

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

KEY DATA

CLUSTER MUNITION CONTAMINATION: LIGHT

MINE ACTION REVIEW ESTIMATE

LESS THAN 5 km²

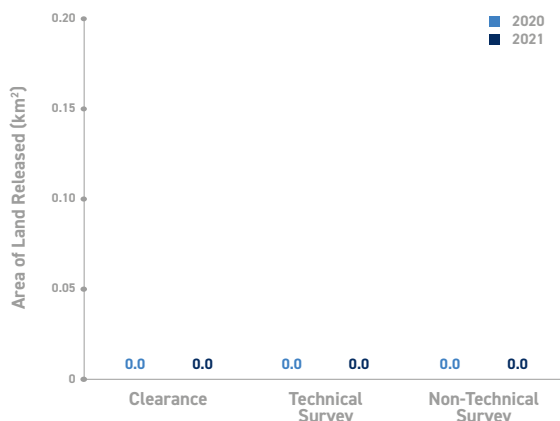
SUBMUNITION
CLEARANCE IN 2021

0 km²

SUBMUNITIONS
DESTROYED IN 2021

2

LAND RELEASE OUTPUT



KEY DEVELOPMENTS

No overview of the extent of contamination from cluster munition remnants (CMR) exists as no baseline survey has been conducted. Somalia also has no plan for implementing its obligations under Article 4 of the Convention on Cluster Munitions (CCM). There is a continued lack of formal recognition of the Somali Explosive Management Authority (SEMA) in domestic law and a major obstacle to mine action operations is SEMA's limited ability to access State funding and cover its costs. Two submunitions were found and destroyed during battle area clearance (BAC) in 2021. Somalia is not on track to meet its Article 4 deadline and the continued inaction of Somalia in relation to its Article 4 obligations puts it at risk of non-compliance.

RECOMMENDATIONS FOR ACTION

- Somalia should ensure timely survey and clearance of CMR in accordance with its CCM obligations, alongside efforts to address mines and explosive remnants of war (ERW) other than CMR.
- Somalia should elaborate a plan for Article 4 implementation, including determining a comprehensive baseline of CMR contamination.
- SEMA's status within the Federal Government of Somalia should be officially recognised in law and national resources budgeted annually for its operating costs.
- Operators should comply with the accreditation requirements set by SEMA as the de facto national authority.
- Continued efforts should be undertaken to support SEMA to manage the Information Management System for Mine Action (IMSMA) database. Regular updates from the database should be shared with all implementing partners.
- Somalia should elaborate a new National Mine Action Strategic Plan, updating the National Mine Action Strategic Plan 2018–2020.
- Somalia should develop a resource mobilisation strategy for national and international funding, as indicated in its Article 5 deadline extension request, and initiate dialogue with development partners on long-term support for mine action, including to address CMR.

ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

Criterion	Score (2021)	Score (2020)	Performance Commentary
UNDERSTANDING OF CMR CONTAMINATION (20% of overall score)	3	3	No baseline of CMR contamination has been established. A pilot non-technical survey was planned for 2021, but it is unclear whether this included CMR.
NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT (10% of overall score)	4	4	SEMA continued to receive capacity development support during 2021. 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. 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. 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 when considering diversity. SEMA has not reported on any additional progress on this issue in 2021.
INFORMATION MANAGEMENT AND REPORTING (10% of overall score)	4	5	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. As at June 2022, Somalia had not submitted its Article 7 report covering 2020 or 2021.
PLANNING AND TASKING (10% of overall score)	5	5	Somalia's National Mine Action Strategic Plan 2018–2020 was approved in 2020 and extended for one year to allow SEMA sufficient time to develop a new strategy but as at June 2022, SEMA had not reported on whether a new strategy has been developed. The current strategic plan does not contain any specific provisions of 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 process to revise Somalia's National Technical Standards and Guidelines was due to be completed in 2019 but was still awaiting approval as of writing. Existing standards are not deemed to meet the mine action requirements for Somalia.
LAND RELEASE OUTPUTS AND ARTICLE 4 COMPLIANCE (20% of overall score)	2	2	No CMR-contaminated area was surveyed in 2021 but two submunitions were found and destroyed during BAC operations. Somalia is not currently on track to meet its Article 4 deadline of 2026.
Average Score	3.8	3.9	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) NGO consortium

INTERNATIONAL OPERATORS

- The HALO Trust
- Norwegian People's Aid (NPA)
- Ukroboronservice
- Danish Refugee Council Humanitarian Disarmament and Peacebuilding sector (formerly known as Danish Demining Group (DDG))

OTHER ACTORS

- United Nations Mine Action Service (UNMAS)
- United Nations Development Programme (UNDP)

UNDERSTANDING OF CMR CONTAMINATION

The extent of CMR contamination in Somalia is unknown.¹ However, according to SEMA, CMR are suspected to remain in areas along the border with Kenya, in the north of Jubaland state. It reported that in the old version of the national database managed by the United Nations Mine Action Service (UNMAS), five areas suspected to contain CMR contamination were recorded in Jubaland and that verification of this information was "ongoing".² No further survey of CMR-contaminated areas has been possible in recent years, primarily due to lack of funding, according to SEMA.³

According to the 2021 Article 5 deadline extension request under the Anti-Personnel Mine Ban Convention (APMBC) a nationwide non-technical survey is planned to be conducted between October 2022 and October 2027.⁴ There is no mention of CMR contamination in this plan. Norwegian People's Aid (NPA), funded by the UN Development Programme (UNDP) and the Norwegian Ministry of Foreign Affairs, has completed non-technical survey of mine contamination in the border district of Burtinle in Puntland. NPA has committed to complete non-technical survey across the whole of the Puntland state by the end of the year.⁵

In 2013, dozens of PTAB-2.5M submunitions and several AO-1-SCh submunitions were found within a 30km radius of the town of Dolow on the Somali-Ethiopian border in south-central Somalia.⁶ CMR were also identified around the town of Galdogob in the north-central Mudug province of Puntland, further north on the border with Ethiopia.⁷ More contamination was expected to be found in the Lower and Upper Juba regions of south-central Somalia.⁸

Submunitions have been sporadically found in previous years, including in 2017 when UNMAS reported that it was shown two photos of the body of a BL755 submunition being used in what it assessed to be an improvised explosive device (IED) in Kismayo, Lower Juba region.⁹ Three reports of CMR were made in 2016:

several BL755 submunitions were reportedly found near Bu'ale, Middle Juba region in January, which were claimed by Somali media to have been recently used; a modified BL755 submunition was found in Bardera (Baardheere), Gedo region in March; and one PTAB-2.5M submunition was reportedly found in Dinsoor, Bay region in September.¹⁰

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.¹¹ 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.¹² 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.¹³ 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 IEDs.¹⁴

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".¹⁵ There is no reported CMR contamination in Somaliland.

OTHER EXPLOSIVE REMNANTS OF WAR AND LANDMINES

Somalia is contaminated with ERW other than CMR, primarily as a result of conflict between 1990 and 2012. Contamination exists across four major regions: south-central Somalia (including Mogadishu); Jubaland (a Federal State in southern Somalia, bordering Kenya); Puntland (a semi-autonomous administration in the north-east); and Somaliland (a self-proclaimed, though generally unrecognised, state that operates autonomously in the north-west). Landmines along the border with Ethiopia, mainly as a result of legacy minefields, also exist in south-central Somalia. Contamination in Somaliland consists of mines and ERW (see Mine Action Review's *Clearing the Mines* report on Somalia and Somaliland for further information of the mine problem).¹⁶

1 Email from Claus Nielsen, Country Director, Norwegian People's Aid (NPA), 26 May 2021.

2 CCM Article 7 Report (covering 2019), Form F.

3 Ibid.

4 Revised APMBC Article 5 deadline extension request, September 2021, p. 58.

5 Emails from Robert Iga Afedra, Country Director, NPA, 1 and 10 June 2022.

6 Emails from Mohamed Abdulkadir Ahmed, Director, SEMA, 14 June 2016; and Mohammad Sediq Rashid, Project Manager, UNMAS Somalia, 8 June 2017. UNMAS reported in June 2017 that these items had all been cleared.

7 Response to questionnaire by Mohamed Abdulkadir Ahmed, SEMA, 19 June 2015.

8 Presentation by Mohamed Abdulkadir Ahmed, National Director, Somali National Mine Action Authority (SNMAA), "Somalia Weapons Contamination: Addressing Key Challenges to Meeting Clearance Deadlines under the Mine Ban Convention and Convention on Cluster Munitions", African Union and International Committee of the Red Cross (ICRC) workshop, Addis Ababa, 5 March 2013.

9 Emails from Ghirmay Kiros, Explosive Threat Mitigation Operations Officer, UNMAS, 27 June and 29 June 2018.

10 Ibid.

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

12 Ibid.

13 "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.

14 Ibid.

15 Ibid.

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 (FMS): the Galmudug State Office, Hirshabelle State Office, Jubaland State Office, Puntland State Office, and South West State Office.¹⁸ Under each of the five states is an independent consortium of national non-governmental organisations (NGOs) implementing mine action activities.

SEMA was established in 2013 as the mine action centre and serves as the de facto mine action authority for Somalia, replacing the Somalia National Mine Action Authority (SNMAA) created two years earlier.¹⁹ SEMA's aim was to assume full responsibility for all explosive hazard coordination, regulation, and management by December 2015.²⁰ However, SEMA's legislative framework was not approved by the Federal Parliament in 2016 as expected, and progress was further stalled by elections in February 2017 that resulted in a period of government paralysis.²¹ Due to this lack of parliamentary approval, SEMA has not received funding from the Federal Government of Somalia since the expiry of its grant in 2015.²² Salaries at SEMA were covered by NPA from 2015 to March 2021.²³ UNMAS was supporting SEMA state offices with operational incentives from January to December 2021.²⁴ UNDP supported SEMA with two months of stipends for staff from January 2022.²⁵

The Government of Somalia does not provide any national funding for survey or clearance.²⁶ However, the Ministry of Defence in Somaliland provides a financial allocation to two manual clearance teams totalling 18 personnel.²⁷

In its revised APMBC Article 5 deadline extension request, Somalia reported that SEMA expects to receive parliamentary approval in 2022 but, as at June 2022, this has yet to happen.²⁸

UNMAS, the Geneva International Centre for Humanitarian Demining (GICHD), The HALO Trust, and NPA all provided

capacity development support to SEMA during 2021.

UNMAS provided technical and financial support to SEMA to participate in national and international advocacy forums; information management capacity support; "extensive" technical support for the Somalia's APMBC Article 5 deadline extension request; and training in Gender and Diversity in Mine Action.²⁹

In 2021, SEMA was one of the attendees at online activities by the GICHD, conducted remotely due to the restrictions related to COVID-19. These activities included workshops and webinars on national mine action standards, mine action operations, information management, and gender and diversity. In addition, SEMA received in-person training on the gender focal point capacity development programme, which aims to improve gender and diversity mainstreaming in mine action operations and employment policies.³⁰

In 2021 and early 2022, the HALO Trust provided support to SEMA on information management, geographic information systems (GIS), and quality management.³¹ NPA is providing support to the Puntland State Office on information management until 2023.³²

UNDP launched a capacity development project in January 2022 with funding allocated to NPA to conduct non-technical survey in Puntland state and provide information management capacity building to SEMA and Puntland State Office; to the HALO Trust to provide capacity development support to SEMA on technical survey and land release; and for IT equipment and a vehicle provided directly to SEMA.³³

SEMA recommends that, together with operators, it should establish a comprehensive capacity development framework for Somalia.³⁴ SEMA also believes that capacity-building support for mine action in Somalia is "crucial" to land release efforts, including in areas such as coordination and management, and has appealed to the international community for technical support.³⁵ UNMAS has pledged, in line with Somalia's Article 5 Extension, to collaborate with SEMA in the development of an Action Plan that will map capacity building of the national authority and prioritisation of land release activities during the extension period. Discussions on this were said to be ongoing as of July 2022.³⁶

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

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

19 Interview with Mohamed Abdulkadir Ahmed, SEMA, in Geneva, 9 April 2014; and email from Kjell Ivar Breili, UNMAS, 12 July 2015.

20 Response to questionnaire by Mohamed Abdulkadir Ahmed, SEMA, 19 June 2015.

21 Emails from Mohamed Abdulkadir Ahmed, SEMA, 14 June 2016; and Hilde Jørgensen, NPA, 3 May 2017.

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

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

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 Daniel Redelinghuys, Country Director, HALO Trust, 29 May 2022.

27 Email from Tobias Hewitt, Programme Manager – Somaliland, HALO Trust, 21 May 2022.

28 Revised APMBC Article 5 deadline extension request, September 2021, p. 61.

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

30 Emails from Noor Zangana, Advisor, Information Management Capacity Development, GICHD, 6 May and 16 June 2022.

31 Email from Daniel Redelinghuys, HALO Trust, 29 May 2022.

32 Email from Robert Iga Afedra, NPA, 12 March 2022.

33 Emails from Helen Olafsdottir, UNDP, 7 June 2022; and Robert Iga Afedra, NPA, 10 June 2022.

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

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

36 Email from Clemence Nyamandi, UNMAS, 5 July 2022.

SEMA began conducting quarterly meetings with all mine action implementing partners in 2018, with a focus on monitoring of operations.³⁷ However, SEMA has raised concerns about the level of coordination by the operators, on issues such as tasking and prioritisation, and SEMA does not believe that operators fully adhere to it as the national authority.³⁸ In turn, operators have reported that coordination remains ineffective due to the status of SEMA.³⁹

In 2021, Somalia submitted its APMBC Article 5 deadline extension request in which SEMA stated that it planned to convene regular technical meetings with operators as well as broader national level meetings.⁴⁰

ENVIRONMENTAL POLICIES AND ACTION

A section on environmental management is contained within Somalia's national mine action standards, however, as at June 2022, they were still awaiting approval.⁴¹

UNMAS, NPA, and the HALO Trust all reported that they have an environmental policy in place.⁴² In 2021, UNMAS adopted the HSSE (Health, Safety, Social and Environment) standards for mine action sites, which is a social and environmental management plan for mine action operational sites. This, along with UNMAS's health and safety plan for mine action sites, make up the two plans needed for operational compliance with their HSSE obligations. The HSSE standards cover the following major areas:

- Waste Management
- Site specific social/environmental risk assessment
- Social and Environmental Quality Assurance; and
- Contractor Monthly Reporting.⁴³

All UNMAS tasks are preceded by a comprehensive situational analysis report on the various security and environmental factors surrounding the specific task site. These are then reviewed by the UNMAS project team, along with UNMAS Security and senior management if required, for mitigation where necessary and for an alternative task site selection if the situation is untenable.⁴⁴ The HALO Trust mitigates the environmental impact of clearance by removing the minimum vegetation necessary to conduct safe demining in Somalia, recognising that most of the mined land in Somalia is located along the Ethiopian border where most livelihoods are dependent upon grazing lands for animals and where drought is extremely common.⁴⁵

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.⁴⁶ In 2021, SEMA reported that the Puntland State Office coordinated mine action under SEMA, working with its international partner, NPA.⁴⁷

In 2021, NPA relocated its main country office from Mogadishu to Puntland so it could be closer to its operations. SEMA stated that this move was done without permission from SEMA.⁴⁸ A decision was taken in August 2021 to re-focus

NPA operations on non-technical survey of Puntland as the amount of contamination found during land release to date has been consistently low and it was deemed a better use of resources to define existing hazardous areas with the intention of cancelling areas without contamination before any further clearance takes place. It was expected that non-technical survey would be completed by the end of 2022. NPA will solely focus its land release activities on completion within Puntland state for the foreseeable future while maintaining a lean coordination office in Mogadishu to support its crisis preparedness and protection (CPP) project and provide capacity development support to SEMA.⁴⁹

37 Emails from Chris Pym, HALO Trust, 9 May 2019; and Claus Nielsen, NPA, 13 April 2019.

38 Email from Dahir Abdirahman Abdulle, SEMA, 3 July 2021.

39 Email from Robert Iga Afedra, NPA, 12 March 2022.

40 Revised APMBC Article 5 deadline extension request, September 2021, p. 52.

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

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

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

44 Ibid.

45 Email from Daniel Redelinghuys, HALO Trust, 29 May 2022.

46 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.

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

48 Email from Dahir Abdirahman Abdulle, SEMA, 17 June 2022.

49 Email from Robert Iga Afedra, NPA, 12 March 2022.

SOMALILAND

As part of a larger process of government reform in early 2018, SMAC, which was 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.⁵⁰ It was then renamed the Mine Action Department in January 2019.⁵¹

In Somaliland, The HALO Trust, working in collaboration with the government and through Swiss consulting firm, Small Arms Survey, is developing a National Action Plan to include a comprehensive plan for Explosives Hazards Management. This is expected to be completed by mid-2022 and will be a five year plan.⁵²

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". The National Mine Action Strategic Plan stipulates that the mine action programme must reflect gender objectives and ensure the specific needs of women, girls, boys, and men are taken into account, including through delivery of gender-equality programming and adoption of a gender-sensitive approach by consortia and implementing partners. The Plan also recognises the importance of conducting context analyses in areas of mine action operations to clarify important gender and diversity issues, such as clan affiliation, movement patterns of local populations, and barriers to participation for different gender and age groups.⁵³ SEMA reported that gender and diversity have also been integrated into the national mine action standards.⁵⁴

In May 2019, SEMA informed Mine Action Review that it does not have an internal gender or diversity policy or implementation plan. It acknowledged that this was "unfortunate", and pledged that it would strive for gender balance in the future, by ensuring equal employment opportunities for qualified men and women.⁵⁵ In Somalia's revised APMBC Article 5 deadline extension request it is planned that a gender policy for mine action will be developed by October 2022.⁵⁶

SEMA also reported that within the federal State national mine action NGO consortia, there was a large focus on gender in survey and community liaison teams to ensure the inclusive participation of all affected groups, including women and children.⁵⁷ Operators are working towards gender-balanced survey and clearance teams. This is a challenge in Somalia as a traditionally patriarchal society

where women are not usually encouraged to engage in physical work or to assume leadership roles.⁵⁸ 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,⁵⁹ although it is unclear how gender is being taken into account.

All operators confirmed that clan affiliation was also an important consideration when recruiting and deploying operational staff. It is important that the hiring process includes people from across the different clan and ethnic groups to ensure diversity and that there is sensitivity to this when teams are deployed.⁶⁰ Employing more women typically enables operators to access all strata of Somali society to gain information and consider the views of all relevant groups.⁶¹ In Somaliland, 35% of the population are nomadic pastoralists, with many transiting between Somaliland and Ethiopia. HALO in Somaliland ensures that it employs survey staff from both a rural and urban background, and from various regions in Somaliland, to ensure that there is a strong understanding of all sections of Somaliland society.⁶²

In 2021, 39% of NPA's total workforce were women with 4% of managerial/supervisory roles held by women and 12% of operational roles. NPA has four women embedded within its non-technical survey teams, two of which have been seconded from the police force.⁶³

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. However, UNMAS acknowledges that this target is difficult to achieve due to Somalia's traditional patriarchal society where women are not in a position to participate in manual demining. This challenge notwithstanding, the proportion of women among all recruited teams by UNMAS implementing partners was up

50 Email from Chris Pym, HALO Trust, 9 May 2019.

51 Email from Chris Pym, HALO Trust, 2 June 2019.

52 Email from Tobias Hewitt, HALO Trust, 26 June 2022.

53 SEMA, "Somalia National Strategic Plan, 2019", pp. 21–22.

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

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

56 Revised APMBC Article 5 deadline extension request, September 2021, p. 50.

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

58 Email from Lawrie Clapton, HALO Trust, 14 June 2020.

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

60 Emails from Mustafa Bawar, UNMAS, 17 March 2020; Claus Nielsen, NPA, 14 April 2020; and Lawrie Clapton, HALO Trust, 14 June 2020.

61 Email from Lawrie Clapton, HALO Trust, 14 June 2020.

62 Ibid.

63 Email from Robert Iga Afedra, NPA, 12 March 2022.

to 15% with up to 35% youth recruitment. In 2021, 42% of all UNMAS Somalia personnel overall were women with 20% of all managerial/supervisory positions held by women and in operational positions 22% of employees were women.⁶⁴

Since 2020, HALO Somaliland has been making an active effort to recruit women to its demining teams and in support of these efforts has worked with local communities to increase acceptance of women working as deminers which could take them away from their communities and families. Additionally, to promote retention of female

recruits, HALO Somaliland has implemented 20-weeks maternity leave, a childcare stipend for mothers of children up to two years old, provided yearly medical check-ups and made available hygiene kits in camps. Overall, 10% of HALO Somaliland staff are female with four women in managerial/supervisory positions and 40 women in operations positions.⁶⁵ In HALO Somalia, 23% of all employees are women, filling 14% of managerial/supervisory positions and 18% of operations positions.⁶⁶ In SEMA, 17% of the workforce in 2021 were female.⁶⁷

INFORMATION MANAGEMENT AND REPORTING

In 2017, ownership of the national IMSMA database was fully transferred from UNMAS to SEMA, with support and capacity-building from NPA.⁶⁸ Under the database reporting formats, CMR are recorded separately from other types of ERW.⁶⁹ SEMA received technical advisory support on information management from the GICHD and UNMAS during 2021 with UNMAS supporting SEMA with the recruitment of an Information Management Assistant in September 2021 and providing IMSMA training to the IM assistant. UNMAS will also be providing IT equipment to SEMA which was expected to be delivered in 2022.⁷⁰ The HALO Trust provided training for SEMA personnel on IMSMA and database quality control to improve the quality of data in the mine action database. The HALO Trust will continue to work with SEMA in 2022 on database information quality and information sharing.⁷¹

SEMA decided to upgrade its database to IMSMA Core starting in 2022 but the data within the database are considered to be of poor quality, which leads to issues with reporting. Although data collection forms have been introduced there is no sustainable process of entering the data into their information management system.⁷²

SEMA states that, working with international partners, it has made significant progress towards elaborating an accurate picture of existing contamination through data consolidation and confirms they will continue to work on this with partners. SEMA has also restated its intention to migrate data to IMSMA Core to improve operations, planning and survey capabilities.⁷³ The implementation of IMSMA Core began in July 2022, while a work plan and timeline for completion was being finalised.⁷⁴

In 2021, NPA established an IMSMA database for the Puntland State Office and provided training on information management to its staff. It is expected that this will improve information sharing of mine action data between the Puntland authorities and SEMA. NPA has fully synchronised its land release, risk education, and survey assessment data for Puntland state with the IMSMA database at the Puntland State Office. Once the non-technical survey of Puntland state is completed this will also be updated in the IMSMA database so that baseline contamination data are accurate and available for planning.⁷⁵

The Mine Action Department, the mine action authority in Somaliland, manages a separate IMSMA database. The HALO Trust stated that its data undergo monthly QA before being reported to the Mine Action Department, which uploads it onto the central database. In Somaliland, HALO creates its own data collection forms, which it says ensure accurate collection of data by its survey teams.⁷⁶

Somalia's national mine action strategic plan stipulates the submission of annual transparency reports for the CCM, along with those under the APMBC. In October 2019, Somalia submitted its first CCM Article 7 transparency report, which included the limited information available on the extent of CMR contamination. In mid-September 2020, Somalia submitted its Article 7 report covering 2019, reporting no survey and clearance during the year. In April 2021, Somalia submitted its APMBC Article 5 deadline extension request followed by a revised request in September but there was no mention of CMR contamination, survey, or clearance in the request. As at June 2022, Somalia had still to submit its CCM Article 7 reports covering 2020 and 2021.

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

65 Email from Tobias Hewitt, HALO Trust, 21 May 2022.

66 Email from Daniel Redelinghuys, HALO Trust, 29 May 2022.

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

68 Email from Claus Nielsen, NPA, 22 March 2018.

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

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

71 Email from Daniel Redelinghuys, HALO Trust, 29 May 2022.

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

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

74 Email from GICHD, 12 July 2022.

75 Email from Robert Iga Afedra, NPA, 12 March 2022.

76 Email from Lawrie Clapton, HALO Trust, 14 June 2020.

PLANNING AND TASKING

Somalia's National Mine Action Strategic Plan 2018–2020 was developed with input from SEMA, UNMAS, international operators, national NGO consortia, and international institutions in late 2017.⁷⁷ The strategic plan finally received approval from the Somali Minister of Internal Security at the end of 2020 and has been extended for one year to provide SEMA with sufficient time for the development of a new strategy.⁷⁸ As at June 2022, SEMA has not reported on whether a new strategy has been developed.

The old plan focused on setting “achievable” goals over the three-year period. The strategy's five goals, identified by SEMA, were as follows:

- To enhance SEMA's ability to lead and enable effective and efficient mine action
- To develop the Somali mine action consortia into a wholly national mine action capacity
- To engage with stakeholders in order to understand, and better respond to, their mine action needs
- To achieve a mine-impact-free Somalia
- To comply with treaties binding Somalia on mines and other explosive threats.

The strategy noted Somalia's status as a State Party to the CCM and its reporting obligations and commits to complying with the Convention, but did not contain specific provisions on survey and clearance of CMR.

NPA supported SEMA with an implementation plan for 2021 for SEMA specific activities, an overall operational implementation plan was also discussed but due to time constraints was postponed until 2022.⁷⁹

SEMA intends to develop a National Clearance Work Plan in collaboration with partners by the end of 2022, in line with Somalia's APMBC Article 5 deadline extension request.⁸⁰ UNMAS is planning to collaborate with SEMA in the development of an action plan that will include prioritisation of land release activities during the extension period.⁸¹

NPA reported that in Puntland survey and clearance task dossiers are issued in a timely and effective manner.⁸² The HALO Trust reported an improvement in tasking in Somalia since the new Director of SEMA was appointed with the Authority becoming much more responsive to requests.⁸³ This remains an area needing further strengthening. According to UNMAS, there are no agreed prioritisation criteria and task dossiers are not issued in a timely and effective manner due to the limited capacity of the national mine action authority responsible for task issuance.⁸⁴ SEMA, however, expressed concern that operators task themselves without its agreement.⁸⁵ In Somalia's revised APMBC Article 5 deadline extension request it was planned that a clear tasking order request system would be developed and implemented by October 2022.⁸⁶

In Somaliland, The HALO Trust manages its own tasking and prioritisation.⁸⁷

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

There is no national mine action legislation in Somalia. UNMAS developed National Technical Standards and Guidelines (NTSGs) for Somalia in 2012–13.⁸⁸ SEMA conducted a review of the NTSGs in 2019 with technical support from NPA and in compliance with the International Mine Action Standards (IMAS). It was expected that the NTSGs would receive approval from the Ministry of Internal Security during 2021 but, as at June 2022, this had not yet happened.⁸⁹

OPERATORS AND OPERATIONAL TOOLS

In 2021, one international NGO, The HALO Trust, conducted operations, with battle area and mine clearance teams in Somalia and mine clearance teams in Somaliland. UNMAS-contracted commercial clearance company, Ukroboronservice, also had teams in operation. NPA also conducted clearance in 2021, but only of mined areas.⁹⁰

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

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

79 Skype interview with Claus Nielsen, NPA, 10 February 2020 and email from Claus Nielsen, NPA, 26 May 2021.

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

81 Email from Clemence Nyamandi, 5 July 2022.

82 Email from Claus Nielsen, NPA, 6 April 2021.

83 Email from Abdullah Alkhasawneh, HALO Trust, 16 May 2021.

84 Email from Mustafa Bawar, UNMAS, 4 April 2021.

85 Email from Dahir Abdirahman Abdulle, SEMA, 3 July 2021.

86 Revised APMBC Article 5 deadline extension request, September 2021, p. 53.

87 Email from Lawrie Clapton, HALO Trust, 14 June 2020.

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

89 Revised APMBC Article 5 deadline extension request, September 2021, p. 38.

90 DDG and MAG continued to operate in Somalia and Somaliland in 2021, but did not carry out demining.

Table 1: Operational mine and battle area clearance capacities deployed in 2021⁹¹

Operator	Manual teams	Total deminers*	Dogs and handlers	Machines**	Comments
Ukroboronservice (UNMAS)	6	120	0	0	Increase from 6 teams of 46 deminers in 2020 Conduct BAC and mine clearance
HALO Somalia	20	190	0	0	Increase from 20 teams of 169 deminers in 2020 Conduct BAC and mine clearance although increased focused on mine clearance in 2021
HALO Somaliland	32	289	0	3	Increase from 34 teams of 272 personnel in 2020 Conduct mine clearance
Totals	58	599	0	3	

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

UNMAS, through its implementing partner Ukroboronservice, deployed two quick reaction teams totalling ten personnel which conducted non-technical survey and technical survey and four teams of community liaison officers totalling eight people conducted non-technical survey.⁹² UNMAS increased its clearance capacity from 2020 to 2021 with the addition of two clearance teams with a total of 72 deminers deployed in Galmudug and Puntland states. In 2022, UNMAS expected capacity to decrease due to a reduction in funding.⁹³

In 2021, HALO Somalia increased its focus on manual mine clearance rather than BAC with improved security conditions enabling access for clearance along the Ethiopian border. There was an increase in survey and clearance personnel deployed from 2020 to 2021 due to increased funding with the amount of personnel also expected to increase in 2022. The HALO Trust reported no significant change in operational capacity in Somaliland between 2020 and 2021. As well as clearance teams, the HALO Trust also deployed two non-technical survey teams totalling ten personnel and 35 technical survey teams totalling 311 personnel.⁹⁴

LAND RELEASE OUTPUTS AND ARTICLE 4 COMPLIANCE

LAND RELEASE OUTPUTS IN 2021

In 2021, The HALO Trust found two submunitions during BAC operations.⁹⁵ In 2020, the HALO Trust found two submunitions in Bakol during BAC operations.⁹⁶ No other CMR survey or clearance took place during 2020 or 2021.

ARTICLE 4 DEADLINE AND COMPLIANCE

CCM ENTRY INTO FORCE FOR SOMALIA: 1 MARCH 2016
↓
ARTICLE 4 DEADLINE: 1 MARCH 2026
NOT ON TRACK TO MEET DEADLINE

⁹¹ Emails from Clemence Nyamandi, UNMAS, 17 March 2022; and Daniel Redelinghuys, HALO Trust, 29 May 2022.

⁹² Email from Clemence Nyamandi, UNMAS, 17 March 2022.

⁹³ Ibid.

⁹⁴ Email from Tobias Hewitt, HALO Trust, 21 May 2022.

⁹⁵ Email from Daniel Redelinghuys, HALO Trust, 29 May 2022.

⁹⁶ Email from Abdullah Alkhasawneh, HALO Trust, 14 June 2021.

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.

It is too soon to say whether Somalia will meet its Article 4 deadline though it is not currently on track to do so. In 2019, SEMA informed Mine Action Review that the key challenges which could prevent Somalia from meeting its 2026 deadline, based on current capacity, are a lack of funding and the fact that Somalia has not conducted a general survey to have a comprehensive picture of remaining CMR contamination.⁹⁷ These challenges remained in 2022, when SEMA described the lack of funding as a "serious concern", which could impede Somalia's ability "to make incremental progress towards clearance".⁹⁸

The HALO Trust echoed these concerns, stating that survey is far from complete due to limited access, combined with the fact that active conflict continues in the country.⁹⁹ At the same time, 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 is dependent on prioritisation from SEMA and that support is requested from operators.¹⁰⁰ In 2020, concerns were also expressed by UNMAS who believed it unlikely that Somalia would meet its Article 4 obligations due to lack of access, continued insecurity, and the lack of available resources to conduct survey and clearance.¹⁰¹

In 2021, insecurity in Somalia continued to impede both access to some contaminated areas, and the progress of ongoing clearance operations. In some areas, inter-clan clashes broke out, forcing clearance teams to temporarily retreat to safe locations.¹⁰² UNMAS, NPA, and the HALO Trust reported instances of demining equipment being confiscated by clan militia, a vehicle being hijacked and used as a battle wagon, and a member of staff being taken hostage along with demining equipment respectively.¹⁰³ In other locations, teams could not access task sites due to disagreements among the affected community regarding the benefits that could be derived from the clearance operations. Some areas are under the control of armed opposition groups, which means that where teams do have access an escort is required.¹⁰⁴

Table 2: Five-year summary of CMR clearance

Year	Area cleared (m ²)
2021	0
2020	0
2019	0
2018	0
2017	0
Total	0

PLANNING FOR MANAGEMENT OF RESIDUAL CONTAMINATION

Somalia has not reported on plans for establishing a sustainable national capacity to address residual risks posed by CMR discovered post completion (i.e. residual capacity).

97 Email from Abdulkadir Ibrahim Mohamed Hoshow, SEMA, 9 May 2019.
98 Presentation by Dahir Abdirahman Abdulle, SEMA, APMBC Intersessional meetings, Geneva, 22 June 2022.
99 Email from Abdullah Alkhasawneh, HALO Trust, 14 June 2021.
100 Email from Claus Nielsen, NPA, 26 May 2021.
101 Email from Mustafa Bawar, UNMAS, 23 August 2020.
102 Email from Clemence Nyamandi, UNMAS, 17 March 2022.
103 Ibid.; and emails from Robert Iga Afedra, NPA, 12 March 2022; and Daniel Redelinghuys, HALO Trust, 29 May 2022.
104 Email from Clemence Nyamandi, UNMAS, 17 March 2022.