMAS)
- United Nations Development Programme (UNDP)

* NPA ceased operations in Somalia in April 2023.¹

¹ Email from Liberty T. Hombe, Operations Manager, Puntland, NPA, 24 March 2023.

UNDERSTANDING OF CMR CONTAMINATION

The extent of CMR contamination in Somalia remains unknown.² While there has been no baseline survey, contamination appears to be light given the low numbers of submunitions found on the ground so far and with historical survey, clearance, and explosive ordnance disposal (EOD) activities yielding little evidence of a more significant problem.³ Information held by the United Nations Mine Action Service (UNMAS) refers to six recorded cluster munition-contaminated areas. Submunitions have been discovered in three of Somalia's six⁴ official federal member states: Jubaland (in southern Somalia, bordering Kenya); Puntland (a semi-autonomous administration in the north-east); and South West state (also known as Koonfur Galbeed).

Somalia's most recent CCM Article 7 report does not provide any detail on the size of any cluster munition-contaminated areas. As there has been no baseline survey, Somalia has not been able to specify which areas are suspected hazardous areas (SHAs) and which are confirmed hazardous areas (CHAs). However, the report does outline the types and locations of submunitions discovered and some dated information is available from other sources. In its most recent CCM Article 7 report, submitted in August 2022, Somalia stated that CMR contamination is "suspected" along the border between Kenya and Jubaland state.⁵

In a table in Somalia's Anti-Personnel Mine Ban Convention (APMBC) Article 5 deadline extension request of 2021, which summarises Somalia's known explosive ordnance contamination, including mixed minefields and battle areas in which anti-personnel mines have been identified, there is only one specific reference to CMR contamination: 784,352m² of CHA in Galmudug state, contaminated with a mixture of anti-personnel mines, anti-vehicle mines, CMR, unexploded ordnance (UXO) and abandoned explosive ordnance (AXO).⁶

Somalia pledged to develop a national survey plan for CMR in 2023, noting that no further survey of CMR-contaminated

areas has been possible in recent years, due to a lack of funding and lack of a national survey plan.⁷ At the time of writing, no update was available as to what progress had been made towards developing this plan. Norwegian People's Aid (NPA), funded by the UN Development Programme (UNDP) and the Norwegian Ministry of Foreign Affairs, completed non-technical survey (NTS) of landmine contamination in Puntland State in February 2023. However, NPA did not deploy any operational capacity for CMR survey or clearance in 2022,⁸ and has since left the country.

The Ethiopian National Defence Forces and the Somali National Armed Forces are thought to have used cluster munitions in clashes along the Somali-Ethiopian border during the 1977–78 Ogaden War.⁹ The Soviet Union supplied both Ethiopia and Somalia with weapons during the conflict. PTAB-2.5 and AO-1-Sch submunitions were produced by the Soviet Union on a large scale.¹⁰ In January 2016, Somali media reports alleged that the Kenyan Defence Forces (KDF) had used cluster munitions during an intensive bombing campaign in Gedo region, in response to an attack on KDF forces at an African Union Mission in Somalia (AMISOM) base in El Adde in which 150 Kenyan soldiers were reportedly killed.¹¹ Photos appeared to show that the KDF used United Kingdom (UK)-manufactured BL755 submunitions in the area of Bu'ale, and subsequently it was reported that al-Shabaab had discovered unexploded submunitions of the same BL755 type, which it used in improvised explosive devices (IEDs).¹²

A UN Monitoring Group investigated whether Kenyan forces had used cluster munitions but was unable to conclude that the KDF had dropped the BL755 submunitions during airstrikes on Gedo in January 2016. It noted, however, the absence of reports of unexploded BL755 submunitions among legacy unexploded ordnance (UXO) contamination in Somalia. Kenya denied using cluster munitions in the January 2016 air campaign, calling the Monitoring Group's report "at best, a fabricated, wild and sensationalist allegation".¹³

OTHER EXPLOSIVE REMNANTS OF WAR AND LANDMINES

Somalia has, to date, provided only limited data that disaggregates CMR contamination from contamination from other weapon types. In June 2023, Somalia stated that contamination from explosive remnants of war (ERW) is prevalent across all regions and states of the country¹⁴ and that, following improvements in data consolidation and recent NTS, it had identified a total of 1,114 hazardous areas for all explosive ordnance, measuring a total of just over 169.7km².¹⁵

Landmines contaminate Somalia's border with Ethiopia in south-central Somalia, mainly as a result of legacy minefields.¹⁶ See Mine Action Review's *Clearing the Mines* report on Somalia, including Somaliland, for further information.

2 CCM Article 7 report (covering 2020 and 2021), Form F; and email from Claus Nielsen, Country Director, Norwegian People's Aid (NPA), 26 May 2021.

3 Email from Rob Syfret, Head of Region, Horn of Africa, HALO, 1 June 2023.

4 These six official Federal member states include the uncontrolled state of Somaliland.

5 CCM Article 7 report (covering 2020 and 2021), Form F.

6 Revised APMBC Article 5 deadline Extension Request, September 2021, p. 46.

7 Ibid.

8 Emails from Robert Iga Afedra, Country Director, NPA, 1 and 10 June 2022; and Liberty T. Hombe, NPA, 24 March 2023.

9 Email from Mohamed Abdulkadir Ahmed, SNMAA, 17 April 2013.

10 Ibid.

11 "Letter dated 7 October 2016 from the Chair of the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea addressed to the President of the Security Council", UN doc. S/2016/919, 31 October 2016, pp. 171–73.

12 Ibid.

13 Ibid.

14 Action Plan for Article 5 Implementation, October 2022–October 2027, 30 April 2023, p. 16.

15 Ibid., p. 11.

16 UNMAS, "UN-suggested Explosive Hazard Management Strategic Framework 2015–2019", undated, pp. 6 and 12.

NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

Mine action management in Somalia is the responsibility of SEMA. There is a separate regional office in Somaliland, the Mine Action Department within the Somaliland Ministry of Defence (formerly, the Mine Clearance Information and Coordination Authority (MCICA), and before that the Somaliland Mine Action Centre (SMAC), in Somaliland.¹⁷ SEMA maintains a presence across Somalia through its five Federal Member States: the Galmudug State Office, Hirshabelle State Office, Jubaland State Office, Puntland State Office, and South West State Office.¹⁸

SEMA serves as the de facto mine action authority for Somalia. However, full implementation of mine action legislation in Somalia and formal recognition of SEMA as the national mine action authority remains unfulfilled. SEMA reported in 2022 that it has completed all required documentation towards mine action legislation, had received legal papers from the Attorney General, and was awaiting final approval from the Somalia Federal Parliament.¹⁹ However, in June 2023, Somalia indicated that national mine action legislation was still pending approval.²⁰ Due to the ongoing lack of parliamentary approval, SEMA has not received funding from the Federal Government of Somalia since the expiry of its grant in 2015.²¹ Furthermore, the Government does not provide any national funding for survey or clearance.²²

In the absence of national funding some mine action stakeholders have provided support for SEMA's operational costs. Salaries at SEMA were covered by NPA from 2015 to March 2021 and NPA provided support for salaries again from August to December 2022.²³ Having supported SEMA state offices with financial support towards running costs throughout 2021²⁴ and in early 2022,²⁵ UNMAS confirmed a Partnership Cooperation Agreement (PCA), with SEMA for February 2023 to January 2024. This will support running costs for SEMA headquarters and its five regional offices and enable SEMA to organise coordination meetings and attend international mine action conferences.²⁶ The HALO Trust (HALO) also provided some support to SEMA in 2022.²⁷

Operators report that they are involved in key decision-making processes by the national authorities. They also describe an enabling environment for mine action in Somalia, with no challenges related to matters such as visas, importing equipment, and establishing Memorandums of Understanding.²⁸ Coordination meetings between SEMA and operators do take place, though cluster munitions are not generally discussed as only a limited number have been found and other issues have been more highly prioritised.²⁹

SEMA has received capacity development and technical support in recent years from various mine action stakeholders, including from HALO in 2022.³⁰ The Geneva International Centre for Humanitarian Demining (GICHD) provided information management capacity development as part of the implementation of Information Management System for Mine Action (IMSMA) Core in Somalia.³¹ UNMAS provided training in information management (IM) and quality assurance (QA). In 2023, UNMAS signed a grant agreement with HALO to provide both operational and management related capacity building to SEMA, including regional offices, to further enhance SEMA's capacity to coordinate, regulate, and maintain oversight of mine action across the country.³²

In its most recent CCM Article 7 report (covering 2021), Somalia outlined the key areas where it requires international cooperation and assistance to meet its Article 4 obligations. These include support for survey, clearance, data collection, and data processing.³³ Somalia has not shared a resource mobilisation strategy for Article 4 implementation.

17 Email from Mohamed Abdulkadir Ahmed, SEMA, 14 October 2016; and telephone interview with Dahir Abdirahman Abdulle, Director, SEMA, 19 August 2020.

18 Email from Mohamed Abdulkadir Ahmed, SEMA, 14 October 2016.

19 CCM Article 7 report (covering 2020 and 2021), Form A.

20 Action Plan for Article 5 Implementation, October 2022–October 2027, 30 April 2023, p. 42.

21 Emails from Terje Eldøen, Programme Manager, NPA, 22 October 2016; and Mohamed Abdulkadir Ahmed, SEMA, 14 October 2016.

22 Email from Daniel Redelinghuys, Country Director, HALO, 29 May 2022.

23 Emails from Claus Nielsen, NPA, 26 May 2021 and Liberty T Hombe, Puntland, NPA, 24 March 2023.

24 Emails from Mustafa Bawar, UNMAS, 3 August 2020 and 4 July 2021.

25 Email from Helen Olafsdottir, UNDP, 7 June 2022.

26 Email from Clemence Nyamandi, Monitoring and Evaluation Manager, Programme Strategy and Planning Section, UNMAS, 30 May 2023.

27 Email from Rob Syfret, HALO, 1 June 2023.

28 Emails from Clemence Nyamandi, UNMAS, 30 May 2023; and Rob Syfret, HALO, 1 June 2023.

29 Email from Rob Syfret, HALO, 1 June 2023.

30 Ibid.

31 Email from Noor Zangana, Advisor, Information Management Capacity Development, GICHD, 10 July 2023.

32 Email from Clemence Nyamandi, UNMAS, 30 May 2023.

33 CCM Article 7 report (covering 2020 and 2021), Form I.

PUNTLAND

The SEMA Puntland State Office, formerly known as PMAC, was established in Garowe with UNDP support in 1999. Since then, on behalf of the regional government and SEMA, the Puntland State Office has coordinated mine action with local and international partners, NPA and the Puntland Risk Solution Consortium.³⁴ In 2021, SEMA reported that the Puntland State Office coordinated mine action under SEMA, working with its international partner, NPA.³⁵ NPA completed NTS of mined areas in Puntland in February 2023 and closed its operations in Somalia in April 2023.³⁶

SOMALILAND

As part of a larger process of government reform in early 2018, SMAC, which had been responsible for coordinating and managing demining in Somaliland since 1997, was restructured and renamed the MCICA. The Agency underwent a change of line ministry from the Office of the Vice President to the Ministry of Defence.³⁷ It was then renamed the Mine Action Department in January 2019.³⁸

The Somaliland government is working on an Explosive Hazard Management National Action Plan for 2023–27. At the time of writing, this plan was not yet finalised.³⁹

ENVIRONMENTAL POLICIES AND ACTION

Somalia has made halting progress towards finalising the national mine action standard (NMAS) and a policy on environmental management. It has been reported that a section on environmental management is contained within Somalia's NMAS, but remained pending approval in 2022.⁴⁰ Similarly, in March 2023, NPA reported that Somalia's policy on environmental management was "still under development and pending approval".⁴¹ HALO hoped to work on this issue with SEMA during 2023 as part of its support for capacity development.⁴²

UNMAS, NPA, and HALO all report having an environmental policy in place.⁴³

GENDER AND DIVERSITY

Somalia's National Mine Action Strategic Plan 2018–2020 recognises gender and diversity as cross-cutting issues for the national mine action programme, in line with Somalia's National Development Plan objectives to "implement gender equality in education and mainstream gender in all of its programmes with a focus on adolescent girls". Despite this recognition of the importance of gender and diversity in the National Mine Action Strategic Plan 2018–2020, SEMA informed Mine Action Review in May 2019 that it did not have an internal gender or diversity policy or implementation plan. At the time of writing, no update was available as to what progress, if any, had been made by Somalia to develop a gender policy or implementation plan.

In 2019, SEMA confirmed that data collection was disaggregated by sex and age, and gender considered in the prioritisation, planning, and tasking of survey and clearance activities,⁴⁴ although it was unclear how gender was being

taken into account. In 2020, SEMA reported that gender and diversity had been integrated into the NMAS.⁴⁵ In 2021, UNMAS reported that 17% of the workforce of SEMA were female.⁴⁶ At the time of writing, a more recent update on these matters was not available.

Elaborating in June 2023 on plans for nationwide NTS of anti-personnel mines and other explosive ordnance, Somalia stated that the establishment of survey teams has been guided by the gender policies of implementing partners and that both men and women will be represented in operations. Partners will consider gender and diversity aspects, including gender-balanced recruitment, empowerment, and flexible working arrangements. Somalia also stated that collection of beneficiary data will include considerations of gender and diversity and that methods will ensure diverse beneficiaries voices are heard.⁴⁷

34 UNMAS, "UN-suggested Explosive Hazard Management Strategic Framework 2015–2019", p. 9; and email from Claus Nielsen, NPA, 23 July 2020 and 26 May 2021. SEMA has claimed that this NGO is no longer functioning but this information has not been confirmed by operators in the field.

35 Email from Dahir Abdirahman Abdulle, SEMA, 22 June 2022.

36 Email from Liberty T. Hombe, NPA, 24 March 2023.

37 Email from Chris Pym, HALO, 9 May 2019.

38 Email from Chris Pym, HALO, 2 June 2019.

39 Email from Rob Syfret, HALO, 16 May 2023.

40 Email from Clemence Nyamandi, UNMAS, 17 March 2022.

41 Email from Liberty T. Hombe, NPA, 24 March 2023.

42 Emails from Rob Syfret, HALO, 1 June 2023; and Daniel Redelinghuys, HALO, 29 May 2022.

43 Emails from Clemence Nyamandi, UNMAS, 17 March 2022; Robert Iga Afedra, NPA, 12 March 2022; and Daniel Redelinghuys, HALO, 29 May 2022.

44 Email from Abdulkadir Ibrahim Mohamed Hoshow, SEMA, 9 May 2019.

45 Email from Dahir Abdirahman Abdulle, SEMA, 11 May 2020.

46 Email from Mustafa Bawar, UNMAS, 4 July 2021.

47 Action Plan for Article 5 Implementation, October 2022–October 2027, 30 April 2023, p. 31.

All operators in Somalia have reported to some extent on their efforts to integrate gender and diversity considerations into mine action. In 2022, UNMAS reported that, when contracting an implementing partner, UNMAS provides targets on the proportion of women and young people that should make up the operator's team, including aiming for a minimum of 50% women and 35% young people. In 2022, women made up 9% of the combined staff of the UNMAS Humanitarian Mine Action (HMA) project team and that of implementing partners, with women occupying 25% of managerial/supervisory positions and 8% of operational positions. Across UNMAS Somalia as a whole, women made up 46% of all personnel, with 8% of managerial/supervisory positions and 38% of operational and support positions occupied by women.⁴⁸ This represents a slight increase in female staff overall compared to 2021, when 42% of all UNMAS Somalia personnel were women. The proportion of managerial/supervisory positions held by women, however, has decreased significantly compared to 20% in 2021.

UNMAS reports that non-technical and impact assessment surveys take into consideration gender, age, and clan affiliations in affected communities and that UNMAS requests the participation of women at all stages of mine

action projects, pre- and post-clearance. UNMAS has also introduced some gender and diversity provisions into project proposals, including on the recruitment of women, youth and, where relevant, clan-affiliated personnel, into field and community liaison teams.⁴⁹

In 2022 in HALO Somalia (i.e. excluding HALO's separate operations in Somaliland), 23% of all employees were women and women filled 18% of operations positions; the same proportions as in 2021. However, the proportion of managerial/supervisory positions filled by women increased significantly from 14% in 2021 to 44% in 2022.⁵⁰ HALO Somalia reports that it complies with HALO's global gender and diversity policies and actively seeks to recruit and ensure opportunity for the promotion of female staff. HALO Somalia also ensures that survey and community liaison teams are mixed gender; an important prerequisite in a largely traditional Muslim society where it is not permissible for men to approach women alone in rural areas. HALO also recruits teams from the areas in which they will be working to ensure participation from the affected groups. Particular care is taken to ensure that, if an area has more marginalised clans, they are recruited into teams.⁵¹

Table 1: Gender composition of operators in 2022⁵²

Organisation*	Total staff	Women employed	Total staff in managerial or supervisory positions	Women in managerial or supervisory positions	Total staff in operational positions	Women in operational positions
SEMA	N/K	N/K	N/K	N/K	N/K	N/K
HALO Somalia	300	68	52	23	256	45
HALO Somaliland	506	58	48	6	372	42
NPA	30	8	6	2	15	2
UNMAS*	168	15	8	2	158	13

* Figures for UNMAS include the UNMAS Humanitarian Mine Action (HMA) team and implementing partners.

INFORMATION MANAGEMENT AND REPORTING

In 2019 NPA confirmed that, under the database reporting formats, CMR were being recorded separately from other types of ERW⁵³ although a more recent update on whether this is still the case was not available at the time of writing. Operators report that data collection forms are consistent and enable collection of the necessary data.⁵⁴

⁴⁸ Email from Clemence Nyamandi, UNMAS, 30 May 2023.

⁴⁹ Ibid.

⁵⁰ Email from Rob Syfret, HALO, 1 June 2023.

⁵¹ Ibid.

⁵² Emails from Clemence Nyamandi, UNMAS, 30 May 2023; Rob Syfret, HALO, 1 June and 16 May 2023; and Liberty T Homba, Puntland, Somalia, NPA, 24 March 2023.

⁵³ Email from Claus Nielsen, NPA, 13 April 2019.

⁵⁴ Emails from Rob Syfret, HALO, 1 June 2023; and Clemence Nyamandi, UNMAS, 30 May 2023.

SEMA decided to upgrade its database to IMSMA Core starting in 2022. However, the GICHD has cautioned that data are of poor quality, which leads to issues with reporting.⁵⁵ Despite these challenges, Somalia does continue to make progress and mine action stakeholders collaborated productively on IM improvements in 2022. UNMAS seconded an IM staff person to SEMA, provided IM training and some updated equipment, and further supported the migration of the national database from IMSMA NG to IMSMA Core. A workflow for land release data was under development in SEMA at the time of writing. The GICHD provided training for two SEMA staff as well as an IM advisor and ongoing technical support, including historical data clean up.⁵⁶ The implementation of a fully functioning IMSMA Core system was expected by the end of 2023 according to UNMAS.⁵⁷

The regional mine action centres in Puntland and Somaliland maintain IMSMA databases separate to the national database. NPA reports that information management in Puntland “improved significantly” in 2022 as NPA identified and marked all contaminated areas within the state, although this was

for landmines and other items of UXO only; NPA deployed no capacity for survey of CMR.⁵⁸

Somalia's national mine action strategic plan stipulates the submission of annual transparency reports for the CCM, along with those under the APMBC. Somalia has submitted three CCM Article 7 reports to date, the first being in October 2019, which included the limited information available on the extent of CMR contamination and the next in September 2020, covering 2019. In August 2022, Somalia submitted an Article 7 Report covering both 2020 and 2021, again providing what limited information is available on the extent of CMR contamination; that is the type and locations of submunitions found but no data on the size of contaminated areas, stating clearly that this remains “unknown”. Somalia cites “recoding” of CMR contamination data as a challenge and appeals for international cooperation and assistance to collect data and process it into the national database.⁵⁹ As at July 2023, Somalia had yet to submit its CCM Article 7 report covering 2022.

PLANNING AND TASKING

Somalia's National Mine Action Strategic Plan 2018–2020 was developed with input from SEMA, UNMAS, international operators, national non-governmental organisation (NGO) consortia, and international institutions in late 2017.⁶⁰ The strategic plan finally received approval from the Somali Minister of Internal Security at the end of 2020 and was extended for one year to provide SEMA with sufficient time for the development of a new strategy.⁶¹ The 2018–2020 strategic plan noted Somalia's status as a State Party to the CCM and its reporting obligations and commitment to complying with the Convention, but did not contain specific provisions on survey and clearance of CMR.

In its most recent CCM Article 7 Report, submitted in August 2022, Somalia stated that the revision of the national strategy had been completed, with input from operators and SEMA's state offices, and was awaiting approval from the Ministry of Internal Security.⁶² At the time of writing, no further update on this pending approval was available. It was also not clear to what extent this revised National Mine Action Strategic Plan will include any provision for Somalia to meet its Article 4 obligations.

Somalia has not shared an annual work plan for the survey and clearance of CMR in recent years but has stated that a country-wide survey plan for CMR will be developed “throughout 2023”.⁶³ Somalia submitted an updated 2022–2027 work plan for the implementation of Article 5 of the APMBC on 2 June 2023.⁶⁴ While the work plan does not refer to plans for survey or clearance of CMR specifically, the primary focus of the plan is nationwide NTS to more accurately determine Somalia's baseline of contamination from anti-personnel mines and other explosive ordnance, disaggregated by threat type.⁶⁵

Despite challenges around coordination of tasking between SEMA and operators in previous years, tasking by SEMA has now been introduced. While tasks have not yet been issued for survey or clearance of cluster munition-contaminated areas, tasking for release of mined areas has been working well and has demonstrated SEMA's capability to manage and issue tasks effectively.⁶⁶

⁵⁵ Email from Noor Zangana, GICHD, 6 May 2022.

⁵⁶ Email from Clemence Nyamandi, UNMAS, 30 May 2023.

⁵⁷ Ibid.

⁵⁸ Email from Liberty T. Hombe, NPA, 24 March 2023.

⁵⁹ CCM Article 7 report (covering 2020 and 2021), Forms F and I.

⁶⁰ Emails from Abdulkadir Ibrahim Mohamed Hoshow, SEMA, 9 May 2019; and Claus Nielsen, NPA, 13 April 2019.

⁶¹ Email from Claus Nielsen, NPA, 26 May 2021.

⁶² CCM Article 7 report (covering 2020 and 2021), Form A.

⁶³ Ibid., Form F.

⁶⁴ Anti-Personnel Mine Ban Convention, “Somalia”, accessed 22 July 2023 at: <https://bit.ly/3rHSaB0>.

⁶⁵ Action Plan for Article 5 Implementation, October 2022–October 2027, 30 April 2023, p. 14.

⁶⁶ Email from Rob Syfret, HALO, 1 June 2023.

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

UNMAS initially developed National Technical Standards and Guidelines (NTSGs) for Somalia in 2012–13.⁶⁷ The first edition of Somalia's NMAS was subsequently published on August 1, 2018. The NMAS are split into four parts covering Land Release, Information Management (IMSMA), Mine Risk Education (MRE), and Quality Assurance. Somalia stated that the NMAS were based on the International Mine Action Standards (IMAS) and, where necessary, had "been enhanced to provide the most appropriate level of safety required for humanitarian mine action operations in the context of Somalia."⁶⁸ The NMAS were reviewed in 2021, with full approval expected that year.⁶⁹ In June 2023, Somalia reported that progress on the review of the NMAS had been delayed due to a lack of funding to conduct stakeholder meetings to discuss and agree the standards; the level of political unrest in Somalia; and a lack of international technical experts to

assist in reviewing the standards.⁷⁰ No date was provided for when the review may take place.

UNMAS notes that the revised draft NMAS are sufficient to serve as a guide for the standard operating procedures (SOPs) in implementing partners to deal with legacy contamination, subject to any amendments that may be made during government review and approval.⁷¹ HALO, however, notes that, while the NMAS do not currently impede land-based surveys, they need to be adapted to support implementation in the context of local threat levels.⁷²

As indicated by the lack of any land release of cluster munition-contaminated areas in recent years, Somalia has extremely limited capacity for survey and clearance of CMR, with no national capacity in place and limited capacity from international humanitarian operators.

OPERATORS AND OPERATIONAL TOOLS

In 2022, HALO, conducted operations in Somalia, including separate operations in Somaliland. HALO deployed capacity for release of landmine-affected areas only. UNMAS-contracted commercial clearance company, Ukroboronservice, deployed teams for clearance of

landmines and other explosive threats⁷³ and was expected to remain operational under UNMAS contracts until 2024.⁷⁴ UNMAS also deployed two EOD teams, totalling fourteen personnel.⁷⁵ NPA conducted NTS in 2022, but only of mined areas.⁷⁶

Table 2: Operational mine clearance and battle area clearance (BAC) capacities deployed in 2022⁷⁷

Operator	Manual teams	Mechanical teams	Total deminers*	Dogs and handlers	Mechanical assets/machines**	Comments
Ukroboronservice (UNMAS)	4	0	48	0	0	Decrease on 6 teams of 120 deminers in 2021, conducting technical survey (TS), BAC, and mine clearance. Deployed for mined areas only in 2022. Also deployed 2 Quick Response EOD teams of 18 personnel, able to respond to CMR.
HALO Somalia	18	0	144	0	0	Conduct mine clearance and TS. Decrease on 20 teams totalling 190 deminers deployed in 2021 for mine clearance and limited BAC. Deployed teams in mined areas only in 2022.
HALO Somaliland	32	3	283	0	3	Conduct mine clearance and TS. 283 deminers includes 24 mechanical teams personnel. Similar capacity to 35 teams of 289 personnel in 2021. Deployed teams in mined areas only in 2022.
Totals	54	3	475	0	3	

* Excluding team leaders, medics, and drivers. ** Excluding vegetation cutters and sifters

67 Email from Terje Eldøen, NPA, 5 June 2016; and response to questionnaire by Mohamed Abdulkadir Ahmed, SEMA, 19 June 2015.

68 Revised APMBC Article 5 deadline Extension Request, September 2021, p. 38.

69 Ibid.

70 Action Plan for Article 5 Implementation, October 2022–October 2027, 30 April 2023, p. 10.

71 Email from Clemence Nyamandi, UNMAS, 30 May 2023.

72 Email from Rob Syfret, HALO, 1 June 2023.

73 Email from Clemence Nyamandi, UNMAS, 17 May 2023.

74 Revised APMBC Article 5 Extension Request, September 2021, p. 13.

75 Email from Clemence Nyamandi, UNMAS, 30 May 2023.

76 Danish Demining Group (DDG, now Danish Refugee Council Humanitarian Disarmament and Peacebuilding (DRC)) and Mines Advisory Group (MAG) continued to operate in Somalia and Somaliland in 2021, but did not carry out demining.

77 Emails from Clemence Nyamandi, UNMAS, 17 March 2022 and 30 May and 8 June 2023; Daniel Redelinghuys, HALO, 29 May 2022; and Rob Syfret, HALO, 16 May and 1 June 2023; and telephone interview with Rob Syfret, HALO, 10 July 2023.

Table 3: Operational NTS and TS capacities deployed in Somalia in 2022⁷⁸

Operator	NTS/TS teams	Total NTS/TS personnel*	Comments
Ukroboronservice (UNMAS)	4	16	Decrease on 6 teams of 18 personnel conducting NTS and TS in 2021. Deployed for survey of mined areas only in both 2021 and 2022.
HALO Somalia	4	16	Same NTS capacity as deployed in 2021. NTS teams conduct Community Liaison and NTS. Increased to 6 teams totalling 24 personnel from November 2022. Deployed for survey of mined areas only in 2022.
HALO Somaliland	2	4	Decrease on 2 NTS teams of 8 personnel in 2021. Deployed for NTS of mined areas only. TS personnel included in Table 2.
NPA	5	10	Deployed for NTS of mined areas only.
Totals	15	46	

* Excluding team leaders, medics, drivers, etc.

In 2022, HALO Somalia reduced the already limited capacity previously deployed for battle area clearance (BAC) to zero, focussing entirely on release of landmine-affected areas. This shift begun in 2021, when improved security conditions enabled access for manual mine clearance along the Ethiopian border. Having increased survey and clearance personnel in 2021 compared to 2020, HALO Somalia expected capacity to increase again in 2022, but in fact experienced a decrease of two combined technical survey (TS) and clearance teams during 2022.⁷⁹ UNMAS did not see any significant change in capacity in 2022 compared to 2021 and expected to introduce four new NTS teams in 2023. UNMAS confirms that this additional NTS capacity will be deployed for survey of cluster munition-contaminated areas.⁸⁰

Somalia did not report the introduction of any specific tools for CMR survey or clearance in 2022.

LAND RELEASE OUTPUTS AND ARTICLE 4 COMPLIANCE

LAND RELEASE OUTPUTS IN 2022

Somalia did not release any CMR-contaminated areas through survey or clearance in 2022. No new discoveries of submunitions were recorded and no new areas of CMR contamination were added to the national database in 2022.⁸¹

SURVEY IN 2022

No CMR-contaminated areas were released through non-technical or technical survey in Somalia in 2022⁸² as was also the case previously in 2021 and 2020.⁸³

CLEARANCE IN 2022

No CMR-contaminated areas were released through clearance in Somalia in 2022⁸⁴ as was the case previously in 2021 and 2020.⁸⁵ In 2021, HALO found two submunitions during BAC operations.⁸⁶

⁷⁸ Emails from Clemence Nyamandi, UNMAS, 17 March 2022 and 30 May 2023; Tobias Hewitt, HALO, 21 May 2022; Liberty T. Hombe, NPA, 24 March 2023; and Rob Syfret, HALO, 16 May 2023; and telephone interview with Rob Syfret, HALO, 10 July 2023.

⁷⁹ Email from Rob Syfret, HALO, 7 July 2023.

⁸⁰ Emails from Clemence Nyamandi, UNMAS, 17 March and 20 June 2022.

⁸¹ Emails from Clemence Nyamandi, UNMAS, 17 May 2023; and Rob Syfret, HALO, 1 June 2023.

⁸² Ibid.

⁸³ CCM Article 7 report (covering 2020 and 2021), Form F.

⁸⁴ Emails from Clemence Nyamandi, UNMAS, 17 May 2023; and Rob Syfret, HALO, 1 June 2023.

⁸⁵ CCM Article 7 report (covering 2020 and 2021), Form F.

⁸⁶ Email from Daniel Redelinghuys, HALO, 29 May 2022.

ARTICLE 4 DEADLINE AND COMPLIANCE



Under Article 4 of the CCM, Somalia is required to destroy all CMR in areas under its jurisdiction or control as soon as possible, but not later than 1 March 2026.

Somalia is not on track to meet its Article 4 deadline and its continued inaction places it at risk of non-compliance. Somalia faces significant challenges to improving the overall effectiveness of its national mine action programme. While Somalia states that its national mine action strategy has been updated since the previous strategy expired in 2020, it is still pending approval from the Ministry of Internal Security. Added to this, the Somalia Federal Parliament has yet to formally approve Somalia's mine action legislation⁸⁷ or consistently contribute to SEMA's operating costs, providing only "in-kind support" to SEMA for mine action during 2020 and 2021.⁸⁸ Without these legislative and national strategic matters resolved it is difficult to see how sufficient national resources will be allocated, in conjunction with international support, to meet Somalia's 2026 deadline.

In 2019, SEMA informed Mine Action Review that the key challenges which could prevent Somalia from meeting its 2026 deadline, based on capacity at the time, were a lack of funding and the fact that Somalia had not conducted a general survey to build a comprehensive picture of remaining CMR contamination.⁸⁹ These challenges remained in 2022, when SEMA described the lack of funding as a "serious concern"⁹⁰ and remain still in 2023, with no indication that increased funding is forthcoming and no national survey plan for CMR yet in place.

HALO echoed SEMA's concerns in 2021, stating that survey is far from complete due to limited access and ongoing active conflict.⁹¹ In 2021, NPA felt it still remained possible for Somalia to meet its Article 4 obligations in time, as contamination from CMR is believed to be relatively low

and manageable. Success, NPA suggested, is dependent on prioritisation from SEMA and requesting support from operators.⁹²

Insecurity continued to present a barrier to survey and clearance throughout 2022 as it did the previous year, giving rise to challenges of access as well as security of personnel and equipment.⁹³ In November 2022, SEMA reiterated that Somalia's mine action programme still faces "security and political challenges"⁹⁴ and, in Somalia's most recent CCM Article 7 Report, it was stated that international cooperation and assistance is needed to deal with the lack of security, which continues to impede access to CMR-affected areas.⁹⁵

Somalia has stated its intention to draft a countrywide survey plan for CMR in 2023.⁹⁶ However, this seems ambitious given the continued lack of national and international funding and persistent insecurity in some parts of the country. This is a serious concern given that establishing a baseline of contamination will be critical in determining whether Somalia can meet its 2026 deadline.

Table 4: Five-year summary of CMR clearance

Year	Area cleared (km ²)
2022	0
2021	0
2020	0
2019	0
2018	0
Total	0

PLANNING FOR MANAGEMENT OF RESIDUAL CONTAMINATION

NPA reports that, in Puntland in 2022, it integrated police personnel into NTS and EOD activities in an effort to build capacity for dealing with residual contamination upon completion of clearance.⁹⁷ Somalia has not reported on any other plans for establishing a sustainable national capacity to address residual risks posed by CMR discovered post-completion (i.e. residual capacity).

⁸⁷ CCM Article 7 report (covering 2020 and 2021), Form A.

⁸⁸ Ibid., Form I.

⁸⁹ Email from Abdulkadir Ibrahim Mohamed Hoshaw, SEMA, 9 May 2019.

⁹⁰ Presentation by Dahir Abdirahman Abdulle, SEMA, APMBC Intersessional meetings, Geneva, 22 June 2022.

⁹¹ Email from Abdullah Alkhasawneh, HALO, 14 June 2021.

⁹² Email from Claus Nielsen, NPA, 26 May 2021.

⁹³ Email from Clemence Nyamandi, UNMAS, 30 May 2023.

⁹⁴ Statement of Somalia on Clearance, APMBC Twentieth Meeting of States Parties, Geneva, 21–25 November 2022, p. 4.

⁹⁵ CCM Article 7 report (covering 2020 and 2021), Form I.

⁹⁶ Ibid., Form F.

⁹⁷ Email from Liberty T. Hombe, NPA, 24 March 2023.