

Status of Universalization of the Anti-Personnel Mine Ban Convention

Presented by the President of the Sixteenth Meeting of the States Parties

8 December 2017

In 1997, 133 States determined to put an end to the suffering and casualties caused by anti-personnel mines, committed to a total ban of anti-personnel mines by signing the Anti-Personnel Mine Ban Convention. As of 2017, the Convention has 162 States Parties, placing it amongst the most universal disarmament instrument. Nonetheless, 35 States remain outside of the scope of the Convention.

Pursuing universal adherence to the Convention and acceptance of its norms is essential to fulfilling the promise of the Convention. At the Third Review Conference in 2014, States Parties made several commitments in adopting the Maputo Action Plan including promoting “formal adherence to the Convention by States not party to the Convention, regularly inviting them to participate in the Convention’s meetings and inform States Parties of practical steps taken, such as formalised commitments not to use, produce or transfer anti-personnel mines, or to destroy stockpiles” (*Action #1 of the Maputo Action Plan*).

Since 2014, the President is mandated to promote the universalization of the Convention and its norms, including in relevant multilateral and regional fora, as well as at the national level. Over the course of 2017, the President has written to the 35 States not party to the Convention individually, inviting them to provide updated information on their accession status, as well as to participate in the work of the 8-9 June 2017 intersessional meetings and in the Sixteenth Meeting of the States Parties. Over the course of 2017 the President also held a number of bi-lateral meetings with 15 States not party.

In addition to these efforts, the President has, as mandated by the Fifteenth Meeting of the States Parties, established an *Informal Working Group on Universalization* to coordinate universalization efforts. The *Informal Working Group on Universalization* has met on two occasions to exchange ideas and updates on universalization efforts taking advantage of the opportunity to update members on future events and possible opportunities for collaboration. These meetings also served as opportunities for the group to plan the organization of its work and to begin developing a more strategic approach to universalization efforts.

Many States not party acknowledge and support to various degrees the humanitarian goals of the Convention and highlight the grave consequences of the use of anti-personnel mines. Some States not party, while acknowledging the disastrous humanitarian consequences of anti-personnel mines, still see that anti-personnel mines have a military utility. For some States not party, proceeding with accession is dependent on the accession of another State, generally a neighbouring State, for others accession is tied to sovereignty issues. And finally, accession to the Convention for some States is just one of many competing priorities for the limited internal resources available.

A number of States not party indicated that they have put in place moratoria on the use, production, export and/or import of anti-personnel mines. Very few States not party have officially indicated stockpiling anti-personnel mines or the extent of their stockpiling, if relevant. As long as States not party possess stockpiled anti-personnel mines and have not indicated an intention to destroy them, these mines could potentially be used.

States not party can submit voluntary Article 7 reports to communicate information about the key areas of implementation of the Convention. Those States that have expressed support for the object and purpose of the Convention have been particularly encouraged to provide voluntary transparency reports. In 2017, Morocco submitted such a report. Other States not party have submitted reports previously including Azerbaijan (2008 and 2009), Lao PDR (2011), Mongolia (2007), Palestine (2012 and 2013) and Sri Lanka (2005). Most States not party that have submitted a voluntary report have only provided some of the information required under Article 7.

A number of States not party express acceptance for the Convention's norms by choosing to vote every year in favour of the UNGA resolution on the implementation of the Convention.

2017 UNGA First Committee Convention Resolution: Voting by States not party

In favour (15)	Abstained (16)	Not present (3)
Armenia	Cuba	Kyrgyzstan
Azerbaijan	Egypt	Lebanon
Bahrain	India	Tonga
China	Iran	
Georgia	Israel	
Kazakhstan	Korea, DPR of	
Lao PDR	Korea, Republic of	
Libya	Myanmar	
Marshall Islands	Nepal	
Micronesia, Federated States of	Pakistan	
Mongolia	Russian Federation	
Morocco	Saudi Arabia	
Singapore	Syria	
Sri Lanka	USA	
United Arab Emirates	Uzbekistan	
	Vietnam	

All States not party to the exception of four - Iran, the Democratic People's Republic of Korea, the Republic of Korea and Uzbekistan - have participated at least once in a Convention-related meeting, with some States not party regularly delivering statements to provide information about their State's position on the Convention and/or on their activities to implement certain provisions of the Convention as well as their contribution to mine action activities.

Participation in Convention-related meetings since the Third Review Conference in 2014

State not Party	2014		2015		2016		2017
	Intersessional meetings	3 rd RevCon	Intersessional meetings	14MSP	Intersessional meetings	15MSP	Intersessional meetings
China		√		√		√	
Egypt	√	√					
India		√		√		√	
Kazakhstan				√			
Lebanon	√	√	√	√	√	√	√
Libya	√	√	√	√			
Morocco	√	√		√	√	√	√
Myanmar	√				√		
Pakistan	√		√		√		
Palestine	√	√	√			√	
Saudi Arabia	√	√			√	√	√
Singapore		√		√		√	
Sri Lanka		√		√	√	√	√

UAE					√		
USA	√	√	√	√	√	√	√

The Convention's States Parties are at the mid-point of the implementation of the Maputo Action Plan which calls for continuing to pursue universal adherence and acceptance of the Convention's norms. States Parties should spare no effort in inviting the 35 States that remain outside this Convention to join it and should continue engaging them at every possible occasion.

The President has prepared an overview of the official¹ information available on the views and practices of the 35 States not party as relates to the Convention. In some cases, official information is not available and in other cases the information is quite old and would benefit from being updated and/or corrected in order to more accurately reflect the positions of the States not party.

¹ Sources of information: statements delivered at Convention-related meetings, voluntary Article 7 reports, responses to questionnaires sent by the ISU and/or the 16MSP President. The table has been prepared by the Anti-Personnel Mine Ban Convention Implementation Support Unit.

State not party	Stated support for the aims of the Convention and stated circumstances for not acceding to the Convention	Last participation in Meetings of the States Parties (MSP) or Review Conference
Armenia	<p>Armenia supports the Convention, and is ready to take measures consistent with the provisions of the treaty. But to assume legally binding obligations, Armenia expects clearly observed readiness to reciprocate on the part of its regional neighbours. Therefore, Armenia's full participation in the Convention is contingent upon a similar level of political commitment by other parties in the region to adhere to the treaty and comply with its regime (Signing Conference of the Anti-Personnel Mine Ban Convention, 4 December 1997)</p> <p>Despite the fact that Armenia is not a member of the Ottawa Convention due to security threats persistent in the region, we full adhere to the goals and objectives of the Convention. (60th UNGA First Committee, 7 October 2005)</p>	9MSP in 2008
Azerbaijan	<p>"With all its actions, the Government of Azerbaijan openly demonstrates the full consent and support for all the basic tenets of the Convention. Thus, de jure, not signing it, de facto, Azerbaijan is fulfilling all the obligations prescribed by the Convention (...) Azerbaijan fully supports the initiative of the need for a stable international legal framework to combat the production and use of mines. (...) At this stage, unfortunately, Azerbaijan has no objective possibility to become a full member of the Convention, but the Azerbaijani government is doing everything possible to support the ideas reflected in the Convention and in a feasible form, implement counter-mines measures in Azerbaijan." (10MSP, 2010)</p>	10MSP in 2010
Bahrain	No official information submitted.	Second Review Conference in 2009
China	<p>"Given its national conditions and the national defence needs, China could still not accede to the Convention at this stage. However, China ascribes to the goal and principles of the Convention and highly appreciates the humanitarian spirit embodied in the Convention. (...) In an effort to improve stockpile management, the Chinese army has conducted comprehensive assessment of its mine inventory and destroyed several hundred thousand old and dysfunctional anti-personnel mines over the last two decades. (...) China has not made any new deployment of landmines over the past ten years." (Third Review Conference, 2014)</p>	15MSP in 2016
Cuba	<p>"Cuba shares the legitimate humanitarian concerns associated with the indiscriminate and irresponsible use of mines. (...) It is not possible for Cuba to renounce the use of mines for the preservation of its sovereignty and territorial integrity, corresponding to the right of legitimate defence, recognised in Article 51 of the Charter of the United Nations." (Explanation of vote, UNGA resolution on the implementation of the Convention, 2016)</p>	Second Review Conference in 2009
Egypt	"Egypt acknowledges the humanitarian considerations which the Ottawa Convention attempted to embody and	Third Review

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	<p>had actually imposed, based on the same considerations, a moratorium on its landmine production and export since the 1980s, long before the conclusion of the Ottawa Convention itself. However, Egypt views this convention as lacking balance between the humanitarian considerations related to APLM and their legitimate military use for border protection. Most importantly, the convention fails to acknowledge the legal responsibility of States for demining APLM they themselves have laid, in particular in territories of other States, making it almost impossible for affected States to meet alone the Convention's demining requirements. This is particularly true in the case of Egypt which still has millions of APLMs on its territories, planted by Second World War powers, requiring vast demining resources (...) The mentioned weaknesses are only complemented by the weak international cooperation system of the Convention which remains limited in its effect and much dependent on the will of donor States. The mentioned weaknesses of Ottawa convention have kept the largest world producers and some of the world's most heavily affected States outside its regime, making the potential for its universality questionable and reminding us all of the value of concluding arms-control and disarmament agreements in the context of United Nations and not outside its framework."(Explanations of vote, UNGA First Committee resolution on the implementation of the Convention, 2010 and 2012)</p>	Conference in 2014
Georgia	<p>Georgia "has never produced anti-personnel mines and doesn't retain the option to produce them. In 1996, the President of Georgia declared a moratorium on producing, importing and using anti-personnel mines. Due to existing circumstances, it is not reasonable to join the Convention (...) The main reasons for not acceding to the Convention are the occupied territories and unstable environment surrounding them. (...) This situation will prevent Georgia from the fulfilment of Convention obligations." (Information sent to the ISU, 15 October 2009)</p>	Second Review Conference in 2009
India	<p>India "supports the vision of a world free of the threat of landmines and is committed to the eventual elimination of anti-personnel mines. (...) but India's national security concerns oblige the country to currently stay out of the Convention. India supports the approach enshrined in CCW Amended Protocol II of striking a balance striking a balance between the humanitarian concerns on the use of landmines and the legitimate defence requirements of States, particularly those with long borders. The availability of military-effective, alternate technologies that can perform cost effectively the defensive functions of anti-personnel mines will facilitate the achievement of this goal." (Third Review Conference, 2014)</p>	15MSP in 2016
Iran	<p>Iran "shares the humanitarian concerns of the States parties to the Anti-Personnel Mine Ban Convention for sponsoring the resolution. (...) However, the Anti-personnel Mine Ban Convention focuses mainly on humanitarian concerns and does not adequately take into account the legitimate military requirements of many countries, particularly those with long land borders, for responsible and limited use of mines to defend their</p>	Has never participated

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	territories. Due to the difficulties of monitoring sensitive extensive areas by established and permanent guarding posts or effective warning systems, unfortunately landmines continue to be the effective means, for those countries, to ensure the minimum security requirement of their borders. While this defensive device should be used under strict established rules to protect civilians, more national and international efforts also should be made to explore new alternatives to landmines.” (Explanation of vote, UNGA First Committee resolution on the implementation of the Convention, 2012)	
Israel	“Israel joins all those countries in supporting international efforts to resolve the problem of indiscriminate and irresponsible use of antipersonnel mines (...) Due to our unique situation in the Middle East involving an ongoing threat of hostilities as well as terrorist threats and actions along the borders, we are still obliged to maintain anti-personnel mines as necessary for self-defence in general and along borders in particular (...) At this juncture, Israel, regrettably, is unable to sign the Convention until effective alternative measures are available to ensure the protection of civilians threatened on a daily basis by terrorists and to ensure the protection of Israeli forces operating in areas of armed conflict.” (Signing Conference of the Anti-Personnel Mine Ban Convention, 4 December 1997)	First Review Conference in 2004
Kazakhstan	“Kazakhstan completely supports the humane orientation of the Convention (...) Full destruction or non-use of anti-personnel mines is unacceptable in the absence of alternative systems to defend the overland borders of the country (...) At the same time, in 1997, a moratorium on export of anti-personnel mines, including their re-export and transit, entered into force in Kazakhstan.” (Statement by the Chief of Special Troops Department of the Chief of Staff Committee of the Ministry of Defence of the Republic of Kazakhstan at the International Seminar “Confidence Building Measures and Regional Cooperation through Mine Action”, Almaty, 25-27 March 2007)	14MSP in 2015
Korea, DPR of	No official information submitted.	Has never participated
Korea, Republic of	“The Republic of Korea fully sympathises with the spirit and objectives of the Ottawa Convention. However, due to the unique security situation on the Korea Peninsula, we cannot but to place our priority on security concerns and are unable to accede to the Ottawa Convention at this point. (...)The Republic of Korea is fully committed to mitigating humanitarian suffering caused by anti-personnel mines. In this regard, the Government of the Republic of Korea is exercising tight control over anti-personnel landmines and enforcing a moratorium on their export for an indefinite extension of time.” (Explanation of vote, UNGA First Committee resolution on the implementation of the Convention, 2009)	Has never participated

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Kyrgyzstan	<p>“Along with speaking in favour of a complete landmine ban, our country advocates step-by-step advance to this goal. (...) Kyrgyzstan has never produced or exported landmines. All supplies that we have were left after the collapse of the Soviet Union. (...) Today the problem of mine clearance cannot be considered because of demarcation and delimitation of neighbouring countries’ borders. Our border issues with some neighbouring countries remain unsettled.” (First Review Conference, 2004)</p>	7MSP in 2006
Lao PDR	<p>“Despite Lao PDR is not yet a state party to this Treaty, we have already implemented a number of its obligations, especially in terms of clearance, victim assistance and voluntary transparency report pursuant to Article 7. Furthermore, we have participated in all undertakings held under this Convention to make sure there is full understanding of the obligations and to show the Lao PDR’s intention towards becoming a state party to the Convention. All those engagements and activities undertaken by the Lao Government reflected its true commitment that it will accede to the Convention as it has announced some time ago and it will continue to work towards this goal.” (Standing Committee on the General Status and Operation of the Convention, May 2012)</p>	12MSP in 2012
Lebanon	<p>The continuing conflict with Israel as well as concerns about the security of its southern border is standing in the way of Lebanon’s adherence to the Convention (First Review Conference, 2004)</p> <p>Lebanon “is working in the spirit of the Convention, shares all the humanitarian aspects and applies it.” (Third Review Conference, 2014)</p> <p>Lebanon “has not taken any additional steps to join the Convention because the reasons that prevented Lebanon from doing so are still valid. Regarding the question of stockpiles of anti-personnel mines, Lebanon indicated that it is a matter related to the sovereignty of Lebanon. Lebanon indicated that the Lebanese Government does not produce or manufacture any type of anti-personnel mines and does not transfer anti-personnel mines.” (Response to 16MSP President letter, 31 October 2017)</p>	Third Review Conference in 2014
Libya	<p>“The interim Government is not in a position to ratify the Convention for the time being. However, Libya shares the international community’s humanitarian concerns with regard to anti-personnel landmines because of their tragic impact on human lives and the environment, which impedes development, particularly since Libya has suffered from mines and war remnants since the Second World War. However, the Convention does not address the damage inflicted on States by the remnants of war and explosives resulting from occupation, or whose territories were the theatre of fighting between foreign countries. The Convention also does not establish a mechanism to assist affected countries suffering from mines placed by colonial States, or commit colonial States to removing, at their own expense, the mines they placed on the territories of other States.”</p>	14MSP in 2015

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	(Explanation of vote, UNGA First Committee resolution on the implementation of the Convention, 2015)	
Marshall Islands²	<p>“Although we still have not yet ratified the treaty, we have not taken any action which is contrary to the goals, objectives and principles and we have provided an unambiguous message of support for the treaty. (...) The Republic of the Marshall Islands government has never produced, used or stockpiled such landmines.</p> <p>We value closely our relationship with the United States of America as defined under the Compact of Free Association, in which the USA provides primary assistance in our defence, in addition to other commitments. While ratification and implementing actions may be possible by our government, doing so may require an approach which exceeds the level of efforts needed to merely adopt “one size fits all” model legislation. We have also informed of the potential for remaining UXO from the WWII era.</p> <p>The international community has repeatedly asked why we have not moved forward with ratification and implementing activities. We ask that member states note the cumulative effect of treaty participation upon small nations. (...) We are aware that the treaty offers both technical assistance and appropriate reporting procedures. (...) We recognise that this treaty represents an urgent international goal deserving our attention. However we cannot move forward on our cumulative treaty obligations in a piecemeal fashion – an appropriately coordinated approach to all treaties is needed (...) It will not be until we complete an internal review of all signed and unsigned treaties that we can provide member states with an updated timeline for future activity. Until the moment when we are able to take our next steps – and that moment will occur – please understand that we remain supportive of this treaty as an original signatory and that our national policies are aligned with this treaty overarching goals and principles.” (9MSP, 2008)</p>	9MSP in 2008
Micronesia, Fed. States of	<p>“The Government of the FSM has indicated its full support of the concept of universalization and full implementation of the Convention (...) The FSM considers itself as a mine-free State. Regardless, the aspiration of the Government of the FSM to accede to the Convention remains intact. (...)The Government of the FSM is very close to fulfilling its internal legal requirements in order to accede to the Convention. Presently there is a draft resolution before the Congress of the FSM seeking approval to accede to the Convention. It is expected that Congress will take favourable action on the resolution in the upcoming January 2009 regular session.” (Standing Committee on the General Status and Operation of the Convention, 2 June 2008).</p>	11MSP in 2011

² The Marshall Islands are signatory to the Convention.

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Mongolia	<p>“Mongolia fully supports the noble purpose and humane principles of the Convention and firmly denounces the use, stockpiling, production, and transfer of anti-personnel mines. (...) The Government’s policy has laid the groundwork for accession via a step-by-step approach that involved amending legislation to allow release of the amount of stockpile, starting the destruction of stockpile and securing funding for stockpile destruction (...) Mongolia has a stockpile of 206,317 anti-personnel mines and it will destroy 380 mines in 2011.” (10MSP, 2010)</p> <p>“Mongolia continues to pursue a step-by-step (or phased) policy towards accession to the Convention due to a range of security and economic concerns.” (Standing Committee on the General Status and Operation of the Convention, 20 June 2011)</p>	11MSP in 2011
Morocco	<p>“Morocco complies de facto to the terms of the Convention. However, its adhesion to this instrument is a strategic objective, deferred by the artificial conflict imposed to Morocco concerning its territorial integrity. (...) Morocco has never produced anti-personnel mines and does not intend to acquire capacity to produce anti-personnel mines. Morocco does not transfer anti-personnel mines and does not intend to do so in the future” (Responses to 16MSP President questionnaire, 24 August 2017)</p> <p>“Morocco retains a stockpile of anti-personnel mines for training purposes. No details have been provided on types or quantities of mines. Military schools and training centres are authorised to retain inert mines. (...) Morocco will clear all the mines as soon as the conflict with Western Sahara is resolved.” (Voluntary Article 7 report covering calendar year 2016)</p>	15MSP in 2016
Myanmar	<p>Myanmar is reviewing its “current status in connection with the Convention (...) One of the basic principles enshrined in our foreign policy is to actively contribute to the maintenance of international peace and security. This policy consistently supports disarmament and opposes arms races, production and sales. In line with this policy, we do not lose sight of the Convention (...) We are closely following the progressive activities related to it.” (12MSP, 2012)</p>	12MSP in 2012
Nepal	<p>“Nepal remains fully committed to the humanitarian objectives of the Convention.” (8MSP, 2007)</p>	10MSP in 2010
Pakistan	<p>“Given our security compulsions and the need to guard our long borders, not protected by any natural obstacle, the use of landmines forms an important part of our self-defence strategy. The objective of total elimination of anti-personnel mines can be best promoted inter alia, by making available non-lethal, militarily and cost effective alternate technologies.”</p> <p>(Explanation of vote, UNGA resolution on the implementation of the Convention, 2016)</p>	9MSP in 2008

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Palestine	No official information submitted	15MSP in 2016
Russian Federation	<p>“Russia is against the creation of forums where ones already exist. The Convention on Certain Conventional Weapons is the appropriate forum for the issue.” (Explanation of vote, UNGA First Committee resolution, 2009)</p> <p>“The Russian Federation is committed to the noble goal of creating a world free of anti-personnel mines (...) Russia is well aware of the seriousness of the humanitarian consequences of the use of antipersonnel mines (...) At the same time, in addressing the "mine" problem, we consider it is necessary to take a realistic approach and take into account the interests of all members of the international community, especially the states that historically and by virtue of their geostrategic position are forced to rely on this type of defensive weapons to ensure their security. Therefore, in practice, we proceed with the assumption that the movement towards a complete and universal ban on APM should be carried out step by step.</p> <p>Russia supports the objectives of the Convention and does not exclude the possibility of acceding to it within a reasonable time in the future. This timing will depend on the completion of the work on a number of technical, financial and other problems associated with the implementation of the Convention in the case of the Russian accession. The accelerated preparation for the functional replacement of anti-personnel mines is among those problems. (...) I would like to draw your attention to the fact that Russia has completely stopped the production of the most dangerous types of antipersonnel mines - high explosives. Over the past ten years, about 10 million mines, including anti-personnel mines, have been destroyed in Russia.” (10MSP, 2010)</p>	10MSP in 2010
Saudi Arabia	“Saudi Arabia has always supported the Convention (...) The Kingdom of Saudi Arabia observes and respects the spirit of this Convention. It has never used anti-personnel mines, nor has produced them. Such mines have never been transferred to or from the Kingdom to any destination, be it governmental or otherwise. Saudi law forbids all authorities other than the armed forces from stockpiling mines.” (First Review Conference, 2004)	15MSP in 2016
Singapore	“Our position on anti-personnel landmines has been clear and open. As in the past years, Singapore supports and will continue to support all initiatives against the indiscriminate use of anti-personnel landmines, especially when they are directed at innocent and defenceless civilians. With this in mind, Singapore declared a two-year moratorium in May 1996 on the export of anti-personnel landmines without self-neutralising mechanisms. In February 1998, Singapore expanded the moratorium to include all manner of anti-personnel landmines, not just those without self-neutralising mechanisms, and extended the moratorium indefinitely. We also support the work of the Convention by regularly attending the Meetings of the States Parties to the Convention. (...) At the	15MSP in 2016

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	same time, like several other countries, Singapore firmly believes that the legitimate security concerns and the right to self-defence of any State cannot be disregarded. A blanket ban on all types of anti-personnel landmines and cluster munitions may therefore be counter-productive.” (Explanation of vote, UNGA resolution on the implementation of the Convention, 2016)	
Sri Lanka	“Although Sri Lanka is still not a State Party to this important Convention, we have supported the work of this Convention and continue to do so. (...) The Cabinet of Ministers in March 2016 approved Sri Lanka’s accession to the Convention and we are presently working on domestic technical and other related processes required for Sri Lanka’s accession.” (Intersessional meetings, June 2017)	15MSP in 2016
Syria	No official information submitted.	7MSP in 2006
Tonga	No official information submitted	12MSP in 2012
United Arab Emirates	“We do not produce anti-personnel mines. We do not transfer antipersonnel mines to any party or any other country. We believe that the question of acceding to the Convention still needs further study and consultations before taking any decision.” (Information sent by the Permanent Mission of the United Arab Emirates in Geneva to the ISU, 25 September 2009)	12MSP in 2012
United States of America	“In 2014, the United States announced several important changes to our policy with respect to anti-personnel mines to align our policy outside the Korean Peninsula with the key requirements of the Ottawa Convention. This announcement included a commitment to continue to work to find ways that would allow us to ultimately fully comply with and accede to the Ottawa Convention while ensuring our ability to respond to contingencies on the Korean Peninsula. This process is ongoing.” (15MSP, 2016).	15MSP in 2016
Uzbekistan	No official information submitted.	Has never participated
Vietnam	“We therefore have joined the world community to welcome various bans, moratoria and other restrictions already declared by States on anti-personnel mines as well as the growing consensus against the indiscriminate use of anti-personnel mines against civilians. (...) In the security concern, we are of the view that any efforts to ban landmines should take into account the legitimate national security concerns of states as well as their legitimate rights to use appropriate measures for self-defence. We support the humanitarian aspects of the Ottawa Convention but we could not sign it yet as it regrettably does not duly take into account the legitimate security concerns of many countries including Vietnam.” (Meeting of the Standing Committee on the General Status and Operation of the Convention, June 2008)	5MSP in 2003

