

ARTICLE 4 DEADLINE: 1 SEPTEMBER 2023
UNCLEAR WHETHER ON TRACK TO MEET DEADLINE

KEY DATA

CLUSTER MUNITION CONTAMINATION: LIGHT

NATIONAL ESTIMATE

146,638_M²

SUBMUNITION CLEARANCE IN 2019

0.84_{KM}²

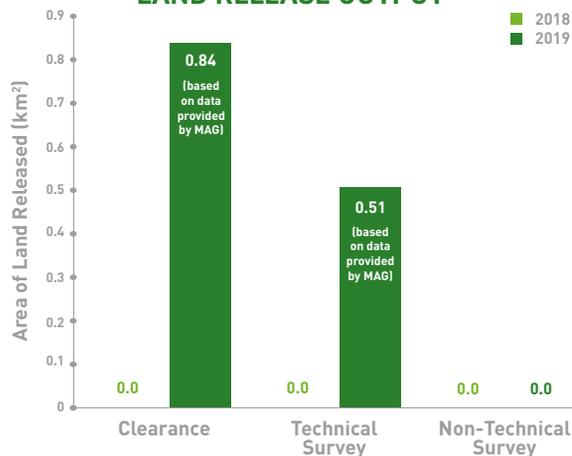
(BASED ON DATA PROVIDED BY MINES ADVISORY GROUP, MAG)

SUBMUNITIONS DESTROYED IN 2019

28

(BASED ON DATA PROVIDED BY MAG)

LAND RELEASE OUTPUT



KEY DEVELOPMENTS

Chad provided an estimate of the size of cluster munition-contaminated areas and reported the first clearance of land containing cluster munition remnants (CMR) in five years. The clearance was conducted by Mines Advisory Group (MAG) and Humanity and Inclusion (HI). European Union (EU) funding supported work by the Swiss Foundation for Mine Action (FSD) to clean up the national mine action database and improve reporting.

RECOMMENDATIONS FOR ACTION

- Chad should elaborate a completion strategy for Article 4 implementation, together with an annual work plan for the survey and clearance of remaining CMR-contaminated areas.
- Chad should introduce national standards specific to CMR survey and clearance.
- Chad's Ministry of Economy and Planning should develop a resource mobilisation strategy for the mine action sector.
- Chad's national mine action authority should disaggregate CMR from other explosive ordnance in reporting results of survey and clearance.

ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

Criterion	Score (2019)	Score (2018)	Performance Commentary
UNDERSTANDING OF CMR CONTAMINATION (20% of overall score)	4	3	Chad has for the first time reported the estimated extent of cluster munition-contaminated area. The basis for the estimate and the full extent of CMR contamination, however, remained unclear.
NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT (10% of overall score)	3	3	Chad's mine action authority coordinates the sector and carried out some restructuring to increase effectiveness in 2019 but government financial support is limited to paying staff salaries and some administrative costs while operations depend wholly on donor funding.
GENDER AND DIVERSITY (10% of overall score)	4	4	Gender issues do not appear in Chad's national plans but women are employed in a number of roles, including in managerial- and supervisory-level positions, though mainly in office support functions, risk education, and victim assistance.
INFORMATION MANAGEMENT AND REPORTING (10% of overall score)	5	3	The National Commission for Demining (HCND)'s mine action database has benefitted from FSD's support through extensive data clean-up and improvements to reporting forms but official data and reporting of CMR survey and clearance do not clearly distinguish between CMR and other ordnance. Chad has submitted Article 7 reports for each of the past five years.
PLANNING AND TASKING (10% of overall score)	3	3	Chad shows intent to tackle its explosive remnants of war (ERW) contamination, including CMR, but has not developed a strategy for fulfilling its Article 4 obligations.
LAND RELEASE SYSTEM (20% of overall score)	5	5	Chad has International Mine Action Standards (IMAS)-compatible national standards but none specific to CMR survey or clearance.
LAND RELEASE OUTPUTS AND ARTICLE 4 COMPLIANCE (20% of overall score)	5	2	Chad reported release of cluster munition-contaminated areas for the first time in five years but inconsistencies in reported results left uncertain the precise extent.
Average Score	4.3	3.3	Overall Programme Performance: POOR

CLUSTER MUNITION SURVEY AND CLEARANCE CAPACITY

MANAGEMENT

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

NATIONAL OPERATORS

- HCND

INTERNATIONAL OPERATORS

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

OTHER ACTORS

- None

UNDERSTANDING OF CMR CONTAMINATION

Chad informed the Convention on Cluster Munitions (CCM) signing conference in 2008 that it had “vast swathes of territory” contaminated by mines and unexploded ordnance, including cluster munitions,¹ but the extent remains unknown. Chad identified 146,638m² of cluster munition-contaminated area in 2019, almost entirely located in the northern Ennedi region (see Table 1).² In addition, some cluster bomb containers were spotted in the Wouda area of Borkou in March 2019, the first such items reported since 2015.³

Table 1: Cluster munition-contaminated area by region (at end 2019)⁴

Province	CHAs	Area (m ²)
Borkou	2	2,782
Ennedi	1	143,856
Totals	3	146,638

Chad’s cluster munition contamination dates back to conflicts with Libya, which occupied northern areas between 1980 and 1987. Chad stated in 2012 that while the precise extent of CMR contamination was not known, it was certain cluster munitions had been used in the Fada region and highly likely they had been used in other parts of the north.⁵ Chad also reported that, after Libyan troops withdrew in 1987, members of the French Sixth Engineers Regiment found and destroyed CMR around former Libyan positions and it suspected additional contamination remained in the Tibesti region.⁶

Chad said there was heavy CMR contamination in palm groves around Faya Largeau, which had caused many casualties.⁷ In January 2015, four children (three girls and one boy) were reportedly injured after handling a submunition in Faya Largeau.⁸ Also in 2015, MAG identified and destroyed a limited number of CMR, including two empty RBK-250-275 cluster bomb containers in the Tibesti region and an AO-1-Sch submunition in the Borkou region.⁹

NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

Chad’s mine action programme is coordinated by the National Commission for Demining (HCND), which comes under the Ministry of Economy and Development Planning.¹⁰ The HCND is responsible for preparing a national demining strategy, annual work plans, and proposing a budget to support them.¹¹ The National Demining Centre (Centre National de Déminage, CND), which earlier conducted clearance operations, appears to have been dissolved.

Government funding for mine action is limited to payment of salaries for national staff.¹² Threats by former deminers over non-payment of salaries prevented some planned survey and clearance activities from proceeding in 2018.¹³ The long-running strike by deminers included threats by former personnel that have prevented operations in areas of Tibesti earmarked for survey and clearance.¹⁴

A June 2019 decree provided for re-organisation, resulting in four main divisions covering: Operations and Logistics, Planning, Administrative and Financial Affairs and Human Resources.¹⁵ Operators say constant changes in coordination staff have hampered efficiency.¹⁶ They also report lengthy delays obtaining the permits required to import equipment as well as in other bureaucratic procedures.

GENDER AND DIVERSITY

Gender was not discussed in Chad’s latest Anti-Personnel Mine Ban Convention (APMBC) Article 5 deadline extension request and recruitment of female staff is not a priority for the HCND, which has undergone drastic downsizing in the past two years and still faces demands for back pay from staff.

Nine women were among the 207 personnel working for the HCND in 2019; they were employed in a range of management, administrative, and field roles. They included the HCND’s assistant director, the administration and finance assistant director, and the head of risk education.¹⁷ The lack of women in HCND’s operational staff limited options for international operators whose deminers are seconded from HCND. As a result, HI employed women in managerial and administrative roles, including its country director, a human resources coordinator, and assistant finance director.¹⁸ The Geneva International Centre for Humanitarian Demining (GICHD) is advising HI’s programme in Chad on the mainstreaming of gender and diversity in their activities.¹⁹

In 2019, MAG employed Chad’s first female deminer as a team leader, overseeing survey and clearance tasks, conducting on-site quality control and reporting data. She had been trained in Benin to EOD [Explosive Ordnance Disposal] Level 3. MAG also employed women in community liaison and administrative functions.²⁰

Operators report that risk education targeted all members of the community and that the resulting data was disaggregated by gender.²¹ MAG community liaison teams conduct focus group discussions with women, since they are better placed to provide information on contamination in some areas such as *wadis* where they collect water and firewood. Discussions led by a female community liaison officer identify women’s priorities for mine action interventions.²²

INFORMATION MANAGEMENT AND REPORTING

The HCND uses an Information Management System for Mine Action (IMSMA) database but poor maintenance meant data available from it was unreliable because of lost reports and duplication. A clean-up of the database undertaken by FSD under the EU-funded PRODECO project that started in 2017 has now resulted in cancellation of large numbers of duplicate entries.²³

FSD also supported data entry and correction and the production of maps of SHAs, and helped to compile tables for Chad's APMBC Article 5 deadline extension request. IMSMA forms were reviewed, updated, and approved at a workshop in 2019. With FSD support, the HCND also introduced standardised forms to be used by operators for weekly and monthly reporting.²⁴

But data and reporting of progress and output in CMR survey and clearance by the national authorities do not clearly distinguish between CMR and other ordnance. Chad has submitted Article 7 reports for each of the past five years.

PLANNING AND TASKING

Chad does not have a strategic plan for cluster munitions. Chad has said it plans to conduct non-technical survey in 2020–21 to identify the location of cluster munition containers in Tibesti and Ouaddaï regions and to clear any contamination found in those areas.²⁵

Since September 2017, Chad's mine action programme has focused mainly on implementing the four-year (2017–21) EU-funded mine action project (PRODECO), which is being implemented by a consortium of three international operators and one national operator.²⁶ HI was due to focus on survey and clearance in the Borkou and Ennedi regions; MAG was to work in the Tibesti and Lake Chad regions; and FSD would provide training and support for information management, while Secours Catholique et Développement (SECADEV) would address victim assistance.²⁷

Those objectives subsequently changed due to insecurity in Tibesti, which prevented MAG from gaining access and forcing it to redirect its demining teams to the Lake Chad area in the west of the country. The HCND acknowledged in its APMBC Article 5 deadline extension request that mine action in Chad had lacked a strategic vision, operational planning, and effective coordination, resulting in a loss of confidence locally and internationally.²⁸

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

Chad has national mine action standards that are International Mine Action Standard (IMAS)-compliant but has no CMR-specific standards.

OPERATORS AND OPERATIONAL TOOLS

The HCND is Chad's biggest demining operator, employing a total staff of 320 people in 2019, of whom 113 were seconded to HI and MAG.²⁹ The HCND informed Mine Action Review that combined mine and ERW operational capacity at the end of 2019 amounted to four manual demining teams with 72 personnel, two non-technical survey teams with six personnel, and two teams operating two mechanical assets with a total of seven personnel. Other capacity included two EOD teams with a total of 16 technicians.³⁰ Additional national EOD capacity is available from the Chad armed forces' combat engineering battalion, which received training in demining and improvised explosive device (IED) clearance in May 2019 from two French army engineers.³¹

The mine action component of the PRODECO programme funded by the EU was the only demining operation active in Chad in 2019. HI, the PRODECO consortium lead agency, operated with a total staff of 76 people. These included 35 deminers in three multi-task teams and a survey team of five people who conducted survey and clearance of mined areas in the Kirdimi and Faya districts of Borkou province.³² The HCND said it would remain in the province in the first half of 2020 and work in Ennedi throughout the year.³³ HI is understood to have used drones fitted with infrared cameras to conduct survey³⁴ but provided no further details.

MAG worked with three 12-strong teams of manual deminers, four community liaison staff, and 24 support staff focused on clearance and risk education in northern Chad's Borkou region, including road clearance to enable communications between towns in the north. MAG was supposed to have operated in Tibesti but was prevented from doing so by local conflicts. In consultation with the HCND and HI, it identified alternative areas and carried out an exploratory mission to Borkou in March 2019 before starting operations in June. In 2020, MAG expected to shift operations to Ennedi region.³⁵

As part of the PRODECO programme, 10 HCND deminers were sent to the Centre de Formation au Déminage Humanitaire (CPADD) in Benin for training. Of those, nine qualified for EOD Level 3, the first time Chadian deminers have qualified at this level. Two other HCND staff qualified as quality assurance officers.³⁶

FSD, working with four international and five national staff in 2019, focused on building capacity in the national authority with particular attention to information management, operations management, quality assurance, logistics, and administration. In 2019, FSD also supported production of maps, tables, and analysis for Chad's APMB Article 5 deadline extension request.³⁷ The HCND's work plan for 2020 also called for FSD support for non-technical survey and technical survey in Salamat, Sila, and Wadi Fira.

LAND RELEASE OUTPUTS AND ARTICLE 4 COMPLIANCE

LAND RELEASE OUTPUTS IN 2019

The HCND reported release of 4,658,723m² to Mine Action Review in 2019. Of this, 520,801m² was said to have been reduced through technical survey and 4,137,922m²—close to 90% of the total area—was released through clearance.³⁸ That result, however, appeared to combine release of cluster munition tasks and battle area clearance (BAC). It was also inconsistent with Chad's Article 7 Report, which recorded release of a total of 4,332,954m².³⁹

SURVEY IN 2019

Chad's Article 7 report recorded cancellation of 100m² through non-technical survey and reduction of 29,727m² through technical survey.⁴⁰ This was not consistent with reports from operators.

MAG reported that it had reduced an area of 510,506m² in the course of technical survey in Borkou region during 2019.⁴¹ The HCND reported to Mine Action Review area reduction of 520,801m².⁴² MAG agreed that it reduced a total of 520,801m² but said the cluster munition-contaminated area reduced through technical survey amounted to 510,506m².⁴³

Table 2: Reduction through technical survey in 2019⁴⁴

Region	Operator	Area reduced (m ²)
Borkou	MAG	510,506
Total		510,506

CLEARANCE IN 2019

Chad cleared cluster munition-contaminated area for the first time in five years in 2019 but how much it released was unclear. Official data put areas released through clearance variously at 4.14km² (reported by the HCND to Mine Action Review)⁴⁵ and 4.3km² (reported in Chad's Article 7 report).⁴⁶ Those figures, however, appear to represent all BAC, rather than solely clearance of CMR. MAG said it cleared a total area of 3,780,512m², of which 837,453m² contained CMR. In the process, MAG destroyed 28 submunitions, the only CMR destroyed in 2019.⁴⁷

ARTICLE 4 DEADLINE AND COMPLIANCE



Chad conducted modest survey and clearance in 2019 which represented significant progress after years without any movement on cluster munitions (see Table 3), but inconsistencies in data prevented a precise determination of the extent.

The absence of any comprehensive or baseline data on the extent of CMR contamination in Chad also prevents a clear understanding of prospects for achieving completion within its Article 4 deadline. Chad needs to accelerate survey and clearance but lacks a clear strategy for optimising deployment of the limited capacity and resources available. A major concern is the future of international donor support. Mine action operations currently depend on a single donor, the EU, and its funding through the PRODECO project, which is due to expire in 2021.

Table 3: Five-year summary of CMR clearance

Year	Area cleared (km ²)
2019	0.84*
2018	0
2017	0
2016	0
2015	0
Total	0.84

* Based on MAG data

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- 1 Statement of Chad, CCM Signing Conference, Oslo, 3 December 2008.
- 2 Email from Souttani Moussa, Manager/Administrator, National High Commission for Demining (HCND), 27 April 2020.
- 3 Email from Souttani Moussa, HCND, 14 May 2019.
- 4 Email from Souttani Moussa, HCND, 27 April 2020.
- 5 Statement of Chad, CCM Third Meeting of States Parties, Oslo, 13 September 2012.
- 6 CCM Article 7 Report (covering 2013), Form F.
- 7 Statement of Chad, Ninth Meeting of States Parties, Geneva, 2–4 September 2019.
- 8 Article 7 Report (covering 2015), Form H.
- 9 Ibid., Form F; and email from Llewelyn Jones, Director of Programmes, MAG, 31 May 2016.
- 10 Ibid.
- 11 Anti-Personnel Mine Ban Convention (APMBC) Article 5 deadline Extension Request, April 2019, p.
- 12 Email from Souttani Moussa, HCND, 14 May 2019.
- 13 Email from Romain Coupeze, Country Director, MAG, 4 March 2019.
- 14 Ibid. "Tchad: grève des démineurs restés 10 mois sans salaire", ("Chad: deminers strike after 10 months without pay"), *Agence de Presse Africaine*, 10 May 2017, at: bit.ly/30Cz25g; and email from Julien Kempeneers, HI, 26 September 2017.
- 15 APMBC Article 5 deadline Extension Request, April 2019, p. 10.
- 16 Email from Seydou Gaye, HI, 3 June 2020.
- 17 Emails from Souttani Moussa, HCND, 14 May 2019 and 29 May 2020.
- 18 Email from Seydou Gaye, HI, 3 June 2020.
- 19 Email from Arianna Calza Bini, Head of GMAP division, GICHD, 7 September 2020.
- 20 Email from Daniel Davies, MAG, 21 May 2020.
- 21 Email from Romain Coupeze, MAG, 4 March 2019.
- 22 Email from Daniel Davies, MAG, 21 May 2020.
- 23 Email from Moussa Soltani, HCND, 27 April 2020.
- 24 Email from Olivier Shu, Senior Technical Adviser, FSD, 27 March 2020.
- 25 Article 7 Report (covering 2019), Form F.
- 26 HI "Country Profile Chad", September 2017, at: bit.ly/2Sri4nx.
- 27 Ibid.
- 28 APMBC Article 5 deadline Extension Request, April 2019, p. 30.
- 29 Email from HCND, 29 May 2020.
- 30 Email from Moussa Soltani, HCND, 27 April 2020.
- 31 Embassy of France, "Former au déminage et à la lutte contre les engins explosifs improvisés" ("Training in demining and in tackling improvised explosive devices"), Ndjamena, 2019, at: bit.ly/2Xw17Op.
- 32 Email from Seydou Gaye, HI, 3 June 2020.
- 33 Embassy of France, "Training in demining and in tackling improvised explosive devices".
- 34 "Les drones peuvent désormais repérer les mines, annonce Handicap International", *Pixabay*, 8 November 2019.
- 35 Email from Daniel Davies, MAG, 27 April 2020.
- 36 Email from Seydou Gaye, HI, 3 June 2020.
- 37 Email from Olivier Shu, FSD, 27 March 2020.
- 38 Ibid.
- 39 Article 7 Report (covering 2019), Form F.
- 40 Ibid.
- 41 Email from Daniel Davies, MAG, 27 April 2020.
- 42 Email from Moussa Soltani, HCND, 29 May 2020.
- 43 Email from Caroline Bruvier, Programme Officer, MAG, 5 August 2020.
- 44 Ibid.
- 45 Email from Olivier Shu, FSD, 27 March 2020.
- 46 Article 7 Report (covering 2019), Form F.
- 47 Email from Caroline Bruvier, MAG, 5 August 2020.