
**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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Consideration of requests submitted under Article 5

**Analysis of the request submitted by Mozambique for an
extended deadline for completing the destruction of anti-
personnel mines in accordance with Article 5 of the
Convention**

**Submitted by the President of the Twelfth Meeting of the States Parties
on behalf of the States Parties mandated to analyse requests for
extensions***

1. Mozambique ratified the Convention on 25 August 1998. The Convention entered into force for Mozambique on 1 March 1999. In its initial transparency report submitted on 30 March 2000, Mozambique reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Mozambique 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. Mozambique, 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 five year extension of its deadline, until 1 March 2014. The 9MSP agreed unanimously to grant the request.

2. In granting Mozambique's request in 2008, the 9MSP noted that the plans contained in the request were comprehensive and complete, although it also noted that additional clarity could result from eventually updating the national demining plan to cover the full extension period and include information on plans to deal with mined areas along Mozambique's border with Zimbabwe. The 9MSP further noted that, while the plan presented in Mozambique's request is workable and ambitious, its success is contingent upon reversing a downward trend in donor support for Mozambique in order to increase demining capacity to the level needed to complete implementation by the end of the requested extension period.

3. On 24 May 2013, Mozambique submitted to the President of the Twelfth Meeting of the States Parties (12MSP) a request for extension of its 1 March 2014 deadline.

* Document submitted after the established deadline to allow the States parties to analyse the request for extension.

Subsequently, on 10 October 2013, Mozambique submitted a revised request. Mozambique's request is for ten months, until 31 December 2014. The States Parties mandated to analyse requests submitted under Article 5 of the Convention (hereafter referred to as the "analysing group") noted that the late submission of the revised request impeded the effort of the analysing group and recalled that the States Parties have previously observed the importance of the timely submission of extension requests to the overall effective functioning of the Article 5 extension process.

4. The request indicates that a significant number of additional mined areas were discovered since the 2008 extension request was granted, with 466 mined areas totalling 17,828,717 square meters discovered which were in addition to the 517 mined areas totalling 10,888,725 square meters identified in the 2008 request for extension. The request also indicates that during 2007/2008 survey and assessments, the presence of anti-personnel mines was reported around eight infrastructure sites and that, from 2008 to 2012, all eight sites (Mozambique-Zimbabwe border, Cahora Bassa Dam Mine Belt, Maputo-Ressano Garcia electricity transmission line, Beira Electricity Transmission Line I and Line II, Chicamba Dam in Manica Province, Beira-Machipanda railway line, Limpopo railway line in Gaza Province, Salamanga railway line in Maputo Province) were surveyed, resulting in a clearer picture of the remaining mined areas in Mozambique. The analysing group noted that, while Mozambique's 2008 request indicated that implementation had at that time been considered complete in four provinces (Cabo Delgado, Niassa, Nampula and Zambezia), further survey efforts resulted in mined areas being discovered in each of these provinces.

5. The analysing group noted that, even prior to the 2009 Cartagena Summit on Mine-Free World, Mozambique had taken steps consistent with the commitment made by States Parties through the Cartagena Action Plan to "identify, if they have not yet done so, the precise perimeters and locations, to the extent possible, of all areas under their jurisdiction or control in which anti-personnel mines are known or are suspected to be emplaced." The analysing group also noted with satisfaction that constant progress had been made by Mozambique every year since its initial extension request and that Mozambique, in a manner consistent with Cartagena Action Plan commitments, is doing its utmost "to ensure that all available methods for the full and expedient implementation of Article 5.1, as recommended by the Ninth Meeting of the States Parties, are applied where and as relevant." The analysing group further noted, however, that Mozambique has not reported on its progress in a manner consistent with Cartagena Action Plan commitments to "provide annually, in accordance with Article 7, precise information on the number, location and size of (remaining) mined areas" and "information on areas already released, disaggregated by release through clearance, technical survey and non-technical survey."

6. The request indicates that over the course of the extension period Mozambique sought to increase the effectiveness and the efficiency of the demining capacity in the country through an increase in the number of demining machines, an emphasis on the use of technical and non-technical survey techniques to better define areas of concern, training and equipping and staffing of the Mozambique's National Demining Institution's (IND) information management department in order to properly process clearance records and increased capacity of its quality assurance teams to guarantee coverage throughout the country.

7. The request indicates that, during the period of 2008-2012, 983 mined areas were surveyed and cleared totalling 28,714,442 square meters, with 20,479 mines and 3,780 items of unexploded ordnance destroyed. The request indicates that, through the use of a district-by-district approach, Mozambique has been able to declare implementation of Article 5 of the Convention completed in 103 districts out of a total of 128 districts and in five of ten provinces (Gaza, Cabo Delgado, Nampula, Niassa and Zambezia). The analysing group noted that Mozambique was able to dramatically exceed expectations for the quantity

of area to be addressed during the original extension period, thus compensating for the fact that its implementation challenge was more than double the size than that originally estimated to be in 2008.

8. The request indicates that with surveys of all communities in 97 per cent of all districts complete, Mozambique is confident that no new large mined areas will be discovered, as occurred during the first extension period.

9. The request indicates that demining contributes greatly to Mozambique's effort to ensuring security for the social and economic development of communities. The request indicates that demining in Mozambique has been integrated into its Programme for Poverty Reduction as a cross-cutting component, supporting the expansion of housing, education and healthcare and the pursuit of investment projects. 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 Mozambique.

10. The request indicates that Article 5 implementation has contributed to a continuing downward trend in the number of accidents and new victims from landmine and unexploded ordnance. The request indicates that from 2009 to 2013 (as of September 2013) a total of 57 people (seven women, 32 men, four girls and 14 boys) have fallen victim to mines with a total of 21 killed and 36 injured. The analysing group noted that Mozambique has collected and provided data on victims "disaggregated by sex and age" in keeping with commitments made in the Cartagena Action Plan.

11. The request indicates the following, which in Mozambique's view, acted as circumstances impeding implementation during the initial extension period: (a) Mozambique had to deal with almost three times as much area known or suspected to contain mines that was originally known to be the case in 2008; (b) the size and quantity of the tasks along the border pose significant challenges that were largely unknown in 2008; (c) heavy rains and flooding from January to March 2013 delayed the start of demining operations in Manica, Inhambane and Sofala; (d) limited availability of mechanical demining assets in the provinces of Manica and Sofala led to slow progress in a number of demining tasks in the Districts of Cheringoma, Gondola and Nhamatanda, and; (e) temporary insecurity in the District of Chibabava from March until August 2013 led the humanitarian demining operator in the area to suspend operations in the district out of concern for deminers and demining equipment.

12. The request indicates that as of 31 August 2013, 221 mined areas totalling 8,266,841 square meters remain to be addressed in the Provinces of Maputo, Inhambane, Sofala, Manica and Tete. The request further indicates that Mozambique estimates that, by 1 March 2014, 100 mined areas totalling 4,019,952 square meters will remain to be addressed. (See Table 1). The request also indicates that these mined areas are located in three provinces (Sofala, Manica and Tete) and include the five demining tasks along Mozambique's border with Zimbabwe. The request also indicates that the remaining five border tasks present a particular challenge due to the fact that these mined areas are dense, are difficult to access from the Mozambique side of the border, and given that the actual location of the border is not clear.

Table 1: Estimated mined areas 1 March 2014

<i>Province</i>	<i>District</i>	<i>Tasks</i>	<i>Area (square meters)</i>	<i>Description</i>
SOFALA	Cheringoma	3	622,000	Road tasks (mechanical demining)
	Chibabava	75	1,571,030	Mine suspected areas
	Nhamatanda	1 (62 towers)	155,000	Beira I & II Power lines
MANICA	Gondola	1 (15 towers)	33,000	Beira I & II Power lines
	Manica	1	208,500	Nhamucuarara border minefield
	Manica	1	119,400	Mucudo border minefield
	Manica	1	125,400	Mudododo border minefield
	Mossurize	14	545,652	Mine suspected area
TETE	CahoraBassa	1	75,000	CahoraBassa mine belt
	CahoraBassa	1	344,970	KahiraLuia border minefield
	Magoe	1	220,000	N'soluwamuthu border minefield
Total		100	4,019,952	

13. The request indicates that, in addition to mobilizing the technical and financial resources to address the remaining challenge, Mozambique will need the cooperation and assistance of the Government of Zimbabwe, as some mined areas can only be safely accessed from the Zimbabwean side of the border. The request further indicates that Mozambique intends to sign an agreement with the Government of Zimbabwe to allow deminers and their equipment to move freely across the border without visas and customs duties. The request indicates that the two countries intend to agree on protocols to allow for casualty evacuation, in case of medical emergencies, to the closest hospital in either Zimbabwe or Mozambique. The request also indicates that the two governments plan to conduct regular exchanges of information and to coordinate joint visits to and quality assurance activities at areas that straddle the common border. In addition, the request indicates that the Government of Mozambique intends to conclude this agreement with the Government of Zimbabwe in 2013 along with additional surveys of the border to better prepare for the completion of all demining activities along the Mozambican side of the border by December 2014. The analysing group noted the importance of Mozambique concluding an agreement with Zimbabwe in order for implementation to proceed as planned.

14. As noted, Mozambique's request is for ten months (from 1 March 2014 until 31 December 2014) with the focus to be on the 100 mined areas totalling 4,019,952 square meters that will remain in the three central Provinces of Sofala, Manica and Tete, including five minefields that straddle the Mozambique-Zimbabwe border which total 1,077,966 square meters. The request further indicates that Mozambique believes it is realistic that, utilizing all available demining assets in Mozambique, all known mined areas along the Mozambique side of the border can be cleared in the 10 month period, including quality assurance work.

15. The request indicated that, in order to complete implementation by 31 December 2014, Mozambique will use the demining capacity that already exists in the country, namely non-profit operators (APOPO, Handicap International, the HALO Trust and Norwegian People's Aid) and the demining capacities of the Mozambican Armed Defence Forces. The request also indicates that Mozambique contracts commercial deminers on an annual basis to conduct survey and demining operations in accordance with the national mine action plan and that the country currently has 50 licensed operators. The request indicates that the remaining 100 tasks have been assigned to various operators. (See Table 2). The analysing group noted that, while the request indicates that the demining capacities of the Mozambican Armed Defence Forces would be employed to achieve completion by 31 December 2014, Mozambican Armed Defence Forces had not been assigned responsibility for any remaining mined areas.

Table 2: Assignments for addressing mined areas during the requested period

<i>Province</i>	<i>District</i>	<i>Tasks</i>	<i>Operator</i>
SOFALA	Cheringoma	3	APOPO
	Chibabava	75	HI and commercial companies
	Nhamatanda	1 (62 towers)	HI and APOPO
MANICA	Gondola	1 (15 towers)	The HALO Trust
	Manica	1	APOPO
	Manica	1	NPA
	Manica	1	NPA
	Mossurize	14	HI
TETE	CahoraBassa	1	The HALO Trust
	CahoraBassa	1	The HALO Trust
	Magoé	1	The HALO Trust
Total		100	

16. The request indicates that Mozambique considers manual clearance with mechanical vegetation cutting support as the simplest and most cost efficient method of clearance. The request also indicates that the remaining mine areas in the Provinces of Manica and Sofala are less well defined and normally contain smaller quantities of landmines. Therefore, Mozambique considers that the most cost efficient method of clearing and releasing these areas is a combination of technical survey and mine clearance, utilizing land release procedures to minimize the clearance of areas to only confirmed hazard areas. The analysing group, recalling that the United Nations' International Mine Action Standards (IMAS) imply that all classifications of land should correspond to either "suspected hazardous area" or "confirmed hazardous area," noted that the request does not disaggregate between suspected hazardous areas and confirmed hazardous areas and noted

that doing so could provide greater clarity concerning the remaining challenge in Mozambique.¹

17. The request estimates that US\$ 13,284,856 will be required to address the remaining mined areas with this including US\$ 12,059,856 for demining operations, US\$ 850,000 for quality assurance and information management, US\$ 300,000 for training and equipment to manage residual issues and US\$ 75,000 for coordination and administration. The request further indicates that estimates for clearance costs were calculated based on the average width of the border minefield being 30 meters, the possibility of manual mine clearance being supported by mechanical vegetation cutting equipment in border minefields, the need to purchase additional demining equipment for use on the border minefields, the use of land release procedures and technical survey to limit full clearance to confirmed hazard areas in poorly-defined areas, the possibility of clearance taking place throughout the year, and, the expected deadline of December 2014.

18. The analysing group noted that it was not possible to assess whether the amount of funding sought by Mozambique was realistic as the request did not contain a record of funding obtained during the existing extension period. In addition, the analysing group noted that while a commendable level of detail had been provided to explain estimates costs for demining operations, the same was not the case for other estimated costs.

19. The request includes other relevant information that may be of use to the States Parties in assessing and considering the request including a detailed set of tables illustrating the status, location and size of each area in question.

20. The analysing group noted that Mozambique had proceeded with implementation in a commendable manner since its original request for an extended deadline was granted in 2008, with more than double the areas addressed relative to 2008 plans thus compensating for the fact that Mozambique's implementation challenge was more than double 2008 estimates. The analysing group further noted that, while completion is now within sight, the implementation of Mozambique's plan by 31 December 2014 is contingent upon assumptions that may not hold. The analysing group noted in particular that meeting this deadline is subject to both the conclusion of a cooperation agreement with Zimbabwe and the ability of Mozambique to demine throughout calendar year 2014 (which was not the case in 2013). The analysing group also noted that as "temporary insecurity" had impeded demining in the past, additional incidents of it could impact timely completion of implementation. The analysing group noted that, should Mozambique be granted a ten-month extension but not be able to complete implementation by 31 December 2014, it would find itself in a state of non-compliance with the Convention.

21. The analysing group noted that the request does not contain benchmarks for progress which would assist Mozambique and all States Parties in assessing progress in implementation during the extension period, which will be especially important given that assumptions central to the plan may not hold. In this regard, the analysing group noted that

¹ The United Nations' International Mine Action Standards define "Suspected Hazardous Area" as "an area where there is reasonable suspicion of mine/explosive remnants of war contamination on the basis of indirect evidence of the presence of mines/ explosive remnants of war," and "Confirmed Hazardous Area" as "an area where the presence of mine/ explosive remnants of war contamination has been confirmed on the basis of direct evidence of the presence of mines/ explosive remnants of war."

the Convention would benefit from Mozambique informing the States Parties, by 1 March 2014, of the following:

(a) Progress regarding the projection in the request that the 221 mined areas totalling 8,266,841 square meters (as of 31 August 2013) would be reduced to 100 tasks totalling 4,019,852 by 1 March 2014,

(b) Time-bound benchmarks for progress for the extension period,

(c) Progress in concluding a cooperation agreement with Zimbabwe,

(d) Whether the demining efforts again had been affected by instances of “temporary insecurity,”

(e) The role of the Mozambican Armed Defence Forces in supporting completion of Article 5 implementation, and

(f) Resources obtained relative to needs expressed in the request, including resources provided by the Government of Mozambique itself.
