

Request for an extension of the deadline for completing the destruction of anti-personnel mines in accordance with Article 5 of the Convention

Executive Summary

Submitted by Mozambique

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Introduction

1. Mozambique is located on the southeast coast of Africa. It is bound by South Africa and Swaziland to the south, Zimbabwe to the west, Zambia and Malawi to the northwest, Tanzania to the north and the Indian Ocean to the east. At 799,380 square kilometres, Mozambique is the world's 35th largest country. Mozambique is divided into ten provinces (Niassa, Cabo Delgado, Nampula, Zambézia, Tete, Manica, Sofala, Inhambane, Gaza and Maputo). The provinces are subdivided into 128 districts. Districts are further divided in Administrative Posts and in these are Localities, the lowest geographical level of central state administration. Since 1998, 33 Municipalities have been created in Mozambique.
2. Mozambique has had both one of the world's most severe challenges as it relates to emplaced anti-personnel mines and other explosive remnants of war and one of the longest running responses to this challenge. While during a period that stretches back before entry into force incredible progress has been made, the magnitude of the challenge faced by Mozambique largely explains the great challenges that remain. Challenges notwithstanding, it gives Mozambique great pride to express through its request for an extension of the deadline for completing the destruction of anti-personnel mines in mined areas in accordance with Article 5, paragraph 1 of the Convention that there is light at the end of the tunnel and that completion is in sight. Through a relatively modest investment on the part of both the Republic of Mozambique and the international community, Mozambique can indeed fulfil its obligations in a relatively short period of time.

What is the status of work conducted to date under Mozambique's national demining programme?

3. A 2001 Landmine Impact Survey (LIS) recorded 1,374 areas suspected to contain anti-personnel mines totalling 561,689,063 square metres. It further concluded that approximately 1.5 million persons representing 9.0 percent of Mozambique's population lived in 791 identified mine affected communities in all 10 of Mozambique's provinces. While the LIS had major flaws and while it grossly overestimated the magnitude of the challenge, it was the baseline that Mozambique was left to work with.
4. Mozambique is proud to confirm that with respect to the provinces of Cabo Delgado, Niassa, Nampula and Zambézia, Mozambique has complied with its obligations under Article 5, paragraph 2, "to make every effort to identify all areas under its jurisdiction or control in which anti-personnel mines are known or are suspected to be emplaced" and under Article 5, paragraph 1, "to destroy or ensure the destruction of all anti-personnel mines in (these) mined areas." Thanks largely to the work undertaken by the HALO Trust, between February 1994 and June 2007, 552 clearance tasks and 1,604 explosive

ordnance disposal (EOD) tasks were undertaken in these provinces clearing 10,454,249 square metres (along with 234 kilometres of road) and destroying 99,167 anti-personnel mines, 1,620 anti-vehicle mines and 22,359 unexploded ordnance (UXO).

5. Concerning the provinces of Tete, Manica, Sofala, Inhambane, Gaza and Maputo, Mozambique is not yet in a position to declare completion and hence it is areas in these provinces which are subject to the extension request. Since 1993, mine clearance activities in these provinces have been undertaken to varying extents, by the Accelerated Demining Programme (ADP), Norwegian People's Aid (NPA), Mozambique Armed Forces (FADM), RONCO, Handicap International (HI) and Menschen gegen Minen (MgM), some local and international commercial companies and local NGOs.
6. Of the 816 areas identified by the 2001 LIS in the provinces of Tete, Manica, Sofala, Inhambane, Gaza and Maputo, 390 have been cancelled and 245 clarified as having been released through technical survey and clearance. Hence, 181 of the original LIS sites remain. Of a total of over 186,000,000 square metres of suspect area identified in the 2001 LIS in these provinces, over 37 percent has been cancelled and more areas released through technical survey and clearance.
7. In 2007-2008, Mozambique commissioned the HALO Trust to carry out a "Baseline Assessment" in response to the need for more accurate data to support the strategic planning process for implementation of clearance activities and completion of Article 5 implementation in the provinces of Tete, Manica, Sofala, Inhambane, Gaza and Maputo. This included the reconciliation and consolidation of all existing data and visiting 1,844 suspect areas in these provinces.
8. The results of the Baseline Assessment show there is a total of 12,166,401 square metres of surveyed and confirmed mined area across a total of 541 sites. This includes the 181 LIS-remaining areas. In addition, the Baseline Assessment reported on the need for further investigation of tasks to be undertaken: to clear, in Tete Province, a clearly-defined, 11 kilometre stretch of mine belt near the Cabora Bassa Dam; to clear, in Maputo Province, a line of electrical power pylons, stretching from Maputo City to Ressano Garcia on the South African border; and, to survey and clear mined areas along Mozambique's border with Zimbabwe

What are the circumstances that impede Mozambique from destroying all anti-personnel mines in mined areas by its deadline?

9. The reasons impeding Mozambique from fulfilling its obligations by its 1 March 2009 deadline are as follows:
 - a) A comprehensive estimate of the extent of the problem of landmines in Mozambique was not available until 2001. Mozambique was one of the first countries to conduct a nationwide Landmine Impact Survey (LIS). However, the limitations or flaws associated with the LIS did not become widely understood globally or within the context of Mozambique until approximately 2004. The LIS overstated the problem which has created considerable additional workload in having to revisit most sites and conduct additional stages of survey to better clarify the reality on the ground. The difficulty in determining an accurate end

state may have contributed to some donor fatigue which in turn resulted in a slow down of efforts to implement Article 5.

- b) When the General Peace Agreement was signed in 1992, Mozambique was one of the poorest countries in the world. Whilst Mozambique has experienced sustained high economic growth (7-10 percent), and infrastructure and basic public services have been rehabilitated and expanded, the country remains comparatively poor and still faces considerable social and economic challenges. Poverty reduction is the key challenge for government and, against these this profound challenge, mine action must compete for State and donor funding.
- c) Mozambique is a vast territory where landmine contamination was extensively distributed throughout the country with 123 of 128 districts identified by the LIS as contaminated. The floods of 2000 further set back development efforts and growth in general as much of the fledgling development work conducted up to that period was undone.

What is the proposed duration for the extension and the reasons for this amount of time?

10. Mozambique is requesting an extension totalling five years from March 2009 until March 2014, on the basis that:

- a) It is realistic that all known minefields using an average of 364 manual deminers and 4 mechanical teams at a median cost of US\$ 5,700,000 per year could be cleared in five years, including quality assurance work; and,
- b) Concurrently, plans would be drawn up and implemented: to clear, in Tete Province, the clearly-defined, 11 kilometre stretch of mine belt near the Cabora Bassa Dam; to clear, in Maputo Province, a line of pylons (80 Km), stretching from Maputo City to Ressano Garcia on the South African border; and, to survey and clear mined areas along Mozambique's border with Zimbabwe.

What are the humanitarian, social, economic and environmental implications of the extension?

- 11. Efforts undertaken in Mozambique to release land known or suspected to contain mines can be assumed to have had a significant positive socio-economic impact on Mozambique and its population. For instance, whereas it was projected by in 2001 that over 580,000 people and 318 communities were affected by explosive hazards in the provinces of Cabo Delgado, Niassa, Nampula and Zambézia, by 2007, with implementation of the Convention in these provinces having been considered complete, there were no longer people or communities affected by such hazards in these provinces. It can also be surmised that all of the blockages in these provinces mentioned in the 2001 LIS report no longer exist in these provinces.
- 12. Of the total number or areas and total area that remain to be released, a large majority is considered to have a serious impact on the lives of people living nearby. Hence, an implication of concluding implementation of Article 5 obligations during the extension period requested would be additional positive socio-economic impacts and hence contributions towards Mozambique's poverty reduction and development aims.

13. In addition, while casualty rates have dropped significantly since the immediate post-conflict period, men, women and children still fall victim to explosive hazards in Mozambique. While it will never be possible in any country that has experienced widespread conflict to guarantee that risk from explosive hazards would have been completely eliminated, the fulfilment of Article 5 obligations during the extension period will ensure that Mozambique gets as close as is reasonably possible to a zero-new-victims state.

What is Mozambique's plan to fulfil its obligations during the extension period?

14. The main challenge Mozambique faces in order to comply with its Article 5 obligations is the clearing of the known 541 areas contain mines in addition to the infrastructure sites and border tasks. For this, Mozambique has designed and approved a National Mine Action Plan 2008-2012, which will be updated in due course to cover the entire period of the extension request.

15. Taking into consideration the success of the work conducted in the north and in some areas in the south region, the district by district mine clearance approach appears to be the ideal approach/method to ensure a more cost-effective, transparent and manageable move toward operations on the remaining areas of the 6 provinces. Therefore in the interests of efficiency and cost-saving, each distinct area of operations, usually at a district and provincial levels will see all tasks completed, in order of priority, before demining teams are ready to work in other locations.

16. Mozambique's plan includes annual projections of expected progress in releasing mined areas. This includes detail according to districts, province, relative impact level and mechanical / manual demining.

17. The *Instituto Nacional de Desminagem* (National Demining Institute – IND) will continue to coordinate Mozambique's national demining programme, assure and control quality, and manage information. During the extension period, the IND will regularly meet with all stakeholders, strive to enhance the capacity of its staff, address inadequacies in information management, and establish a national policy of standard for the release of land through means other than technical survey or clearance.

What are the financial and technical means available to Mozambique to fulfil its obligations during the extension period?

18. Mozambique has developed detailed annual estimates for both demining / survey / other land release costs, and, coordination / headquarters costs. This totals approximately US\$ 28 million during the period 2009-2013. Average annual costs during the five years covered by Mozambique's implementation plan amount to US\$ 5.7 million with Mozambique committed to provide more than one third of total costs resulting in an average annual estimated need from international donors amounting to US\$ 3.6 million per year. While there has been a downward trend in international funding for the implementation of the Convention by Mozambique, it should be noted that the average annual funding from 2005 to 2007 exceeds expected average annual needs during the extension period. Moreover, Mozambique is confident that by providing the international community with a clear path towards completion of Article 5 implementation in a

relatively short time period – by 2014 – the international community will respond accordingly.

19. In terms of technical means, Mozambique has a long history of operational efforts having been undertaken by the world's leading not-for-profit demining enterprises. Some of these are still present in Mozambique and are committed to carry out the work necessary to assist Mozambique in completing implementation, subject to funding. Hence, the necessary operational expertise is in place and the need to acquire any technical assets has been factored into Mozambique's costs estimates.