
**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**

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Article 5 extension requests and the extension request process

**Analysis of the request submitted by Angola 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 Eleventh Meeting of the States
Parties on behalf of the States Parties mandated to analyse requests for
extensions**

1. Angola ratified the Convention on 5 July 2002. The Convention entered into force for Angola on 1 January 2003. In its initial transparency report submitted on 14 September 2004, Angola reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Angola is obliged to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by 1 January 2013. Angola, believing that it will be unable to do so by that date, submitted on 30 March 2012 to the President of the Eleventh Meeting of the States Parties (11MSP), a request for an extension of its deadline. On 15 June 2012, the 11MSP President wrote to Angola to request additional information. Angola provided a response on 29 June 2012. On 7 September 2012, the 11MSP President again wrote to Angola to seek further clarification of a number of matters. Angola responded on 17 September 2012. Angola's request is for five years (until 1 January 2018).

2. The request indicates that the first efforts to determine the level of contamination in Angola began in 1995 after the Lusaka peace agreement of 1994 with non-technical studies carried out by non-governmental organizations, particularly by Norwegian People's Aid (NPA). The request indicates that the resumption of war in 1998 prevented Angola from acquiring a clear picture of mine contamination and that this was aggravated by the fact that mines were employed during the war (1998-2002). The request indicates that because of this, surveys carried out prior to 2002 were considered unreliable. The request indicates that, with the end of the war, a Landmine Impact Survey (LIS) was carried out which identified 3,321 suspected hazardous areas (SHAs) amount to approximately 1,025 square kilometres in 1,988 communities located within 18 provinces and serving as a baseline for the mine action program.

3. The request indicates that a total of 40 actors have been involved in the demining process in Angola since 1996 with a total of 4,491,707,182 square metres (e.g., approximately 4,491 square kilometres) “cleared” and with 34,042 anti-personnel mines, 24,092 anti-tank mines and “2,424.81” items of unexploded ordnance (UXO) were removed and destroyed.¹ The States Parties mandated to analyse requests submitted under Article 5 of the Convention (hereafter referred to as the “analysing group”) noted that Angola the extremely low density of mines contained within areas cleared (i.e., one anti-personnel mine destroyed for every 131,136 square metres “cleared”), thus highlighting the importance in the future of Angola making use of the full range of practical methods to rapidly release, with a high level of confidence, areas suspected of containing anti-personnel mines as recommended by the Ninth Meeting of the States Parties.

4. The request indicates that 2,116 of the 3,321 SHAs identified by the LIS remain to be addressed measuring a total of 793,177,246.68 square metres (i.e., approximately 793 square kilometres), with 19 communes not having been subject to the LIS for reasons of inaccessibility. The analysing group noted Angola’s acknowledgement that even with this level of information at its disposal, Angola sought to acquire “a real picture of the situation of the problem of landmines in the country” in part due to the fact that “most of what was done was not reported or was reported incorrectly.”

5. The request indicates the following as impeding circumstances: (a) the size of the country and the diversity of vegetation; (b) the longevity of the conflict involving a variety of actors using different mine laying techniques; (c) mines were employed without registration of their number and location; and, (d) resources have been insufficient to address contamination. The analysing group noted that the fact that mine action information had not been effectively collective, maintained and managed may also have been a circumstance that has impeded implementation.

6. The request indicates that anti-personnel mines have had a negative impact on the lives of communities and the normal functioning of the economy and of public administration including by blocking access to roads, bridges and arable land, creating barriers to resettlement and hindering the post-war reconstruction and development process. The request indicates that since 2003 a total of 564 people having been injured and 390 having been killed by mines. The 11MSP President wrote to Angola to inquire about the casualty data reported within the request given that it appears that casualties have been underreported.² Angola responded by indicating that the source for this information is the national database of the Intersectoral Commission for Demining and Humanitarian Assistance (CNIDAH) and further indicated that there is an on-going project to carry out survey of mine victims in Angola. The analysing group noted that Angola has not provided

¹ The States Parties mandated to analyse requests submitted under Article 5 of the Convention, noted the discrepancy between figures used by Angola in the body of its request and figures contained in tables in the request or annexed to them. As Angola did not resolve these discrepancies in the additional information provided on 29 June and 7 September 2012, the analysing group used the former for the purposes of preparing this analysis.

² At the Convention’s First Review Conference in 2004, Angola reported 80,000 mine victims. While the report of 80,000 mine victims may have been a gross overestimation, the analysing group note the chasm between this figure and the figures in the extension request as well as the relatively low number of casualties reported in the extension request relative to the extremely large estimate of the scope of the landmine problem in Angola. In commenting on a draft of this analysis, Angola stated that the data provided in Nairobi referred to persons with disabilities generally and not only mine victims. Angola further noted that the data are being updated on the basis of a “Project National Survey of Victims of Mines” and that five of 18 provinces have been screened, with about 300 mine victims identified.

information on victims disaggregated by sex and age in keeping with commitments made in the Cartagena Action Plan.

7. The request indicates that there have been significant socio-economic gains made since entry into force as a result of Article 5 implementation including the following: all main roads of the country have been cleared and those remaining to be cleared are secondary and tertiary roads; demining has created risk-free safety conditions for the settlement of internally displaced people and refugees staying in neighbouring countries; agricultural production has increased considerably; and, areas for activities such as firewood collection and hunting have been released. The analysing group noted that progress in the implementation of Article 5 during the requested extension period had the potential of making a significant contribution to improving human safety and socio-economic conditions in Angola.

8. As noted, Angola's request is for 5 years (until 1 January 2017) in order to acquire, through survey and database update, a real picture of landmine contamination in the country. The request indicates that the work plan will consist of key activities that will contribute to the improvement of data quality including a non-technical research project, a support project for accurate identification of the dimension of demining in Angola and a project for updating of the database and correction of discrepancies. The request also indicates that the work plan includes administrative and capacity building projects to address current problems that need to be resolved including training activities covering techniques and practices concerning the completion and filing of reports intended for technicians and capacity building for monitoring, administration and programmatic coordination of the CNIDAH's mine action program with the aim of improving management and quality control procedures and practices.

9. The request indicates that the Non-Technical Research Project aims to update the data of suspected areas in the country and reflect them in CNIDAH's database making the database a suitable planning and decision-making tool. The request indicates that this activity is estimated to last two years (2011-2013) and that it will be coordinated and supervised by CNIDAH in collaboration with national and international non-governmental organizations with an estimated budget of US\$ 2.7 million (or US\$150,000 per province) funded by the Angolan Government and the European Commission through a 10th European Development Fund. The request further indicates that the project will consider the survey work conducted by the HALO Trust and NPA. The analysing group noted that a more accurate estimate of the amount of time required to complete implementation of Article 5 should be available once survey efforts have been carried out and that the request makes it clear that these efforts would be complete in 2013.

10. The 11MSP President wrote to Angola to ask if it could indicate what the US\$ 2.7 million estimated budget for survey will cover and if Angola could elaborate on what Angola means by indicating that this project "will consider" the survey work conducted the HALO Trust and NPA. Angola indicated that the \$2.7 million will be provided by the Government of Angola and will cover costs for equipment (vehicles, navigation tools, etc.) as well as operational and administrative costs of the five national operators as well as CNIDAH monitoring efforts. In terms of the consideration of survey reports, Angola indicated that both the HALO Trust and NPA have conducted surveys in various locations but CNIDAH and these operators are still assessing their survey reports. Angola further indicated that, if CNIDAH concludes that the surveys conducted by those institutions remain up-to-date, then there will be no need to repeat the work in the areas in question. Angola also indicated that the CNIDAH, in partnership with the HALO Trust and NPA are currently finalising this assessment.

11. The 11MSP President wrote to Angola to inquire regarding the methodology which will be used in implementing the survey and on the current status of the survey and current

results. Angola responded by providing an overview of the methodology to be used including conducting details discussions with key informants, utilizing questionnaires and visiting the SHAs in question. The analysing group noted that the survey methodology described by Angola suggested that the methods to be employed differed little from the methods used in previous surveys which had led to an overestimation of contamination. The analysing group further noted that a fundamental lesson learned from previous surveys had not been taken into account in that Angola had provided no indication that a technical component would be integrated into non-technical survey.

12. The request indicates that a project for accurately identifying the dimension of demining in Angola aims to complement the non-technical survey project by eliminating inaccuracies in the recorded dimensions of the minefields and/or suspected areas. The request further indicates that this project will also map the areas that have already been cleared, allowing for the creation of a database on the operations that have been undertaken and facilitating the awarding of certificates for cleared areas. The request indicates that the project will be implemented in a three year period (2012-2015) with an initial cost of US\$ 5.4 million which shall be borne by the Angolan Government. The request further indicates that this will be carried out in three phases:

Table 1
Area to be addressed through the project for accurately identifying the dimension of demining in Angola

<i>Phase</i>	<i>Description</i>	<i>Total area</i>
1	Mapping and confirmation of all areas demined by the CED during 2011	52,670,218 square metres
2	Mapping and confirmation of all areas from the Non-Technical Survey	793,177,247 square metres
3	Mapping and confirmation of all areas cleared by the CED from the period of 2005 to 2010	461,978,881 square metres

13. The 12 President wrote to Angola indicating that it is not clear how the survey activities relate to the remaining 2,116 suspected hazardous areas and asking if Angola could indicate how many areas will be surveyed in each year of the survey period and by which organization and specify how these activities relate to the specified remaining challenge in each province. Angola responded by indicating that during the extension period Angola will be conducting a general survey with visits or revisits to suspected mined areas taking place in all 18 provinces of the country and that the remaining 2,116 areas will also be visited by experts either for status reconfirmation and/or for reducing the current area defined by the LIS. Angola also indicated that the CNIDAH is not considering an area approach but a “municipality approach” and that a total of 186 municipalities will be visited. Angola also indicated that it provided a table (“Table 6 Work Plant to No Technical Survey Project”) with the names of those municipalities as well as the assigned operator. The analysing group noted that while Angola provided a list of the names of the municipalities to be visited, Angola did not specify operators or specific time frames nor include milestones that would indicate which and how many municipalities will be subjected to non-technical survey activities during each phase of the extension period or how these municipalities were prioritized.

14. The 11MSP President wrote to Angola stating that, while the request indicates the main activities that Angola will carry out over the extension period, the request does not specify yearly milestones to be achieved during the extension period and that the request

should include a clear list of milestones (i.e. number of communities surveyed, number of mined areas and amount of mined area cleared) for each year of the extension period (i.e. possibly in a new table). The analysing group noted that Angola's response to the question posed by the President failed to provide a clear list of milestones (i.e. number of communities surveyed, number of mined areas and amount of mined area cleared) for each year of the extension period, thereby making it difficult for both Angola and all States Parties to assess progress in implementation during the extension period.

15. The request indicates that the effort to update the database and correct discrepancies, which began in 2010, is on-going and that it should result in (a) compatibility between the CNIDAH's database and operators' databases, (b) data entered into the database in such a way that it can generate accurate information on the landmine problem in Angola, (c) trained operators, and (d) "uniform methodology of operational data." The analysing group, while welcoming the efforts of Angola to obtain increased clarity regarding its implementation challenge through measures such as "database cleanup", noted that these efforts could have been undertaken earlier and that achieving the desired outcomes should not take eight years (i.e., from the time efforts to update the database began until the end of the requested extension period).

16. The 11MSP President asked Angola if, given that the survey will be completed by 2013 and that an interim period of three years may be sufficient to complete survey as well as the other interim objectives and develop a forward looking plan (e.g., by carrying out its mapping exercise concurrently with non-technical survey), Angola would consider reducing the amount of time requested and putting forth efforts to ensure that objectives are met within this shorter time period. Angola responded by maintaining that five years is reasonable "especially concerning the constraints such as size, suitability and budget execution." The analysing group noted that it would seem that two to three years would be sufficient to garner a necessary deeper understanding of contamination and to plan accordingly.

17. The request indicates that, for the period of the request, non-governmental organizations will address an estimated total of 111,134,290 square metres (i.e., approximately 111 square kilometres) or approximately 22,227 square kilometres annually. The request indicates that for this Angola has secured a total of €20 million from the 10th European Development Fund and, with the exception of a few funds for smaller tasks from international donors, all the funds will be expended by 2013. The request further indicates that only 45 per cent of the 111,134,290 square metres to be addressed have guaranteed funding until 2013. The analysing group noted that, while Angola indicates the number of square metres which will be cleared by operators over the course of 2013-2017, Angola does not indicate how this amount of area relates to the number of remaining suspected hazardous areas, how these clearance activities have been prioritized or how this activity will be relates, if at all, by the non-technical survey project.

18. The request the 2012-2017 work plan for the Executive Commission for Demining (CED) which indicates that "national public operators" will demine more than 316,400 square kilometres during this period at a cost of US\$ 258,493,191, which would be provided by the Government of Angola. The analysing group noted that this is an extremely large amount of area totalling more than one-quarter of the total of Angola's territorial land and that very little detail was provided regarding efforts to be undertaken under the auspices of the CED.

Table 2
Amount of area reported to be demined by public entities 2012-2017

Public entity	Amount to be demined 2012-2017 (square kilometres)
Agriculture	12,274.50
Transport	780.05
Roads and Land Reserves	850.87
Geology and Mines	45,618.30
Telecommunications	1,876.48
Tourism	254,000.00
Total	315,400.21

19. The 11MSP President wrote to Angola to request further information on the European Commission capacity building and mine action coordination project in Angola and requested that Angola provide the objectives and impact of this project as well as indicate how this project will contribute to the implementation of Article 5 by Angola. Angola responded by indicating that the EC funded project is being implemented by a consortium led by “CIVIPOL.CONSEIL” that it has three main activities: (a) monitoring the implementation of mine clearance projects being carried out by non-governmental organizations in six provinces; (b) technical support to the CNIDAH, in particular, support for inter-sectorial coordination, for provincial coordination and for information management training; and, (c) training courses for the headquarters database cell of the national demining institute (INAD) and provincial demining brigades.

20. The request indicates that manual clearance, mechanical clearance and canine demining (to a limited degree) are employed in Angola. The request indicates that CNIDAH has created a national system for management and quality control consisting of eight regional teams that monitor the work of the public, private and humanitarian operators. The request further indicates that all demining organizations must be accredited including by demonstrating compliance with the UN’s International Mine Action Standards (IMAS). The analysing group noted that Angola could benefit from ensuring the use of the full range of technical and non-technical means to release suspected hazardous areas in keeping with the recommendations adopted by the Ninth Meeting of the States Parties. In this regard, the analysing group noted the importance of Angola reporting on its progress in a manner consistent with commitments the States Parties had made through the adoption of the Cartagena Action Plan by providing information disaggregated by release through clearance, technical survey and non-technical survey.

21. The analysing group noted that it is unfortunate that after almost ten years after entry into force Angola is unable to account for what remains to be done, particularly given the significant investment in humanitarian demining in Angola over the past decade, including the investment already made in conducting surveys and information management. The analysing group further noted that, while Angola, by requesting a five year extension, was projecting that it would need approximately five years to obtain clarity regarding the remaining challenge, produce a detailed plan and submit a second extension request, Angola’s indication that the non-technical survey process will take only two years would make it seem that two to three years would be sufficient to garner a necessary deeper understanding of contamination and to plan accordingly.

22. The analysing group noted that, given the importance of external support to ensure timely implementation, Angola could benefit from enhancing its resource mobilisation

strategy, in part by provided additional clarity regarding estimated costs for implementation. The analysing group further noted that given the importance of external support to ensure timely implementation, Angola could benefit from clarifying the costs that Angola's State budget would cover as part of the overall costs of implementation and addressing extremely large figures in the request which are attributed to expected demining progress by public institutions.

23. The analysing group noted that given the discrepancy between the number of years requested and the length of time projected to carry out activities consistent with the expressed purpose of the request and concerns about the lack of clarity provided in the requested, a lack of clarity how to relate the reported number of SHAs and with survey, clearance and database efforts that will be undertaken, and lack of detail regarding the quantity of area to be addressed by public entities, the Convention would benefit from Angola reporting to the Thirteenth Meeting of the States Parties (13MSP) on the following:

(a) the results of the non-technical survey, including by providing an update on the number, location and size of areas known or suspected to contain anti-personnel mines,

(b) the outcomes of efforts to ensure the integrity of a national mine action information system, including efforts to obtain, enter and manage information provided by all actors carrying out survey or demining activities in Angola,

(c) a specification of how the areas addressed through non-technical survey and how the estimated total of 111,134,290 square metres to be addressed by non-governmental demining organizations relate to the 2,116 reported remaining SHAs,

(d) a reflection on the actual size and location of the areas to be addressed by public entities, annual geographically located milestones of expected progress, and a specification of how the areas to be addressed by public entities relate to the 2,116 reported remaining SHAs,

(e) a plan to address the identified contamination over the course of the extension period.

24. The analysing group noted the importance, in addition to Angola reporting to the 13MSP in a detailed manner as noted above, reporting annually to Meetings of the States Parties and the Third Review Conference on progress made and challenge remaining to fulfil Angola's Article 5 obligation.