

ARTICLE 4 DEADLINE: 1 OCTOBER 2024
NOT ON TRACK TO MEET DEADLINE

KEY DATA

CLUSTER MUNITION CONTAMINATION:

BELIEVED TO BE LIGHT
BUT NO NATIONAL BASELINE ESTIMATE

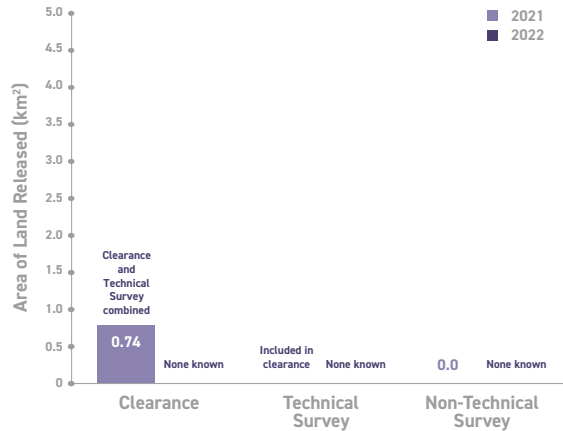
SUBMUNITION CLEARANCE IN 2022

SUBMUNITIONS DESTROYED IN 2022

UNKNOWN
NO EVIDENCE OF ANY CLEARANCE

NONE KNOWN

LAND RELEASE OUTPUT



KEY DEVELOPMENTS

Chad requested an extension to its Convention on Cluster Munitions (CCM) Article 4 deadline in May 2022 expecting “a high probability” of finding cluster munition remnants (CMR) in its northern Tibesti province. The four-year European Union PRODECO project, which was due to end in 2021, received a no-cost extension and finally concluded in 2022 with no commitment by international donors to provide additional funding ending all survey and clearance operations by international operators. The national demining authority did not report any nationally funded survey or clearance of cluster munitions, leaving its future compliance with the CCM in serious doubt. Chad last submitted an Article 7 report in 2020, which is itself a violation of the CCM.

RECOMMENDATIONS FOR ACTION

- Chad submit its Article 7 transparency reports annually in accordance with its international obligations.
- Chad should develop a resource mobilisation strategy for mine action in general and completion of its CCM Article 4 obligations in particular.
- Chad should prepare, and provide details of, national capacity available for tackling CMR hazardous areas identified after declaring completion.

ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

Criterion	Score (2022)	Score (2021)	Performance Commentary
UNDERSTANDING OF CMR CONTAMINATION (20% of overall score)	5	5	Chad asserted in 2021 it had completed clearance of all cluster munition-contaminated areas under its jurisdiction but subsequently accepted it needed to survey Tibesti province and acknowledged "a high probability" of finding cluster munition remnants there but had no funding for survey in 2022.
NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT (10% of overall score)	3	3	Chad's mine action authority coordinates the sector but its consistently low level of achievement calls into question the level of national authorities' interest in mine action. The National Commission for Demining (HCND) struggles with limited resources. Government financial support is limited to paying staff salaries and some administrative costs but operations depended wholly on international donor funding. There is no indication that the government, which is facing persistent political turmoil, insecurity, and a humanitarian crisis is willing or able to fund mine action operations.
GENDER AND DIVERSITY (10% of overall score)	4	4	Chad's national plans make no reference to gender and inclusion. Women are employed in a number of roles, though mainly in office support functions, risk education, and victim assistance. The first, and so far only, female team leader was appointed by Mines Advisory Group (MAG) in 2019, which no longer conducts demining in Chad.
INFORMATION MANAGEMENT AND REPORTING (10% of overall score)	4	5	The HCND's national mine action database benefitted from an extensive data clean-up by FSD in 2020-21 and improvements in reporting procedures, but the national authority has very limited information management capacity. In the absence of significant operations in 2022 it was unclear what attention went to management and maintenance of the database received. Chad has submitted an Article 7 report in most years and in June 2023 submitted its report for 2022.
PLANNING AND TASKING (10% of overall score)	4	4	Until 2022, Chad had never presented a strategic plan or identified priorities for survey or clearance of CMR. In 2021, Chad was preparing formally to declare fulfilment of its Article 4 obligation but then changed position and in 2022 submitted an Article 4 deadline extension request. The request included plans for survey of northern Tibesti region but without international donor support there appears to have been no action to implement it.
LAND RELEASE SYSTEM (20% of overall score)	5	5	Chad has 22 national standards that are compatible with International Mine Action Standards (IMAS) but it lacks any national standard for CMR survey or clearance.
LAND RELEASE OUTPUTS AND ARTICLE 4 COMPLIANCE (20% of overall score)	4	5	Chad requested a one-year extension of its Article 4 deadline to address the last area of suspected cluster munitions contamination in the northern Tibesti region but did not conduct any survey or clearance operations in 2022.
Average Score	4.3	4.6	Overall Programme Performance: POOR

CLUSTER MUNITION SURVEY AND CLEARANCE CAPACITY

MANAGEMENT

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

NATIONAL OPERATORS

- HCND

INTERNATIONAL OPERATORS

- None

OTHER ACTORS

- None

UNDERSTANDING OF CMR CONTAMINATION

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

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

OTHER EXPLOSIVE REMNANTS OF WAR AND LANDMINES

Chad is also contaminated by unexploded ordnance (UXO) other than unexploded submunitions and by anti-personnel and anti-vehicle mines (see Mine Action Review’s *Clearing the Mines* report on Chad for further information on the mine problem).

NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

Chad’s mine action programme is coordinated by the National Commission for Demining (HCND), which was set up by government decree in 1998 with a mandate to implement a humanitarian programme tackling mines and explosive ordnance.⁵ The HCND comes under the Ministry of Economy and Development Planning and is responsible for preparing a national demining strategy, annual work plans, and proposing a budget to support them.⁶

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

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

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

ENVIRONMENTAL POLICIES AND ACTION

Chad does not have a policy on environmental management in mine action.

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

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

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

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

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

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

7 Ibid.

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

9 Email from Seydou Gaye, Humanity and Inclusion (HI), 3 June 2020.

10 Emails from Soultani Moussa, Manager/Administrator, HCND, 14 May 2019 and 27 April 2020.

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

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

GENDER AND DIVERSITY

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

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

INFORMATION MANAGEMENT AND REPORTING

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

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

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

PLANNING AND TASKING

Chad has never had a strategic plan for CMR survey and clearance. A CCM Article 7 report Chad submitted in July 2020 reported plans to conduct non-technical survey to identify the location of cluster munition containers in Tibesti and Ouaddaï regions in 2020–21 and to clear any contamination found in those areas,¹⁸ but in the absence of international donor support Chad did not conduct any operations in 2022.¹⁹

Chad's initial intention was to ask for a two-year extension in order to carry out non-technical survey in northern Tibesti region.²⁰ The final draft submitted at the end of May 2022 reduced the extension sought to one year and set out plans to deploy five teams to conduct non-technical survey

in five departments of the province (Aouzou, Bardaï, Emi Koussi, Wour, and Zouar) over a total area of 19km². It expected to need two months to mobilise teams and equipment and said a detailed work plan would only be drawn up after they had deployed.²¹

The HCND prioritises tasks according to requests from local authorities. It issues task orders to operators usually after receiving their input on technical and resource requirements of the task. Operators are also usually able to assess tasks with the HCND and local authorities prior to deploying staff.²²

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

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

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

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

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

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

19 Article 7 Report (covering 2022), Form F.

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

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

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

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

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

OPERATORS AND OPERATIONAL TOOLS

The HCND has sharply reduced its size in response to funding cuts. In 2019, the HCND employed 320 staff of whom 113 were seconded to international operators.²⁵ In 2022, it employed a total of 113 people: 4 manual demining teams with a total of 72 deminers, two explosive ordnance disposal (EOD) teams with a total of 16 operators, 2 mechanical teams with 7 staff, and two NTS teams with 12 surveyors.²⁶

The EU's four-year PRODECO project, estimated to have cost €23 million,²⁷ started in 2017, funding operations by a consortium of four organisations in which FSD provided technical support, Humanity and Inclusion (HI) and Mines Advisory Group (MAG) conducted survey and clearance of explosive hazards, and Secours catholique et développement (SECADEV) supported victim assistance. The project was due to conclude in 2021 but as a result of lengthy operating delays in 2020 due to the COVID-19 pandemic it received a no-cost extension and the project formally ended in April 2022.²⁸ No agreement was reached by Chad with the EU or other international donors and international involvement in mine action has sharply reduced.

HI concluded mine action operations at the end of 2021.²⁹ MAG continues a weapons and ammunition management programme in Chad but did not conduct survey or clearance in 2022.³⁰

LAND RELEASE OUTPUTS AND ARTICLE 4 COMPLIANCE

LAND RELEASE OUTPUTS IN 2022

Chad did not report release of any cluster munition-contaminated area through survey or clearance in 2022. No operations were conducted in Tibesti, which the HCND has identified as the last remaining region with likely CMR contamination.³¹

ARTICLE 4 DEADLINE AND COMPLIANCE



Chad declared in December 2021 that it had cleared all known areas of CMR contamination³² and prepared to announce formally the completion of its Article 4 obligations. It subsequently amended that decision and in early 2022 said it would request an extension to its deadline to allow time for non-technical survey of northern Tibesti province. Chad had recognised the region as being among the most heavily contaminated by ERW resulting from conflicts with Libya in 1987–88 but as a result of insecurity in that region Chad acknowledged much of Tibesti had never been surveyed.³³ Chad initially planned to ask for a two-year extension³⁴ but the request submitted at the end of May only sought an extension of one year.³⁵ At the Tenth Meeting of States Parties, a thirteen-month extension was granted to 1 October 2024.

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

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

25 Email from HCND, 29 May 2020.

26 Email from Moussa Soltani, HCND, 30 May 2023.

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

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

29 Email from Fabrice Lukumu, Business Developer, HI, 11 April 2023.

30 Email from Melanie Broquet, Regional Programme Manager, Sahel & West Africa, MAG, 7 April 2023; online interview with Helene Kuperman, Regional Head of Programmes Sahel and West Africa, MAG, 3 May 2023.

31 Email from Moussa Soltani, HCND, 30 May 2023.

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

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

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

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

Chad proposed to deploy five teams for non-technical survey of 19km² in five areas of Tibesti where decades of armed conflict meant there was “a high probability” of finding CMR.³⁶ Chad said it has sufficient trained capacity to conduct the survey³⁷ but identified the volatile security situation in the region as a possible obstacle to implementing the proposed plan but also highlighted unstable funding sources as a second key risk to implementation. It said the government was likely to pay salaries of the personnel amounting to an estimated €1,331,520 but was looking to international donors to support operating costs estimated at €115,193. In 2023, Chad estimated personnel costs for 2022–24 at €1.53 million, the HCND’s operating costs at €1.46 million, and the cost of operations for the three years at €12.17 million.³⁸

Table 1: Five-year summary of CMR clearance

Year	Area cleared (km ²)
2022	0
2021	0.74
2020	0.41
2019	1.35
2018	0
Total	2.50

PLANNING FOR MANAGEMENT OF RESIDUAL CONTAMINATION

There is no active planning for the management of residual contamination.

³⁶ Ibid., p. 4.

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

³⁸ CCM Article 7 Report (covering 2022), Form H.