
**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 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 Eleventh Meeting of the States
Parties 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 (9MSP) for a 22 month extension of its deadline, until 1 January 2011. The 9MSP agreed unanimously to grant the request.

2. In granting Zimbabwe's request in 2008, the 9MSP, 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 9MSP 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 9MSP 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 extension of its 1 January 2011 deadline. On 28 September 2010 Zimbabwe 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 was for an additional 24 months, until 1 January 2013. The Tenth Meeting of the States Parties (10MSP) agreed unanimously to grant the request.

4. In granting Zimbabwe's request in 2010, the 10MSP, while noting that Zimbabwe had not complied with the commitment it had made, as recorded by the 9MSP, 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 compete Article 5 implementation, it is positive that Zimbabwe had committed, by 1 January 2013, to have built its capacity, improved its efficiency, carried out survey and engaged those in a position to provide assistance. In this context, the 10MSP noted that as Zimbabwe has made it clear that the provisions 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 strengthening civilian demining authorities. The 10MSP further noted that, by requesting a 24 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 third extension request.

5. On 30 March 2012, Zimbabwe submitted to the President of the Eleventh Meeting of the States Parties (11MSP) a request for extension of its 1 January 2013 deadline. On 15 June 2012, the 11MSP President wrote to Zimbabwe to request additional information. Zimbabwe provided a response on 29 June 2012 to the 11MSP President. On 29 October 2012, Zimbabwe submitted to the 11MSP President 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 2015.

6. The request indicates, as did the request granted in 2010, that in its initial extension period a more detailed level of analysis was carried out by Zimbabwe and that Zimbabwe now understands the original contamination as 10 mined areas measuring a total of 509.45 square kilometres: Victoria Falls to Mlibizi (286 square kilometres), Musengezi to Rwenya (145.28 square kilometres), Sango Border Post to Crooks Corner (21.3 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).

7. 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 (NMCS), 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 metre 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.

8. The request indicates that, while Zimbabwe has not been able to build or maintain a reliable database of casualties caused by landmines, Zimbabwe estimates that over 1,550 individuals have been killed or injured by mines and that more than 120,000 livestock and thousands of wild animals having been killed since 1980. The request also indicates that the actual number of casualties is likely much greater. The request further indicates that new

reports have surfaced in recent months and it is expected that, as organizations deploy to the field, a more accurate picture of the number of people injured and killed by mines will become available. The request further indicates that the greatest impact on the population concerns the Musengezi to Rwenya and the Sango Border Post to Crooks Corner minefields. The States Parties mandated to analyse requests submitted under Article 5 of the Convention (hereafter referred to as the 'analysing group') noted that, while the request indicates that "casualties are still being reported", Zimbabwe has not collected and provided data on victims disaggregated by sex in keeping with the commitments made in Action #25 of the Cartagena Action Plan and welcomed the commitment of Zimbabwe to collect information concerning landmine casualties.

9. The request indicates that landmines have also denied peasant farmers about 165.72 square kilometres of fertile land, freedom of movement, and access to potable water sources and grazing land, and that commercial farming and tourism have been negatively affected. The analysing group noted that completion of Article 5 implementation during the requested extension period had the potential of making a significant contribution to improving human safety and socio-economic conditions in Zimbabwe.

10. The request indicates that efforts to clear mines began soon after Zimbabwe gained independence with a total of 305.2 square kilometres having been cleared to date culminating in the destruction of 209,256 anti-personnel mines. The request also indicates that in the early post-war period an average of 600 items of unexploded ordnance (UXO) were recovered annually and that in the period of 2000-2011 a total of 1,820 UXOs have been recovered. The request indicates that clearance activities were undertaken by the Zimbabwe National Army in the Victoria Falls to Mlibizi minefield (286 square kilometres), which has been completed, and the Sango Border Post to Crooks Corner minefield (8.72 square kilometres), and that clearance of the Musengezi to Rwenya minefield (6.2 square kilometres) was undertaken as part of a Koch-Mine Safe project funded by the European Union between 1999 and 2000. The request further indicates that an additional 10.5 square kilometres that have been cleared (including 10 square kilometres of cleared gaps on the border and 0.5 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 of area cleared.

11. The request indicates that a total of 205.85 square kilometres of area known or suspected to contain anti-personnel mines remains to be addressed. The request 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.

12. The request indicates that casualties are still being recorded in areas where the Koch-MineSafe project took place within small areas that were not cleared by the project and that, although they were marked, ten years have passed resulting in the majority of markings being removed and the population now finds it difficult to differentiate between areas which were cleared and areas which were not cleared. 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 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 carried out in the future. The request further indicates that during the extension period MRE will be carried out by all organizations as part of resurvey and clearance operations.

13. The request indicates the following, which in Zimbabwe's view, acted as circumstances impeding implementation since entry into force: inadequate funding, insufficient demining equipment and the impact of sanctions. The request further indicates that many of these circumstances no longer apply given the support that Zimbabwe is now receiving from international organizations, non-governmental organizations, and the donor community.

14. 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 8.72 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 carried out by deminers who were not engaged in the initial clearance through post clearance verification. The request further indicates that as a new development in pursuant to the MoU that was signed between Zimbabwe and the International Committee of the Red Cross (ICRC), a course in Quality Management systems in Mine Action will be conducted in November and that following this course ZIMAC will have a QA and QC team to conduct both internal and external QA and QC.

15. The 11MSP President wrote to Zimbabwe to inquire if Zimbabwe and its partners have considered the employment of mechanical demining assets. Zimbabwe responded by indicating that mechanical demining can be considered only in exceptional cases as it damages the environment and that the terrain where the minefields are located does not or is not conducive for mechanical demining. The analysing group noted the importance of Zimbabwe making use of the full range of practical methods to release, with a high level of confidence, areas suspected of containing anti-personnel mines as recommended by the Ninth Meeting of the States Parties and encouraged Zimbabwe to continue seeking improved land release and certification techniques which could lead to Zimbabwe fulfilling its obligations in a shorter time frame.

16. As noted, Zimbabwe's request is for 24 months (until 1 January 2015) with Zimbabwe's rationale for this being that, following a two-year period of survey, retraining, the "consolidation of resources by (Zimbabwe's) deminers", and work by two demining organizations – the HALO Trust and Norwegian People's Aid (NPA), Zimbabwe would be in a position to submit a further extension with a clear and effective plan for the final removal of all remaining minefields. The analysing group, in noting that Zimbabwe had signed memoranda of understanding with the HALO Trust and NPA and had received training and equipment from the International Committee of the Red Cross (ICRC), welcomed the commitment of Zimbabwe to work with partners to ensure the implementation of Zimbabwe's Article 5 obligations as soon as possible. The analysing

group further noted the importance of Zimbabwe undertaking efforts to speed administrative procedures to permit partner organizations to carry out their work in an expedient manner.

17. The request indicates that Zimbabwe will embark on a combined commercial and humanitarian military demining collaboration between the National Mine Clearance Squadrons (NMCS), the HALO Trust, and NPA and that, as Zimbabwe relies on the 1994 technical survey reports for its demining, these operations will involve resurvey of the remaining minefields to determine the full extent of contamination, using latest survey technology. The request indicates that survey and clearance of the remaining 9 mined area will be carried out with the support of the HALO Trust and NPA, with the HALO Trust tasked with survey and clearance of the Musengezi to Rwenya, Rushinga and Mukumbura mined areas, NPA tasked with the survey and clearance of the Rusitu to Muzite Mission, Sheba forest to Beacon Hill and Burma Valley mined areas and the NMCS is tasked with the survey and clearance of the Sango Border Post to Crooks Corner, Lusulu and Kariba mined areas.

18. The 11MSP President asked Zimbabwe if it will take advantage of the expertise of its partners organizations given that organizations such as the HALO Trust and NPA often provide support to States on issues that go beyond survey and clearance such as in development and revising national mine action standards, information management support and other operations frameworks and if, given the importance of information management, the Zimbabwe Mine Action Centre (ZIMAC) will work with the HALO Trust and NPA on a common approach to reporting and managing information. Zimbabwe responded by indicating that Zimbabwe has plans to take advantage of expertise from these organisation to develop and revise national mine action standards, information management support and other frameworks and that Zimbabwe had already benefited from training from ICRC in these aspects. Zimbabwe further indicated that ZIMAC will work with the HALO Trust and NPA to ensure a common approach to reporting and information management and that ZIMAC personnel will attend an Information Management for Mine Action (IMSMA) course in Mozambique in October 2012.

19. The request indicates a number of milestones to be accomplished during the extension period. The analysing group noted that these milestones will greatly assist in assessing progress in implementation during this period.

Milestones to be achieved during the request extension period

<i>Year</i>	<i>Milestones</i>
2012	<ul style="list-style-type: none"> ▪ Initiation of resurvey and clearance by the NMCS on Segment 1 of Sango Border Post to Crooks Corner Minefield (21 kilometre double stretch from Crooks Corner to Mwenezi River). ▪ Procurement of equipment, recruitment, training and deployment of personnel for survey, clearance and mine risk education by international organizations. ▪ Clearance of a total of 800,000 square meters from the Sango Border Post to Crooks Corner minefield.
2013	<ul style="list-style-type: none"> ▪ Completion of Segment 1 of Sango Border Post to Crooks Corner minefield and initiation of Segment 2 of the Sango Border Post to Crooks Corner Minefield (32 kilometre double stretch from Mwenzi River to Sango Border Post). ▪ Update provided to the States Parties on survey efforts during the meetings of the Standing Committees.

<i>Year</i>	<i>Milestones</i>
	<ul style="list-style-type: none"> ▪ Completion of survey of mined areas, training and deployment of mine clearance teams by international organizations. ▪ Clearance of 1,503,000 square metres from the Musengezi to Rwenya (203,000 square meters), Sango Border Post to Crooks Corner (700,000 square meters) and Rusitu to Muzite Mission (600,000 square meters) minefields.
2014	<ul style="list-style-type: none"> ▪ Clearance of 1,744,000 square meters from the Musengezi to Rwenya (294,000 square meters), Sango Border Post to Crooks Corner (650,000 square meters) and Rusitu to Muzite Mission (800,000 square meters) minefields. ▪ Submission of a comprehensive clearance plan based on survey results by March 2014.

20. The request indicates that, in addition to survey and clearance activities, Zimbabwe will mobilise resources, relocate ZIMAC out of military cantonment once the Ministry of Defence obtains required government, develop national standards which are currently in draft form and which are expected to be approved by June 2013, and develop and implement the strategic plan which Zimbabwe will present in unison with its clearance plan in 2014. The analysing group, while noting the importance of Zimbabwe's commitment to carry out these actions, recalled that the same commitments had been made in Zimbabwe's request which had been approved by the 10MSP.

21. The request includes possible risks and assumption which would affect the fulfilment of commitments contained in the request, including, heavy rains, terrain, metallic contamination from plough shear minefields, administrative delays, and financing.

22. 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 including business opportunities in areas of agriculture, tourism, mining, game ranging and industrial sites as well as ensuring that local inhabitants will freely access their water sources, have ample grazing land for their domestic animals and travel across lands to visit their relatives without risking their lives and limbs.

23. The request indicates that activities over the course of the extension period will cost a total of US\$ 11,155,425 with US\$ 800,000 to be provided by the Government of Zimbabwe and US\$ 10,355,425 to be provided by the international community through partner organizations. The request also contains a 2012-2014 budget for survey, clearance, quality control and information management totalling US\$ 5,874,599, with a total of US\$ 660,000 to be obtained from the national budget and US\$ 5,214,599 from international donors. The analysing group noted these two different references to costs during the extension period and that it would be beneficial if Zimbabwe could provide a more consolidated budget for the extension period.

24. The 11MSP President asked Zimbabwe if, given that Zimbabwe indicates that financial resources are critical to fulfilling Zimbabwe's Article 5 obligations and that mine clearance is vital to economic development in Zimbabwe, Zimbabwe could provide addition details on its resource mobilization plan and on the efforts that the government of Zimbabwe will make to raise the profile and priority of mine clearance operations to the international community, including, international donor countries that could be in a position to contribute resources. Zimbabwe responded by indicating that, locally, the options of raising additional funding other than from the annual national budget are limited but that internationally, Zimbabwe is pursuing the possibility of raising additional resources through the African Union (AU) Commission pursuant to the common AU position on anti-personnel mines agreed do at the AU's September 2009 experts' meeting, "Africa as an Anti-personnel Mine – Free Zone – Progress and Challenges."

25. The analysing group, while noting that Zimbabwe had not complied with the principal commitment it had made, as recorded in the decisions of the 10MSP, 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, noted with satisfaction that Zimbabwe has made efforts to build its capacity and improve its efficiency by engaging the support of international organizations and developing survey and clearance plans for the remaining areas.

26. The analysing group also noted that, Zimbabwe has committed, by 1 January 2015, to have built its capacity, improved its efficiency, carried out surveys and clearance and engaged those in a position to provide assistance. The analysing group further noted that, while it is unfortunate that almost thirteen 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 by 31 March 2014. The analysing group further noted that by requesting a two year extension, Zimbabwe was projecting that it would need approximately two-and-one-quarter years from the date of submission of its revised request to obtain clarity regarding the remaining challenge, produce a detailed plan, and submit an extension request for fulfilment of its Article 5 obligations.

27. The analysing group noted that the milestones contained in the request would greatly assist Zimbabwe and all States Parties in assessing progress in implementation during the extension period. In this regard, the analysing group noted that it would be beneficial if Zimbabwe provided updates relative to commitments noted in paragraphs 19 and 20 of this analysis and other commitments made in the request at meetings of the Standing Committees and at Meetings of the States Parties.
