

ARTICLE 5 DEADLINE: 1 APRIL 2027
NOT ON TRACK TO MEET DEADLINE

KEY DATA

ANTI-PERSONNEL (AP) MINE CONTAMINATION: MEDIUM

NATIONAL AUTHORITY ESTIMATE

13.33 KM²

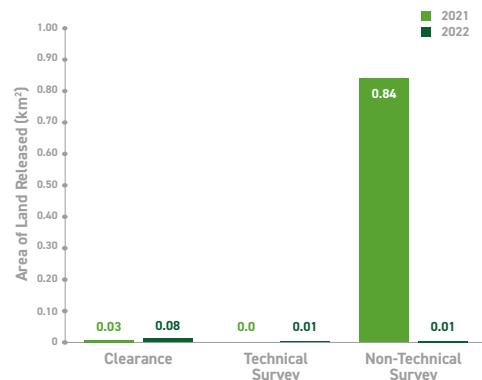
AP MINE CLEARANCE IN 2022

0.08 KM²

AP MINES DESTROYED IN 2022

63

LAND RELEASE OUTPUT



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

KEY DEVELOPMENTS

In November 2022, Sudan's request for a four-year extension to its Article 5 deadline was granted with the new deadline set at 1 April 2027. Sudan was asked to submit annual updates on progress and a detailed updated work plan by 30 April 2025 covering the remaining period of the extension. On 15 April 2023, however, fighting broke out in Khartoum between the Sudan Armed Forces (SAF) and the Rapid Support Forces (RSF), an autonomous paramilitary force. Sudan has alleged that the RSF has laid mines during the hostilities, although as at July 2023, this had not been independently verified. The functioning of the National Mine Action Centre (NMAC) and the work of the United Nations Mine Action Service (UNMAS) were disrupted by the fighting. While Sudan has provided its Article 7 report under the Anti-Personnel Mine Ban Convention (APMBC) covering 2022 to Mine Action Review, as at September 2023 it had yet to be formally submitted and published online by the United Nations. Limited other information about mine action was available for the year.

RECOMMENDATIONS FOR ACTION

- As soon as circumstances permit, Sudan should finalise and issue a new strategic plan, taking into account the impact of the conflict that started in 2023.
- Sudan should ensure it only clears land where there is firm evidence of the presence of mines and should continue to improve its land release practices ensuring more targeted and efficient land release.
- Sudan should develop a resource mobilisation strategy increasing its international advocacy to attract new and former donors.

ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

Criterion	Score (2022)	Score (2021)	Performance Commentary
UNDERSTANDING OF CONTAMINATION (20% of overall score)	7	7	Sudan initiated non-technical survey (NTS) towards the end of 2019 to establish a national baseline of anti-personnel (AP) mine contamination. Although completion was planned by the end of 2021, insecurity and lack of access have proved major impediments with most of the affected communities in areas that remained inaccessible. It is unclear whether the survey continued in 2022.
NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT (10% of overall score)	8	8	Sudan's national mine action programme is entirely nationally owned. It benefits from experienced national mine action centre (NMAC) staff and national mine action operators. The NMAC coordinates and receives input on Article 5 implementation with operators and other stakeholders through sub-cluster meetings and a Country Coordination Forum, though the conflict of 2023 has interrupted normal activities. The government has provided funding for mine action at US\$2 million annually for several years although this dropped to US\$500,000 in 2021 following the devaluation of the local currency. Sudan projects that \$32.6 million is required for land release from 2022 to 2027.
GENDER AND DIVERSITY (10% of overall score)	7	7	A new gender and diversity policy was developed and endorsed in 2021 and gender is said to be mainstreamed in the national mine action strategic plan for 2019–23 (which was awaiting approval and, as of April 2022, was under review) and in the national mine action standards. An emphasis is placed on gender-balanced survey teams and the employment of women in the mine action programme. Sudan does acknowledge difficulties in employing women in operational roles due to local customs and traditions. In 2021, 30% of managerial staff in the NMAC were women, but the corresponding figure for operational roles was only 20%. Data for 2022 were not available.
INFORMATION MANAGEMENT AND REPORTING (10% of overall score)	7	7	The process of upgrading Sudan's Information Management System for Mine Action (IMSMA) was ongoing, with data migration to IMSMA Core having begun in 2022. Sudan had until 2022 submitted timely Article 7 reports, and provides regular updates on progress in Article 5 implementation at the annual meetings of States Parties. In April 2022, Sudan submitted a detailed Article 5 deadline extension request through to 1 April 2027, which was revised in August 2022 and granted in November 2022. As at September 2023, Sudan had yet to officially submit its Article 7 transparency report, but had provided a draft copy to Mine Action Review.
PLANNING AND TASKING (10% of overall score)	7	7	A new national mine action strategic plan for 2019–23 has been finalised but, as at May 2022, was awaiting approval. As at writing, it was not known whether the strategy was approved. Sudan provided a two-phase work plan in its 2022 Article 5 deadline extension request, with disaggregated annual targets for release of mined area. In the remaining period of the last extension request to 1 April 2023, Sudan aimed to complete its Article 5 commitments in West Kordofan state, in one locality in Blue Nile State, and in one locality in South Kordofan State; it is not known whether these aims were achieved, but land release data for 2022 indicates that this is highly unlikely.
LAND RELEASE SYSTEM (20% of overall score)	7	7	Sudan revised national mine action standards (NMAS) in 2021 and in 2022 reported that it had 26 national mine action standards (NMAS). In 2021, the Sudanese Regional Training Center was established to deliver mine action training to the Sudan programme. A further decrease in operational capacity, continuing from 2021, was expected in 2022 due to loss of funding. Mechanical road clearance due to begin in 2021 was delayed as a change in the political situation meant it was not possible to import machines.
LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE (20% of overall score)	6	6	There was a decrease in overall land release in 2022, though clearance outputs increased slightly compared to the previous year. Completion of clearance by the new Article 5 deadline of 1 April 2027 is mainly dependent on securing access to all known and suspected mined areas and on funding. The outbreak of hostilities in April 2023 has, however, exacerbated existing challenges to meeting the deadline.
Average Score	6.9	6.9	Overall Programme Performance: AVERAGE

DEMINING CAPACITY

MANAGEMENT CAPACITY

- Sudanese National Mine Action Authority (NMAA)
- Sudan National Mine Action Centre (NMAC)

NATIONAL OPERATORS

- National Units for Mine Action and Development (NUMAD)
- JASMAR for Human Security
- Global Aid Hand

INTERNATIONAL OPERATORS

- SafeLane Global (SLG)
- Danish Refugee (DRC), which achieved organisational accreditation in 2021 and operational accreditation in 2023.

OTHER ACTORS

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

UNDERSTANDING OF AP MINE CONTAMINATION

At the end of 2022, Sudan reported a total of 108 areas suspected or confirmed to contain anti-personnel (AP) mines, covering a total area of 13.33km². Of the 108 hazardous areas, 66 were confirmed hazardous areas (CHAs) covering 3.4km², while a further 42 mined areas covering almost 10km² were suspected hazardous areas (SHAs).¹ This is a slight increase from a total of almost 13.28km² of AP mined area reported for the end of 2021 comprising 61 CHAs covering 3.3km² and 41 SHAs covering almost 10km².² According to the national authorities, an additional 77,912m² of mined area was identified in 2022 as part of ongoing survey and clearance and added to the national database.³ The security situation rapidly deteriorated in April 2023 with the onset of hostilities between SAF and the RSF, exacerbating the challenges that Sudan faces in meeting its extended Article 5 deadline of March 2027.

Table 1: AP mined area by state (at end 2022)⁴

State	CHAs	Area (m ²)	SHAs	Area (m ²)	Total SHAs/CHAs	Total area (m ²)
Blue Nile	10	1,006,217	9	118,432	19	1,124,649
South Kordofan	56	2,362,947	30	9,822,666	86	12,185,613
West Kordofan	0	0	3	21,991	3	21,991
Totals	66	3,369,164	42	9,963,089	108	13,332,253

In addition to AP mined area, Sudan is also contaminated with anti-vehicle (AV) mines. At the end of 2021, 13.54km² of AV mined area across 29 SHAs covered 11.61km² along with 22 CHAs covering 1.93km².⁵ The extent of AV mine contamination at the end of 2022 is not known.

Table 2: AV mined area (at end 2021)⁶

CHAs	Area (m ²)	SHAs	Area (m ²)	Total SHA/CHA	Total area (m ²)
22	1,933,503	29	11,606,334	51	13,539,837

* No updated AV mine contamination data was available for 2022.

In the disputed area of Abyei and the Safe Demilitarized Border Zone (SDBZ) between Sudan and South Sudan, the extent of mine and explosive remnants of war (ERW) contamination is unknown as a result of security and political issues.⁷ In Abyei, however, which straddles the border between Sudan and South Sudan, survey and clearance of SHA in 2022 released a total of 15,624m² through manual mine clearance.⁸ Another 252,399m² of SHA was released through battle area clearance (BAC).⁹

1 Draft Article 7 report (covering 2022), Form C, received by email from Badreldin Elgoufri, Ambassador, Permanent Mission of Sudan to the United Nations in Geneva, 22 June 2023, but as at September 2023 it had not been published on the United Nations Office for Disarmament Affairs (UNODA) website.

2 Email from Hatim Khamis Rahama, Technical Advisor, NMAC, 31 March 2022; and Article 7 Report (for 2021), Form C.

3 Draft Article 7 report (covering 2022), Form C.

4 Ibid.

5 Email from Hatim Khamis Rahama, Technical Adviser, NMAC, 31 March 2022.

6 Ibid.

7 UNMAS, "2019 Portfolio of Mine Action Projects, Sudan".

8 Email from Johan Maree, Chief of Operations, UNMAS, United Nations Interim Security Force for Abyei (UNIFSA), 27 July 2023.

9 Ibid.

Sudan's mine and ERW contamination results from decades-long conflict since the country's independence in 1956. Twenty years of civil war, during which mines and other munitions were widely used by all parties to the conflicts, resulted in widespread contamination that has claimed thousands of victims.¹⁰ In January 2005, the Comprehensive Peace Agreement (CPA) ostensibly ended the civil war. A Landmine Impact Survey (LIS) was conducted in 2007–09 covering Blue Nile, Gadaref, Kassala, Red Sea, and South Kordofan states, before armed conflict erupted again in 2011, which continued until 2016. More contaminated areas were expected to be found following the conflict, including AP mines.

There have been "ad hoc" reports of additional mined and ERW-contaminated areas being registered as "dangerous areas" in the national database. This has caused the LIS baseline of 221 hazards to expand significantly, including by encompassing areas not originally surveyed.¹¹ Sudan claimed in August 2022 that mines were still being laid by the Sudan People's Liberation Army (SPLA),¹² although this has not been independently reported or verified. Sudan has also asserted that the RSF has laid mines since the conflict broke out in April 2023,¹³ but this had not been independently verified as at July 2023.

NMAC has reported that significant survey is required to more accurately determine the actual extent of AP mine contamination in Sudan.¹⁴ NMAC initiated non-technical

survey (NTS) in November 2019, across Blue Nile, South Kordofan, and West Kordofan states, and the five federal Darfur states to establish evidence-based, accurate baselines of contamination for all explosive ordnance.¹⁵ UNMAS has reported that all affected communities were being consulted during NTS. A total of 27 hazardous areas containing AP mines, covering 3,117,930m², was added to Sudan's database through survey from April 2019 to December 2021 following improvements in the security situation in Blue Nile and South Kordofan states.¹⁶

NMAC had planned to complete all necessary survey by the end of 2021, but insecurity and lack of access impeded this, with most known affected communities in Blue Nile, South Kordofan, and Jebel Marra in Darfur still inaccessible.¹⁷ It was expected that when further survey became possible, additional contaminated areas would be identified, while some areas previously identified as contaminated by the LIS will be cancelled.¹⁸ In 2022, access to South Kordofan and Blue Nile states did improve, and many roads were reported as verified or cleared and opened for the delivery of humanitarian assistance, and allowing access for local communities.¹⁹ But Sudan also reported that insecurity had prevented the survey from covering all localities and villages.²⁰ The hostilities that broke out in April 2023 will undoubtedly affect progress in mine and BAC operations across affected states.

OTHER EXPLOSIVE ORDNANCE CONTAMINATION

Sudan also has a significant problem with ERW, including limited contamination from cluster munition remnants (CMR), primarily as a result of the long civil war that led to the Comprehensive Peace Agreement in 2005 and South Sudan's independence in July 2011 (see Mine Action Review's *Clearing Cluster Munition Remnants 2023* report on Sudan for further information). Contamination from ERW was estimated to total nearly 6.11km² across 99 CHAs and 98 SHAs in 2022.²¹ This contributed to the total contaminated area to be cleared, which in 2022 was estimated at 32.91km² across 182 CHAs and 169 SHAs.²²

While no mines have been found in Darfur, ERW there include unexploded air-dropped bombs, rockets, artillery and mortar shells, and grenades.²³ Of the 63 localities (administrative units) in the five states of Darfur, 44 had been assessed and released by the United Nations – African Union Hybrid Operation in Darfur (UNAMID) Ordnance Disposal Office by July 2022, leaving 19 to be assessed.²⁴ However, recent intercommunal conflict, reported in 2022, was said to have led to new ERW contamination in some localities.²⁵ At the end of February 2022, following a deterioration in security after UNAMID's withdrawal, survey and clearance operations were suspended.²⁶

10 Email from Ahmed Elser Ahmed Ali, Chief of Operations, NMAC, 9 May 2016.

11 Article 5 deadline Extension Request, Executive Summary, 25 November 2013, pp. 2–3.

12 Revised Article 5 deadline Extension Request, August 2022, p. 71.

13 Statement of Sudan on Cooperative Compliance, APMBIC Intersessional Meetings, Geneva, 19–21 June 2023.

14 Email from Hatim Khamis Rahama, NMAC, 9 April 2020.

15 Ibid.; and Sudan Multiyear Operational Plan 2020 to 2023, p. 17.

16 Revised Article 5 deadline Extension Request, August 2022, p. 3.

17 Email from Hatim Khamis Rahama, NMAC, 19 May 2021.

18 Revised Article 5 deadline Extension Request, August 2022, p. 7.

19 Draft Article 7 report (covering 2022), Form F.

20 Draft Article 7 report (covering 2022), p. 41.

21 Revised Article 5 deadline Extension Request, August 2022, p. 42.

22 Ibid., p. 7.

23 UNMAS, "2018 Portfolio of Mine Action Projects, Sudan", at: <http://bit.ly/2GjD3nm>.

24 Email from Aimal Safi, Senior Operations and QM Advisor, UNMAS, 7 July 2022.

25 Ibid.

26 Emails from Aimal Safi, UNMAS, 27 March and 7 July 2022.

NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

The Sudanese National Mine Action Authority (NMAA) and NMAC manage Sudan's mine action programme. Following the independence of South Sudan, NMAC assumed full ownership of national mine action in Sudan, with responsibility for coordinating and supervising the implementation of all mine action activities, including quality assurance (QA), accreditation, and certification of clearance operators. The 2010 Mine Action Act, which comprises 29 articles across four chapters, is Sudan's national mine action legislation. Chapter four covers Sudan's APMBC obligations, such as clearance of mined areas and reporting, with penalties for those who work in mine action without first obtaining a licence from NMAC.²⁷

Having first started an emergency programme in 2002, UNMAS re-established advisory and support activities in Sudan in 2015, following an invitation from the Government, with a view to further enhancing national mine action capacity and supporting the fulfilment of Sudan's APMBC obligations.²⁸ Since January 2021, UNMAS has supported the United Nations Integrated Transition Assistance Mission in Sudan (UNITAMS) established in June 2020, providing mine action services as part of the mission's mandate. Mine action falls under strategic objective (iii): "Assist peacebuilding, civilian protection and rule of law, in particular in Darfur and the Two Areas". UNMAS works with the NMAC to mobilise funds, manage land release, conduct risk education and victim assistance; and ensure mine action activities are coordinated to support humanitarian, development, and peacebuilding needs. With the closure of UNAMID in 2020, UNMAS took over responsibility for the ERW response in Darfur from UNAMID's Ordnance Disposal Office (ODO).²⁹

In May 2023, Mine Action Review was informed that the conflict had scattered NMAC staff and its Khartoum offices had been looted. UNMAS international staff had been withdrawn from Sudan and had no access to the mine action database.³⁰ In response to the conflict in 2023, UNMAS has provided risk education messages on social media and in hard copy, and plans to do the same on television and radio. It has also delivered ordnance safety briefings to UN agencies, non-governmental organisations (NGOs), and other civil society organisations (see the *Planning and Tasking* section below for further details of UNMAS's planned response to the recent conflict).³¹

Building reliable and sustainable local capacity is a key focus for NMAC,³² and in 2021, Sudan set up the Regional Training Center in Khartoum.³³ Sudan has highlighted its plans for developing national capacity using an evidence-driven process to strengthen the abilities of national individuals and systems to perform core functions sustainably, and to continue to improve and develop over time.³⁴

As part of its mandate, UNMAS provides organisational and individual capacity development to NMAC.³⁵ In 2022, UNMAS planned to deliver training on land release, online data collection, and quality management (QM), among other issues.³⁶ It is not known whether this was achieved. The Geneva International Centre for Humanitarian Demining (GICHD) has also supported NMAC, and has provided remote support for the implementation of Information Management System for Mine Action (IMSMA) Core since 2021. The GICHD lost contact with NMAC after the conflict broke out in April 2023, and IMSMA Core implementation has been on standby since then.³⁷ In the first five months of 2022, Sudan participated in two Arab Regional Cooperation Programme (ARCP) training workshops run by the GICHD in support of IMSMA Core implementation and explosive ordnance risk education (EORE), and two participants attended an additional IMSMA Core training event in Lebanon in June 2022.³⁸

In recent years, the government of Sudan has maintained a consistent level of national funding for mine action in local currency, but due to the devaluation of the local currency against the US dollar, this had fallen from \$2 million worth of funding in 2019 and 2020 to only \$500,000 in 2021 and 2022. Sudan had expected national funding to be maintained and potentially to increase as the political and economic situation across the country improved,³⁹ but the 2023 conflict throws this into doubt.

Sudan had calculated that it required \$32.6 million between 2022 and 2027 for land release activities (for all ordnance, not just AP mines). This works out at \$6,975,000 per year for 2022 to 2025, \$3,555,000 for 2026, and \$1,150,000 for 2027. As at 2022, international donors had been funding the mine action programme through UNMAS and the amount that had been confirmed for 2022 and 2023, \$2,902,000 and \$1,852,000 respectively, falls far short of what Sudan has projected it needs, although some additional funds were

27 GICHD, "Transitioning Mine Action Programmes to National Ownership: Sudan", March 2012; and Article 7 Report (covering 2019), Form A.

28 UNMAS, "Sudan (excluding Darfur)", Updated March 2019, at: <http://bit.ly/2Y3IDUg>.

29 UNMAS Sudan webpages, accessed 9 June 2023, at: <https://bit.ly/43Shldk>.

30 Emails from Robert Thompson, Head of Project Unit (HPU)/Chief of Operations (COO), UNMAS, UNITAMS, 5 and 18 May 2023.

31 UNMAS Sudan webpages, accessed 10 July 2023.

32 Draft Article 7 report (covering 2022), p. 41.

33 Emails from Hatim Khamis Rahama, NMAC, 31 March 2022.

34 Statement of Sudan, APMBC Twentieth Meeting of States Parties (20MSP), Geneva, 21–25 November 2022.

35 Email from Aimal Safi, UNMAS, 31 May 2020.

36 Email from Aimal Safi, UNMAS, 27 March 2022.

37 Email from Henrik Rydberg, Country Focal Point, GICHD, 8 August 2023.

38 Emails from Henrik Rydberg, GICHD, 13 April, 3 June, and 10 August 2022, and 8 August 2023.

39 Revised Article 5 deadline Extension Request, August 2022, p. 4.

pledged for 2022. In 2022, the Sudan Mine Action Programme received a total of \$1,942,634 for land release activities from various donors through UNMAS.⁴⁰ Sudan and UNMAS had been working on resource mobilisation and had managed to expand the donor pool,⁴¹ and Sudan encourages international organisations and companies that wish to work in the field of mine action.⁴² Given the conflict that broke out in April 2023, all plans and costings will have to be revisited when it is possible to do so.

In Sudan, not including Jebel Marra, and the disputed territory of Abyei (where UNMAS within the United Nations Security Force for Abyei (UNISFA) supports humanitarian mine action as outlined below), UNMAS and NMAC lead mine action sub-cluster meetings to coordinate progress, tackle challenges, and support the implementation of Article 5 of the APMBC in Sudan. All relevant implementing partners, NGOs, UN agencies, and government authorities participate. During these meetings mine action projects for the annual

Humanitarian Response Plan (HRP) are usually developed and prioritised through a consultative process.⁴³ In addition, NMAC ordinarily holds a Country Coordination Forum with all stakeholders twice a year, though only one took place in 2021 due to the political and security situation,⁴⁴ and none was held in 2022.⁴⁵

UNISFA does not have a mandate to conduct mine clearance, but UNMAS has continued its UN Security Council-mandated role in Abyei, which includes identification and clearance of mines and route assessment in the Safe Demilitarized Buffer Zone (SDBZ) between Sudan and South Sudan and Abyei. It operates through implementing partners, and acts in support of peacekeeping operations, the delivery of humanitarian aid, the safe return of internally displaced persons (IDPs), and the nomadic migration of animals. UNMAS received funding of \$10.54 million for its activities in Abyei from 1 July 2021 to 30 June 2022.⁴⁶

ENVIRONMENTAL POLICIES AND ACTION

Sudan reports having a policy on environmental management in place, which includes information on how mine action operators should minimise potential harm from demining activities.⁴⁷ A dedicated national mine action standard (NMAS) on environmental management and an environmental impact assessment had been introduced, which were due to be implemented in 2022,⁴⁸ although at the time of writing it was not known whether they had taken effect.

GENDER AND DIVERSITY

A new gender and diversity policy was developed and endorsed in 2021. Gender is mainstreamed in the national mine action strategic plan for 2019–23 (which was under review as of August 2022)⁴⁹ and in the NMAS for risk education, survey, clearance, and victim assistance.⁵⁰ NMAC stated that, in line with the policy and the strategic plan, all survey and community liaison teams were to be gender balanced, and women and children must be consulted during survey and community liaison activities. Gender is also said to be considered in the prioritisation, planning, and tasking of survey and clearance, as per the NMAS and the new standard IMSMA forms.⁵¹

NMAC has previously reported that mine action data are disaggregated by sex and age.⁵² In 2020, UNMAS reported working with NMAC to improve this aspect of mine action

reporting and information management because sex- and age-disaggregated data of land release beneficiaries were not being captured in IMSMA.⁵³ New reporting tools were added to the system and new reporting formats were developed for NGOs to include this information.⁵⁴

NMAC reported that ethnic minority groups in affected communities are consulted during survey and considered during the planning of mine action activities. Survey teams are also structured to address all affected groups within a community, including ethnic minorities.⁵⁵ As part of the implementation of the Juba Peace Agreement and peacebuilding efforts, 21 ex-fighters from one of the Sudan People's Liberation Movement-North (SPLM-N) factions, Malik Agar, located in the Bau/Ulu locality and Ingasana mountains, completed training in IMAS EOD [explosive

40 Draft Article 7 report (covering 2022), Form F.

41 Revised 2022 Article 5 deadline Extension Request, August 2022, pp. 8 and 30.

42 Draft Article 7 report (covering 2022), Form F; and Statement of Sudan on Cooperative Compliance, Intersessional Meetings, Geneva, 19–21 June 2022.

43 UNMAS, "2019 Portfolio of Mine Action Projects, Sudan" at: <http://bit.ly/3d0FtVH>; and email from Hatim Khamis Rahama, NMAC, 9 April 2020.

44 Email from Hatim Khamis Rahama, NMAC, 31 March 2022.

45 Statement of Sudan on Cooperation and Assistance, 20MSP, Geneva, 21–25 November 2022.

46 UNMAS, "Where we work: Abyei", accessed 30 June 2023, at: <https://bit.ly/3waA8Fr>.

47 Email from Hatim Khamis Rahama, NMAC, 31 March 2022.

48 Email from Aimal Safi, UNMAS, 27 March 2022.

49 Revised Article 5 deadline Extension Request, August 2022, p. 20.

50 Email from Aimal Safi, UNMAS, 27 March 2022.

51 Email from Hatim Khamis Rahama, NMAC, 19 May 2021.

52 Email from Hatim Khamis Rahama, NMAC, 9 April 2020.

53 Email from Aimal Safi, UNMAS, 31 May 2020.

54 Email from Aimal Safi, UNMAS, 22 July 2020.

55 Email from Hatim Khamis Rahama, NMAC, 19 May 2021.

ordnance disposal] Level 1 during 2021. The former soldiers were integrated into mine action operations to conduct land release in the Ulu and Ingasana areas, which are heavily contaminated with mines and ERW including CMR.⁵⁶ Sudan has reported that land release did take place in the area in 2022,⁵⁷ but it is not known whether the former fighters were involved in these operations.

NMAC says it always encourages women to apply for employment in the national programme, whether at the office level or in the field. In 2021, 30% of NMAC staff employed at the managerial or supervisory levels were women, as were 20% of staff in operational positions.⁵⁸ Data for 2022 were not available. The first female deminer was employed in late

2019.⁵⁹ In 2021, a group of 28 women from different states and ethnic groups completed basic demining training. They were due to begin working within the different mine action operators by April 2023,⁶⁰ but it is not known whether this went ahead as planned.

UNMAS reported that, as at March 2022, around half of the NTS team members were women. UNMAS Sudan had 16 staff members, of whom four programme officers are women along with one of the support service staff. In addition, within the national operators contracted by UNMAS there were women working in managerial positions and the medics and community liaison officers in most of the field teams were female.

INFORMATION MANAGEMENT AND REPORTING

In 2018, NMAC began upgrading the IMSMA software to a more recent New Generation (NG) version, with assistance from the GICHD. Significant efforts were made to correct errors in the database.⁶¹ In 2021, an IMSMA Officer deployed from the Swiss government was embedded within the NMAC to support the information management department and an agreement was signed to grant Sudan a licence for the geographic information system (Arc GIS) software.⁶² In 2022, Sudan began the migration to IMSMA Core.⁶³

NMAC receives monthly reports on the disputed region of Abyei from UNMAS UNISFA that include information about hazardous areas identified.⁶⁴ In 2022, UNMAS UNISFA assessed information in the NMAC database and sent corrections to the NMAC. In addition, UNMAS UNISFA provides monthly achievement reports to NMAC and to UNMAS Sudan. NMAC does not enter this information into the IMSMA database, so the database continues to contain out-of-date information on Abyei.

UNMAS UNISFA had previously co-located an IMSMA officer within the NMAC office in Khartoum to help share historical data and to provide monthly reports to NMAC on activities in Abyei. The officer was relocated in 2019 due to security concerns but continues to assist the NMAC remotely when needed. The complete UNMAS UNISFA database cannot be shared with the NMAC due to compatibility issues.⁶⁵

Sudan usually submits timely Article 7 transparency reports and gives regular statements on progress at meetings of States Parties to the APMB. In April 2022, Sudan submitted an Article 5 deadline extension request to 1 April 2027, which it revised in August 2022, adding information. The extension request was comprehensive and of a good quality despite the ongoing challenges faced by the mine action programme. As at September 2023, Sudan had yet to submit its Article 7 transparency report covering 2022, but had provided a draft copy to Mine Action Review.

PLANNING AND TASKING

In March 2022, NMAC reported that the new national mine action strategic plan for 2019–23 had been finalised but, as indicated above, was still awaiting approval.⁶⁶ In its revised 2022 Article 5 deadline extension request, Sudan reported that the strategy was being reviewed and aligned with the extension period, and that deadlines and strategic objectives were to be amended in consultation with mine action stakeholders, with the updated mine action strategy to be issued in February 2023.⁶⁷ It is not known whether this occurred.

56 Revised Article 5 deadline Extension Request, August 2022, p. 23.

57 Draft Article 7 report (covering 2022), Annex II.

58 Email from Hatim Khamis Rahama, NMAC, 31 March 2022.

59 Email from Aimal Safi, UNMAS, 12 April 2021.

60 Revised Article 5 deadline Extension Request, August 2022, p. 22.

61 Emails from Ahmed Elser Ahmed Ali, NMAC, 9 May and 8 June 2016; and Article 5 deadline Extension Request, March 2018, pp. 37–38.

62 Email from Hatim Khamis Rahama, NMAC, 31 March 2022.

63 Email from Henrik Rydberg, GICHD, 3 June 2022; and Draft Article 7 report (covering 2022), Form F.

64 Email from Johan Maree, UNMAS UNISFA, 27 July 2023.

65 Ibid.

66 Email from Hatim Khamis Rahama, NMAC, 31 March 2022.

67 Revised Article 5 deadline Extension Request, August 2022, p. 20.

Sudan specified that by 1 April 2023 (the deadline for its previous Article 5 extension request) it aimed to complete its Article 5 commitments in one state—West Kordofan (covering the localities of Abyei and Lagawa)—as well as in one of three contaminated localities in Blue Nile State (Giessan) and in one of five contaminated localities in South Kordofan State (Abu Jubeeha).⁶⁸ It is not known whether this was achieved, but release data for 2022 suggest this is highly unlikely (see *Land Release Outputs and Article 5 Compliance* section below for further information).⁶⁹ For 2021, Sudan provided various inconsistent land release targets, ranging from 1,171,461m² to 9,243,370m².⁷⁰ None was disaggregated by type of ordnance: a total of 1,955,407m² of contaminated area was reported as released in 2021.⁷¹ In April 2023, just before the outbreak of hostilities, Sudan indicated that it planned to undertake survey and assessment mainly in Blue Nile, South Kordofan and Darfur states during the operational year 2023–24,⁷² but the conflict will have disrupted this and other plans.

In its 2022 revised Article 5 deadline extension request, Sudan outlined a two-phase work plan, providing disaggregated annual land release targets to 2027.⁷³ Phase 1, from 2023 to 2025, includes the release of all accessible hazardous areas, including new areas identified through survey. This would involve completing its Article 5 commitments in the remaining two localities in Blue Nile (Bau and Kurmuk) and one of four remaining localities in South Kordofan (Rashad).⁷⁴ In Phase 2, from 2025 to 2027, inaccessible contamination listed in the database is to be released,⁷⁵ with survey and clearance of the three remaining localities in South Kordofan.⁷⁶

NMAC has maintained a commitment to address the impact of all types of contamination on affected populations although the main focus is AP mines, and its revised Article 5 extension request reflects this. NMAC has highlighted how the return of refugees and IDPs to residential areas, agricultural land, and pasture since the start of the Juba Peace Talks and Peace Agreement have been obstructed by ordnance, including on roads and routes, blocking livelihoods and the provision of humanitarian assistance. Sudan's three- to five-month rainy season exacerbates the situation, isolating affected communities while roads that could be used during the rainy season are not usable due to AV mines.⁷⁷

To meet its new 2027 Article 5 deadline, Sudan indicated that it aims to improve its land release process and

methodology. This involves releasing more area through survey; enhancing the capacity of mine action operators in survey, clearance, and information management; increasing mechanically assisted demining; using new multitask teams (MTTs with eight or more deminers) and quick-response teams (QRTs); and introducing advanced detection equipment and tools.⁷⁸ In addition, Sudan hoped that the international community would provide the financial resources needed, and that access to informants would enhance land release decision-making. In addition, NMAC was to work with UNMAS and other stakeholders to enhance its resource mobilisation strategy.⁷⁹

Sudan has highlighted that its plan under the extension request is based on the assumptions that there will be an improvement in the security situation in all the regions contaminated by mines and ERW and required funds will be secured to implement programme activities.⁸⁰ It will provide annual updates in its Article 7 reports regarding a) changes in security and access to mined areas; b) progress in survey implementation and c) updated annual milestones for land release. It undertook to provide annual work plans and an updated work plan for Phase 2 (2025–27). As the situation changes Sudan indicated that it may need to request additional time and resources;⁸¹ the hostilities in 2023 will be a case in point.

UNMAS has indicated its planned response to the recent conflict, it will: assess new contamination; continue to provide emergency risk education; set up a hotline to receive reports of items of explosive ordnance and accidents; and develop a database using reported information to share with the humanitarian community. In addition, when security permits, UNMAS will deploy EOD and survey teams to release high-priority areas in order to protect civilians and enable humanitarian interventions. UNMAS also plans, in collaboration with NMAC, to coordinate the mine action response in Sudan, working closely with the Protection Cluster.⁸²

Sudan has a system for the prioritisation of tasks. There are agreed impact criteria at the national level while in the field, the sequence of addressing priority hazardous areas are decided in consultation with local stakeholders and communities, taking into account gender and diversity, and engaging the humanitarian and development sectors and local authorities.⁸³ In 2021, a systematic prioritisation

68 Ibid., p. 49.

69 Draft Article 7 report (covering 2022), Form F.

70 2018 Article 5 deadline Extension Request, Detailed Narrative, 17 August 2018, Table 14, p. 18; and Multiyear Operational Plan 2020–23, p. 21.

71 Article 7 Report (covering 2021), Form F.

72 Draft Article 7 report (covering 2022), Form F.

73 Revised Article 5 deadline Extension Request, August 2022, pp. 50–58.

74 Ibid., p. 50.

75 Ibid., pp. 46–50.

76 Ibid., p. 50.

77 Ibid., pp. 7 and 44.

78 Ibid., pp. 44–45.

79 Ibid., p. 45.

80 Draft Article 7 report (covering 2022), Form F.

81 Revised Article 5 deadline Extension Request, August 2022, p. 66.

82 UNMAS Sudan webpages, accessed 10 July 2023 at: <https://bit.ly/43Shldk>.

83 Revised Article 5 deadline Extension Request, August 2022, pp. 34 and 36.

system was introduced as part of the new NMAS and linked with IMSMA with each SHA and CHA classified as high, medium, or low impact and prioritised accordingly.⁸⁴ UNMAS has reported that, when operations are underway, all task

dossiers relating to survey and clearance are issued in accordance with agreed criteria and prioritisation. NMAC and UNMAS work together on planning and tasking to meet the need for further development.⁸⁵

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

In May 2021, NMAC reported that a review of Sudan's NMAS had been completed and the revised standards had been endorsed.⁸⁶ The NMAS were reviewed by a technical committee comprised of representatives from NMAC, UNMAS, and national operators with the support of an international expertise from UNAMID. UNMAS is working with the NMAC and national operators to develop their standard operating procedures (SOPs) to ensure they are compliant with the new NMAS.⁸⁷

In 2021, the Sudanese Regional Training Centre was established to deliver mine action training to the Sudan programme. The Centre was also to support mine action programmes in neighbouring countries.⁸⁸ Planned training to build national capacity includes: specialist training courses to enhance release operations; institutional and individual capacity building; regular reviews of NMAS to ensure compliance with IMAS; enhancing the efficiency of information management; specialist training courses including EOD for institutions that will be responsible for managing residual risk.⁸⁹

OPERATORS AND OPERATIONAL TOOLS

National operators active in mine action in Sudan in 2022 were JASMAR for Human Security (JASMAR), the National Units for Mine Action and Development (NUMAD), and Global Aid Hand (GAH).⁹⁰ According to NMAC, NUMAD is developing its capacity in survey and clearance, whereas GAH and JASMAR are focusing on survey and clearance operations plus risk education and victim assistance.⁹¹

There are two international operators, SafeLane Global, which became operational in December 2020, and Danish Refugee Council (DRC), which was granted organisational accreditation in 2021.⁹² In 2022, DRC trained an NTS team consisting of a team leader (male) and two operators (one female and one male) along with a driver.⁹³ The training was completed on 10 January 2023 and was followed by two-day operational assessment conducted by NMAC when DRC achieved operational accreditation.⁹⁴ At the end of February 2023, the team was deployed in the Kadugli locality in a government-controlled area of South Kordofan State.⁹⁵

By mid-June 2023, however, DRC's humanitarian mine action teams (two risk education teams, including one from its partner GAH, and the NTS team), which had continued to operate in Kadugli with the approval of the local Humanitarian Aid Commission (the governmental body that manages and organises humanitarian work in Sudan) and NMAC offices, had been instructed by the Kadugli NMAC office to suspend its operations due to insecurity.⁹⁶ At the beginning of July 2023, with NMAC and HAC approval, EORE and NTS in Kadugli resumed, depending on force deployments locally⁹⁷ and with a HAC representative present during operations.⁹⁸

84 Email from Hatim Khamis Rahama, NMAC, 31 March 2022.

85 Email from Aimal Safi, UNMAS, 31 May 2020.

86 Email from Hatim Khamis Rahama, NMAC, 19 May 2021.

87 Email from Aimal Safi, UNMAS, 12 April 2021.

88 Email from Hatim Khamis Rahama, NMAC, 31 March 2022.

89 Informal presentation by Sudan on its Article 5 extension request, 20MSP, Geneva, 21–25 November 2022.

90 Email from Hatim Khamis Rahama, NMAC, 19 May 2021.

91 Draft Article 7 report (covering 2022), Form F.

92 Revised Article 5 deadline Extension Request, August 2022, p. 47.

93 Emails from Johannes de Jager, Operations Manager, Humanitarian Mine Action, DRC, 28 February and 12 June 2023.

94 Ibid.

95 Email from Johannes de Jager, DRC, 28 February 2023.

96 Emails from Johannes de Jager, DRC, 12 June and 26 June 2023.

97 Email from Johannes de Jager, DRC, 23 July 2023.

98 Email from Johannes de Jager, DRC, 6 August 2023.

Table 3: Operational clearance capacities deployed in 2021^{99*}

Operator	Manual clearance teams (MCTs) or Multitask teams (MTTs)	Total deminers	Dogs and handlers	Machines
NUMAD	0	0	2 dogs & 2 handlers	RVCT mainly for road clearance
JASMAR	1 MCT 9 MTTs	8 32	0	0
SLG	2 MTTs	10	0	0
Global Aid Hand	1 MTT	4	0	0
Totals	13	54	2 dogs & 2 handlers	0

Table 4: Operational survey capacities deployed in 2021^{100*}

Operator	NTS teams	Total NTS personnel	TS teams	Total TS personnel
JASMAR	3	12	10	44
NUMAD	0	0	1	8
Global Aid Hand	5	20	3	12
Totals	8	32	14	64

TS = technical survey. *No updated data were available for 2022.

The multi-task teams MTTs and manual clearance team MCT were deployed for the clearance of all priority hazardous areas, with a focus on AP mined areas. Due to a drop in funding, operational capacity was expected to decrease for the operational year 2022-23.¹⁰¹

During the period of the extension request Sudan plans to deploy two mechanical teams (for road/route clearance); six multitask teams of eight deminers, each which will be supported by the mechanical teams and mine detection dogs (MDDs) as required; and twelve quick-response teams of four deminers, each of which could become additional multitask teams.¹⁰²

Demining in Sudan has been carried out primarily using manual clearance, though MDD teams are also used for TS, route/road clearance, and QA. No machines had been employed in demining by the first quarter of 2022. In 2020, NMAC worked with UNMAS to develop a mechanical capacity for Sudan for road/route clearance. It was planned that this capacity would become operational by the middle of 2021 but due to changes in the political situation it was not possible to bring the machines into the country. Instead, UNMAS planned to procure Dual Sensor Detectors (VMR3G "Minehound") to be used for the detection of minimum metallic mines, especially those laid on the roads and routes. UNMAS also planned to run technical workshops during 2022 aimed at improving the efficiency of land release.¹⁰³ It is not known whether these took place.

LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE

LAND RELEASE OUTPUTS IN 2022

In 2022, a total of just over 0.09km² of AP mined area was released in Sudan; 0.08km² through clearance, while 0.01km² was reduced through technical survey (TS), and less than 0.01km² was cancelled through NTS.¹⁰⁴ A total of 63 AP mines were found and destroyed during clearance, including those cleared in uncompleted tasks.¹⁰⁵ As indicated above, in the disputed territory of Abyei, 15,624m² of SHA was cleared manually.¹⁰⁶

⁹⁹ Emails from Hatim Khamis Rahama, NMAC, 31 March 2022; and Aimal Safi, UNMAS, 27 March 2022.

¹⁰⁰ Ibid.

¹⁰¹ Ibid.

¹⁰² Revised Article 5 deadline Extension Request, August 2022, pp. 8-9.

¹⁰³ Emails from Aimal Safi, UNMAS, 12 April 2021 and 27 March 2022; and Hatim Khamis Rahama, NMAC, 19 May and 5 August 2021.

¹⁰⁴ Draft Article 7 report (covering 2022), Form F; and email from Robert Thompson, Head of Project Unit (HPU)/Chief of Operations (COO), UNMAS, UNITAMS, 10 July 2023.

¹⁰⁵ Ibid.

¹⁰⁶ Email from Johan Maree, UNMAS UNISFA, 27 July 2023.

This compares with 2021 when a total of 0.87m² of AP mined area was released, of which 0.03km² was cleared and 0.84km² was cancelled through NTS, with a total of 17 AP mines destroyed (a further five AP mines were destroyed in EOD spot tasks). No area was reduced through TS in 2021.¹⁰⁷

SURVEY IN 2022

JASMAR cancelled 6,283m² of hazardous area through NTS in Blue Nile state in 2022, and reduced another 12,226m² through TS.¹⁰⁸ This is a significant decrease in the area cancelled from 2021, when 838,298m² was released through NTS in Blue Nile and South Kordofan states,¹⁰⁹ but an increase in the area reduced with no area reduced by TS in 2021.

Table 5: Release of mined area through NTS in 2022¹¹⁰

State	Operator	Area cancelled (m ²)
Blue Nile	JASMAR	6,283
Total		6,283

Table 6: Release of mined area through TS in 2022¹¹¹

State	Operator	Area cancelled (m ²)
Blue Nile	JASMAR	12,226
Total		12,226

CLEARANCE IN 2022

In 2022, JASMAR cleared 32,062m² of hazardous area in Blue Nile state and another 43,144m² in South Kordofan, and found and destroyed 32 AP mines and 14 AV mines. Another 31 AP mines were destroyed in uncompleted tasks.¹¹² This is a slight increase on the area cleared in 2021 when 30,155m² was cleared by NUMAD, JASMAR, SLG, and Global Aid Hand in Blue Nile and South Kordofan with the destruction of 17 AP mines during clearance and 5 during spot tasks.¹¹³

Table 7: Mine clearance in 2022¹¹⁴

State	Operator	Area cleared (m ²)	AP mines destroyed	AV mines destroyed	UXO destroyed
Blue Nile	JASMAR	32,062	21	9	1,280
South Kordofan	JASMAR	43,144	11	5	520
Spot tasks			0	0	N/K
Totals		75,206	*32	14	1,800

* Another 31 AP mines were destroyed but not included in Table 7 as the tasks have not yet been completed.¹¹⁵

No AP or AV mines were reported as destroyed in spot tasks in 2022,¹¹⁶ whereas in 2021 five AP mines were destroyed by JASMAR and four AV mines were destroyed by SLG during spot tasks.¹¹⁷ Two hazardous areas along roads, surveyed during the LIS in 2007 were released in 2021 covering 935,398m²; neither was found to contain AP mines.¹¹⁸

107 Emails from Hatim Khamis Rahama, NMAC, 31 March 2022; and Aimal Safi, UNMAS, 27 March 2022; and Article 7 Report (for 2021), Form F.

108 Draft Article 7 report (covering 2022), Form F; and email from Robert Thompson, UNMAS, UNITAMS, 10 July 2023.

109 Emails from Hatim Khamis Rahama, NMAC, 31 March 2022; and Aimal Safi, UNMAS, 27 March 2022; and Article 7 Report (for 2021), Form F.

110 Draft Article 7 report (covering 2022), Form F; and email from Robert Thompson, UNMAS, UNITAMS, 10 July 2023.

111 Ibid.

112 Ibid.

113 Emails from Hatim Khamis Rahama, NMAC, 31 March 2022; and Aimal Safi, UNMAS, 27 March 2022.

114 Draft Article 7 report (covering 2022), Form F; and email from Robert Thompson, UNMAS, UNITAMS, 10 July 2023.

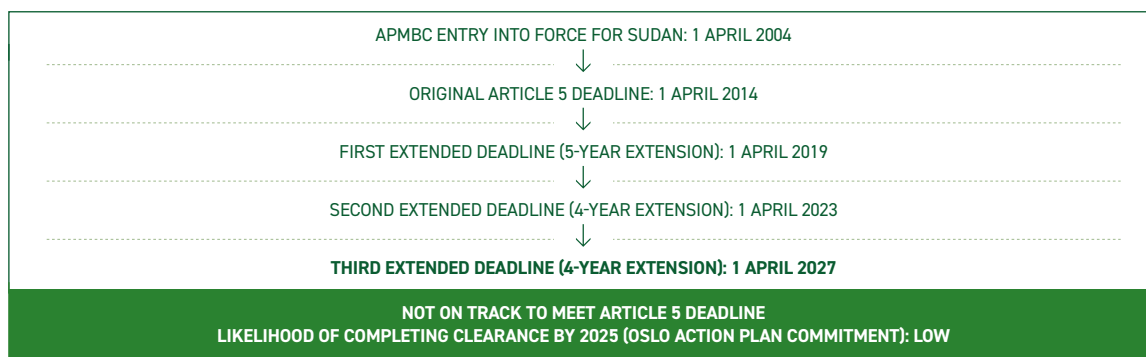
115 Draft Article 7 report (covering 2022), Form F.

116 Email from Robert Thompson, UNMAS, UNITAMS, 10 July 2023.

117 Emails from Hatim Khamis Rahama, NMAC, 31 March 2022; and Aimal Safi, UNMAS, 27 March 2022.

118 Ibid.

ARTICLE 5 DEADLINE AND COMPLIANCE



Under Article 5 of the APMBC (and in accordance with the four-year extension granted by States Parties in 2022), Sudan is required to destroy all AP mines in mined areas under its jurisdiction or control as soon as possible, but not later than 1 April 2027. It is unlikely to meet this new extended deadline.

This is Sudan's third Article 5 deadline extension since becoming a State Party to the APMBC in 2004. It continues to be hampered by poor security. In 2022 full access to most of the known affected communities in Blue Nile and South Kordofan states was still not possible. While there have been some improvements in the past few years, which allowed for access to conflict-affected communities in these areas, completion of clearance by the new deadline is reliant on achieving access to all known and suspected contaminated areas.

Before the eruption of fighting in April 2023, positive developments included a preliminary peace deal signed by Sudan's transitional government and the head of one of the two factions of the SPLM-N rebel group in 2020, after which NMAC in cooperation with UNMAS, began to deploy teams to clear roads and other routes to facilitate the delivery of humanitarian assistance to Blue Nile state.¹¹⁹ Sudan also reported in 2020 a joint initiative with Chad to clear the border areas between the two countries. This was on hold due to the political and security situation in 2022 though Sudan was committed to proceeding when this became possible.¹²⁰ In June 2021, the UN reported that humanitarian agencies had been able to access conflict-affected

communities in the five areas controlled by the SPLM-N El Hilu in South Kordofan and Blue Niles states for the first time in ten years.¹²¹ However, the outbreak of hostilities in April 2023, disrupting mine action activities, adds a significant challenge for Sudan in meeting its new Article 5 deadline.

Table 8: Five-year summary of AP mine clearance

Year	Area cleared (km ²)
2022	0.08
2021	0.03
2020	0.35
2019	0.87
2018	0.98
Total	2.31

Sudan has reported that other obstacles to completion include inadequate funding and lack of sufficient demining equipment, rising inflation, newly discovered contamination being added to the database, and climatic factors and geographical conditions, including the impact of climate change on extended rainy seasons.¹²² It is likely that these challenges will continue into the new extension period, and together with the new hostilities of 2023, are likely to prevent Sudan from reaching completion by the deadline of 1 April 2027.

PLANNING FOR MANAGEMENT OF RESIDUAL CONTAMINATION

Sudan has a plan to deal with residual risk and liability post-completion.¹²³ As at March 2022, NMAC has continued to deal with any residual contamination in the Eastern states through deploying teams with government funding. However, it is planned that, in the long term, Sudan will establish a sustainable national capacity within the military or police.¹²⁴ Sudan is to provide annual updates on organisational and institutional capacities to respond to residual contamination¹²⁵ and specialist training for the institution assigned responsibility for managing residual risk.¹²⁶

119 Statement of Sudan on Article 5, Eighteenth Meeting of States Parties, 16–20 November 2020; and Statement by Sudan on Cooperation and Assistance, 20MSP, Geneva, 21–25 November 2022.

120 Statement of Sudan on Cooperation and Assistance, Eighteenth Meeting of States Parties, 16–20 November 2020; and email from Hatim Khamis Rahama, NMAC, 31 March 2022.

121 Joint UN Press Release, "UN agencies in Sudan reach conflict-affected communities in non-government-controlled areas for first time in a decade", 13 June 2021, at: <https://bit.ly/3j7wMiP>.

122 Email from Hatim Khamis Rahama, NMAC, 19 May 2021; and Revised Article 5 deadline Extension Request, August 2022, pp. 4–5.

123 Email from Hatim Khamis Rahama, NMAC, 9 April 2020.

124 Emails from Hatim Khamis Rahama, NMAC, 19 May 2021 and 31 March 2022.

125 Statement by the Chair of the Committee on Article 5 Implementation on the Analysis of the Request for extension by Sudan, August 2022, 20MSP, Geneva, 21–25 November 2022.

126 Informal presentation by Sudan on its Article 5 deadline extension request, 20MSP, Geneva, 21–25 November 2022.