

---

**Meeting of the States Parties to the Convention  
on the Prohibition of the Use, Stockpiling,  
Production and Transfer of Anti-Personnel  
Mines and on Their Destruction**

25 November 2010

Original: English

---

**Tenth Meeting**

**Geneva, 29 November – 3 December 2010**

Item 9 of the provisional agenda

**Informal presentation of requests submitted under  
article 5 and of the analysis of these requests**

**Analysis of the request submitted by Zimbabwe for an  
extension of the deadline for completing the destruction of  
anti-personnel mines in accordance with article 5 of the  
Convention**

**Submitted by the President of the Second Review Conference on behalf  
of the States Parties mandated to analyse requests for extensions**

1. Zimbabwe ratified the Convention on 18 June 1998. The Convention entered into force for Zimbabwe on 1 March 1999. In its initial transparency report submitted on 11 January 2000, Zimbabwe reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Zimbabwe was obliged to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by 1 March 2009. Zimbabwe, believing that it would be unable to do so by that date, submitted a request to the 2008 Ninth Meeting of the States Parties for a 22 month extension of its deadline, until 1 January 2011. The Ninth Meeting agreed unanimously to grant the request.
2. In granting Zimbabwe's request in 2008, the Ninth Meeting, while noting that it may have been unfortunate that after almost ten years since entry into force a State Party was unable to specify how much work remains and how it will be carried out, it was positive that Zimbabwe intended to take steps to garner an understanding of the true remaining extent of the challenge and to develop plans accordingly that precisely project the amount of time that will be required to complete Article 5 implementation. In this context, the Ninth Meeting noted the importance of Zimbabwe requesting only the period of time necessary to assess relevant facts and develop a meaningful forward looking plan based on these facts. The Ninth Meeting further noted that, by requesting a 22 month extension, Zimbabwe was projecting that it would need approximately two years from the date of submission of its request to obtain clarity regarding the remaining challenge, produce a detailed plan and submit a second extension request.
3. On 3 August 2010 Zimbabwe submitted to the President of the Second Review Conference a request for an extension of its 1 January 2011 deadline. On 16 September 2010, the President of the Second Review Conference wrote to Zimbabwe to request additional information. Zimbabwe provided a response on 28 September 2010 and, on the same date, submitted to the President of the Second Review Conference a revised request

for extension incorporating additional information provided in response to the President's questions. Zimbabwe's request is for 24 months, until 1 January 2013.

4. The request indicates that in its initial extension request Zimbabwe had taken the recorded or surveyed length of the minefield and multiplied it by an average width of 1.3 kilometres which led to an overestimation of the total mined area. The request indicates that, taking in account a variety of information sources and the significant experience gained from more than 12 years of clearance by the National Mine Clearance Squadron, a more detailed analysis was undertaken by the Zimbabwe Mine Action Centre (ZIMAC) during the initial extension period which provides a more accurate picture of the situation. The request further indicates that Zimbabwe now understands the original contamination to have included the following 10 mined areas measuring a total area of 511.05 square kilometres: Victoria Falls to Mlibizi (286 square kilometres), Musengezi to Rwenya (145.28 square kilometres), Sango Border Post to Crooks Corner (22.9 square kilometres), Rusitu to Muzite Mission (28.8 square kilometres), Sheba Forest to Beacon Hill (20 square kilometres), Burma Valley (1.32 square kilometres), Rushinga (2.8 square kilometres), Lusulu (2.8 square kilometres), Mukumbura (0.55 square kilometres) and Kariba (0.6 square kilometres).

5. The President of the Second Review Conference asked Zimbabwe to elaborate on the extent of the Zimbabwe National Army registries. Zimbabwe responded by indicating that the maps do not include comprehensive data and only showed the general location of minefields and gaps that have been opened and that mine laying records are not available except for a short stretch of the *Reinforced Ploughshare* minefields covering the area from Limpopo River to Mwenezi River on the Crooks Corner minefield. The President also asked Zimbabwe to expand on the methodologies used in executing the different surveys mentioned in the request. Zimbabwe responded by indicating that the HALO Trust surveyed the entire minefield on the Zimbabwe-Mozambique border by physically visiting areas and communities and that HALO carried out technical survey within Mozambican territory in four locations to confirm the type and density of mines. Zimbabwe also indicated that Koch-MineSafe learned of the location of the Mukumbura minefield from the local communities when it was clearing the *Cordon Sanitaire* minefield.

6. The request indicates that based on military planning processes and the limited number of records available, together with the experience gained from the National Mine Clearance Squadron, the three different types of minefields generally consist of *Cordon Sanitaire*, consisting of three rows of subsurface anti-personnel mines laid in a standard pattern with a width of 25 metres emplaced close to or on the international border, *Ploughshare* minefield, consisting essentially of three rows of ploughshare directional fragmentation anti-personnel mines mounted on 0.5 to 1 metre high stakes protected by sub-surface anti-personnel mines and *Reinforced Ploughshare* minefields, which consist of 6 rows of ploughshare directional fragmentation anti-personnel mines mounted on 0.5 to 1 metres high stakes protected by sub-surface anti-personnel mines. The request further indicates that as the laying continued, there was always some variation on the laying process, as well as the types of mines laid.

7. The request indicates that efforts to clear mines began soon after Zimbabwe gained independence. The request indicates that, to date, a total of 295.8 square kilometres have been cleared, culminating in the destruction of 196,887 anti-personnel mines and that in the early post war period an average of 600 unexploded ordnance (UXO) were recovered annually with a total of 1,621 UXOs recovered from 2000 to 2010. The request indicates that clearance activities were undertaken by the Zimbabwe National Army in the Victoria Falls to Mlibizi minefield (286 square kilometres) and the Sango Border Post to Crooks Corner minefield (3.6 square kilometres) and that clearance of the Musengezi to Rwenya minefield (6.2 square kilometres) was undertaken as part of the Koch-MineSafe project

funded by the European Union between 1999 and 2000. The request further indicates that an additional 15 square kilometres that have been cleared (including 10 square kilometres of cleared gaps on the border and 5 square kilometres at the Forbes Border Post) were not cleared in accordance with current International Mine Action Standards (IMAS), and, therefore will need to be addressed in further clearance activities and have not been included in the total area cleared.

8. The request indicates that in addition to the area cleared there are a number of areas that can be removed from the list of areas remaining for a number of reasons: 0.23 square kilometres from the Musengezi to Rwenya minefield and 4.9 square kilometres from the Rusitu to Muzite Mission minefield have been found and agreed to be within Mozambican territory and 8.8 square kilometres of the Sheba Forest to Beacon Hill minefield have been found and agreed to be straddling the Mozambican and Zimbabwean border and ownership has thus been shared.<sup>1</sup>

9. The request indicates that a total of 201.32 square kilometres of suspected minefields remain to be addressed consisting of 3.1 square kilometres of *Cordon Sanitaire* and 198.22 square kilometres of *Ploughshare* or *Reinforced Ploughshare* minefields. The request further indicates that based on available data, the mined areas of Musengezi to Rwenya, Sango Border Post to Crooks Corner, Rusitu to Muzite Mission, Sheba Forest to Beacon Hill and Burma Valley can be assumed to be reasonably accurate (with the exception of the *Cordon Sanitaire* minefield in the Crooks Corner – Sango Border Post, which is not recorded, but is known to exist and thus requires further survey) and that if resources are made available, it would also be appropriate to confirm the accuracy of available information on these minefields through a limited general survey. The request further indicates that the minefields of Lusulu, Mukumbura, Kariba and Rushinga all require more detailed technical survey but that the figures provided are based upon reasonable analysis of the data available. The States Parties mandated to analyse requests submitted under Article 5 of the Convention (hereafter referred to as the “analysing group”) noted that the new estimate of 201.32 square kilometres of land remaining to be addressed was a significant reduction from the estimate contained in Zimbabwe’s 2008 request.

10. The request indicates that, as the minefields are known, the method used to release land has been through full clearance with clearance being preceded by a technical survey to ensure that resources were not wasted clearing areas without contamination. The request indicates that two methods have been used so far to clear minefields: Koch-MineSafe used a combination of mechanical clearance (using a ground tiller method) and standard manual demining techniques followed by a separate external quality assurance process and mine clearance by the Zimbabwe National Army has been carried out through standard demining techniques, followed by an internal quality assurance process (except for the most recent 3.6 square kilometres in the Crooks Corner to Sango area, where there has been, thus far, no quality assurance undertaken). The request indicates that on the commercial demining contract on the Musengezi to Rwenya minefield, quality assurance was undertaken by an external commercial company through monitoring and supervision and that in areas cleared by the National Mine Clearance Squadron, Quality Control/Quality Assurance is done by deminers who were not engaged in the initial clearance through post clearance verification.

11. The request indicates that casualties are still being recorded in the areas where the Koch-MineSafe project took place in the small areas that were not cleared by the project and that although they were marked, ten years passage of time has resulted in the majority

---

<sup>1</sup> In response to an invitation by the President of the Second Review Conference to comment on a draft analysis, Zimbabwe added that Zimbabwe has not yet visited the area in question to verify findings relating to the minefield being on Mozambican territory or straddling the Mozambican-Zimbabwean border.

of markings being removed and populations now not knowing where cleared and non-cleared areas are. The request further indicates that mine risk education (MRE) has been carried out in the past in these areas but has not been sustained due to resource constraints and that resources are being sought to ensure the effective exclusion of civilians from these areas and ensure that civilians in the area are aware of the situation. The request also indicates that MRE in this area and other high impact areas will be prioritised in future plans and a more systematic turnover of cleared land to local communities will be done in the future.

12. As noted, Zimbabwe's request is for 24 months (until 1 January 2013). The request indicates that, by requesting 24 months, Zimbabwe intends to seek and receive international technical assistance in order to train and equip a limited survey capacity and to improve the efficiency of the demining capacity. The request further indicates that the four remaining "unknown" areas (Rushinga, Lusulu, Mukumbura and Kariba) will be surveyed and that further surveys will take place at the Crooks Corner and Sango Border Post mined area. The request also indicates that none of the above areas are believed to be significant in size and that it is envisaged that this process will take around two months. In addition, the request indicates that parallel to the survey process, Zimbabwe's demining teams will work with international support to gain expert knowledge and update their skills to ensure faster, more effective and safer operations. The request finally indicates that, following the two year process of survey, retraining, consolidation of resources and fundraising, Zimbabwe will submit a further extension request that will allow a clear and effective plan for the final removal of all the remaining minefields.

13. The request indicates the following, which in Zimbabwe's view, acted as impeding circumstances during Zimbabwe's original ten year period following entry into force: a) As a result of economic sanctions, Zimbabwe was been unable to access funds from the international financial institutions and was unable to import equipment and contract commercial demining companies; b) Zimbabwe experienced a shortage of demining equipment and current equipment is ageing; c) Zimbabwe was unable to fully fund demining operations on its own and its national commitment was limited by other pressing budgetary concerns such as food, power and fuel imports; d) Zimbabwe had not received support from the international community since 2000 and had been isolated from developments in demining techniques and standards.

14. The request indicates that it is believed that the programme to clear Zimbabwe will cost in the region of US\$ 100 million based on: (a) 381 kilometres of frontage of *Cordon Sanitaire* minefields with a width of 25 metres consisting generally of three rows of anti-personnel mines and containing around 5,500 mines per kilometre of frontage; (b) 538.8 kilometres of frontage of either *Ploughshare* with a width of 400 metres, generally consisting of three rows of ploughshare directional fragmentation mines protected by anti-personnel mines with an average of 100 ploughshare and 300 anti-personnel mines per kilometre frontage, or *Reinforced Ploughshare* minefields with a width of 400 metres, consisting of four rows of ploughshare directional fragmentation mines protected by anti-personnel mines with an average of 100 ploughshare and 5,800 anti-personnel mines per kilometre of frontage; (c) the average of US\$ 1 per square metre for overall programme costs; and (d) an estimate of 50 percent of the 201.32 square kilometres subject to release through means other than clearance.

15. The request contains tables indicating the time bound activities to take place over the extension period. Phase one includes demining refresher training for all demining staff, survey training for 12 experienced and selected staff, non technical survey of 4 unknown areas (Rushinga, Lusulu, Mukumbura and Kariba), technical survey of small areas in each of the 5 known minefields, MRE in high impacted areas, relocation of ZIMAC out of Military cantonment area, development of Zimbabwe's national mine action standards in

accordance with IMAS and mobilization of funds from the donor community. Phase two includes the continuation of resource mobilisation, re-equipping of mine clearance squadrons and deployment in a more effective manner, work with partners to oversee either contract development for clearance activities and/or work closely with international or local organizations who agree to undertake major clearance activities. Phase three includes the initiation of major clearance operation and development and implementation of a national strategic mine action plan.

16. The request indicates that if donor isolation continues Zimbabwe will attempt to maintain the current capacity and, dependent on the financial situation, would seek to increase the support it provides. The request further indicates that Zimbabwe's financial resources are extremely limited and that the mine clearance squadron of 140 deminers have only 24 serviceable metal detectors between them and a very low level of serviceable personal protective equipment. The request also indicates that at current rates of clearance, which are regressing due to demining equipment constraints, it will take Zimbabwe at least another 50 years to deal with its problem. The analysing group noted that a more accurate estimate of the amount of time required should be available once survey, capacity building and resource mobilisation efforts have been carried out.

17. The President of the Second Review Conference asked Zimbabwe to elaborate on its level of confidence in acquiring external support, provide additional information on the organizations that have been holding discussions with Zimbabwe, and indicate if there is a timeline of when this support would be forthcoming and what kind of support will be provided. Zimbabwe responded by indicating that it is optimistic about receiving capacity development as well as material support but that at the moment there are no timelines of when the support is likely to be provided. Zimbabwe further indicated that a number of organizations have visited Zimbabwe including the ICRC, the HALO Trust and the Danish Demining Group and that all have indicated their willingness to mobilise resources to assist Zimbabwe in dealing with the remaining contamination. Zimbabwe also indicated that it is in contact with Danish Church Aid and the Swiss Foundation for Mine Action, which have plans to visit Zimbabwe to assess Zimbabwe's mine action needs and have indicated their willingness to assist.

18. The President of the Second Review Conference asked Zimbabwe if any of the local organizations have put forth efforts to seek funding in order to operate in Zimbabwe, given that Zimbabwe indicates that there are 8 registered commercial demining companies in Zimbabwe, some of them with international experience, and that none of them is engaged in clearing mines in Zimbabwe at present due to lack of funds. Zimbabwe responded by indicating that only one local commercial demining company has formally communicated its attempts to seek funding to operate in Zimbabwe and that the efforts have reportedly been unsuccessful. Zimbabwe also mentioned that last month two local commercial demining companies indicated that they will attempt to mobilise resource for mine clearance in Zimbabwe and that Zimbabwe does not yet have feedback on the progress they have made. Zimbabwe further noted that some companies have indicated that it was currently difficult to fund raise for local clearance.

19. The request indicates that humanitarian, economic, social and environmental benefits will be realised as a result of carrying out work during the requested extension period.

20. The request includes other relevant information that may be of use to the States Parties in considering the request including a table comparing the information in the current request with that in the request granted in 2008. The analysing group noted that, while the request indicates that "casualties are still being reported", no information was contained in the request on the number, age and gender of casualties.

21. The analysing group noted that Zimbabwe had not complied with the commitment it had made, as recorded in the decisions of the Ninth Meeting of the States Parties, to garner an understanding of the true remaining extent of the challenge and to develop plans accordingly that precisely project the amount of time that will be required to complete article 5 implementation. The analysing group also noted that Zimbabwe had indicated that it was impeded from fulfilling commitments it had made in its original extension request by not having received sufficient assistance from the international community.

22. The analysing group noted that, while it would appear that Zimbabwe possesses sufficient knowledge that it could have enabled Zimbabwe to develop a plan to meet its Article 5 obligations in a reasonable amount of time, it was positive that Zimbabwe has committed, by 1 January 2013, to have built its capacity, improved its efficiency, carried out surveys and engaged those in a position to provide assistance. The analysing group further noted that while it is unfortunate that almost twelve years since entry into force a State Party is unable to specify how much work remains and how it will be carried out, it is positive that Zimbabwe intends to reinvigorate efforts to garner an understanding of the true remaining extent of the challenge and to develop plans accordingly that precisely project the amount of time that will be required to complete Article 5 implementation. The analysing group noted that by requesting a two year extension, Zimbabwe was projecting that it would need approximately two and a half years from the date of submission of its request to obtain clarity regarding the remaining challenge, produce a detailed plan and submit a third extension request.

23. The analysing group noted that, while Zimbabwe has made it clear that the provision of external support is necessary to fully implement the plan contained within its request, Zimbabwe could inspire greater confidence on the part of those in a position to provide assistance by increasing national ownership and enhancing its humanitarian demining effort in ways that would cost little, including by adopting IMAS-compliant national standards and establishing a civilian demining authority.

24. The analysing group noted that the timeline contained in the request would greatly assist Zimbabwe and all States Parties in assessing progress in implementation during the extension period. The analysing group noted in particular the commitments made by Zimbabwe to undertake, within 12 months, non-technical survey of the four “unknown areas” (Rushinga, Lusulu, Mukumbura and Kariba) and technical survey of parts of the five “known minefields”, to relocate, within 12 months, ZIMAC “out of military cantonment area”, and, to develop, within 24 months, Zimbabwean mine action standards that are based on the IMAS. In this regard, the analysing group noted that it would be beneficial if Zimbabwe provided updates relative to these and other commitments at meetings of the Standing Committees and at Meetings of the States Parties.

---