

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

**17 October 2008**

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 is 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 will be unable to do so by that date submitted on 6 May 2008 to the President of the Eighth Meeting of the States Parties a request for an extension of its deadline. On 26 August 2008, Mozambique submitted a revised request for extension. Mozambique's request is for five years (until 1 March 2014).
2. The request indicates that a Landmine Impact Survey (LIS) conducted in 2001 recorded 1,374 areas suspected to contain anti-personnel mines totalling 561.69 square kilometres with mined areas located in each of Mozambique's ten provinces. The request further indicated that while the LIS had major flaws and while it grossly overestimated the magnitude of the challenge, it was the baseline that Mozambique was left to work with.
3. The request indicates that Mozambique has complied with its Article 5 obligations in four of its ten provinces (Cabo Delgado, Niassa, Nampula and Zambézia) with work undertaken since 1994 resulting in over 10.45 square kilometres and 234 linear kilometres of road being cleared, a significant amount of additional area being released through means other than clearance and over 99,000 anti-personnel mines found and destroyed (along with approximately 24,000 other explosive remnants of war). Of the original number of LIS identified areas, 723 were cancelled as having been determined not to be mined areas, implementation was completed in 470 areas, and, 181 LIS identified areas remain to be addressed.
4. The request further indicates that in the six remaining provinces (Tete, Manica, Sofala, Inhambane, Gaza and Maputo), a total of 541 sites remain to be addressed (this includes the 181 remaining LIS identified areas) totalling approximately 12.27 square kilometres. As well, a 11 kilometre long mine belt (near the Cabora Bassa Dam) remains to be released, a stretch of power pylons remains to be released and survey work must be undertaken along the Mozambican-Zimbabwean border to determine the extent of the implementation challenge in this area. The States Parties mandated to analyse requests submitted under Article 5 of the Convention (hereafter referred to as the "analyzing group") noted the effort undertaken by Mozambique through a "baseline assessment" in order to obtain clarity regarding remaining work.
5. As noted, Mozambique's request is for five years (until 1 March 2014) on the basis that work to address all challenges mentioned paragraph 3 above would be addressed concurrently. The request further indicates that this is a realistic time period for all known

mined areas to be cleared using all available demining assets at a medium cost of US\$ 5.7 million per year. The request also indicates that the time period requested takes into account increasing demining capacity to 40 sections (of 10 persons per section), 6 mechanical teams, 30 demining rats and 10 survey teams with the expectation that this level of capacity should result in the potential for approximately 2.5 square kilometres to be cleared per year.

6. The request indicates the following as impeding circumstances: (a) The first post-entry-into-force estimate of the problem was not available until the 2001 LIS. Only by 2004 did the limitations or flaws with the LIS become apparent. Overstating the problem resulted in additional work and may have resulted in some donor fatigue which in turn slowed work; (b) Poverty reduction has been and remains a key challenge for Mozambique and thus mine action has had to compete for scarce State and donor funding; (c) The number of mined areas have been extensive and mined areas have been distributed throughout the country; and, (d) Natural disasters (floods) have set back efforts. The analysing group noted that Mozambique had overcome some of the most significant impeding circumstances, particularly the manner in which the LIS overstated the problem, and thus implementation likely should be able to proceed efficiently from this point forward.
7. The request provides annual projections of the number of areas and the total area to be released each year by province between 2008 and 2013. The request further indicates which demining operator will be working in each province in each year. In addition, the request indicates that Mozambique approved a National Mine Action Plan 2008-2012 which will be updated in due course to cover the entire period of the request. The request also indicates that the line of power pylons (mentioned in paragraph 4) will be dealt with in 2008 and that the mine belt near the Cabora Bassa Dam (also mentioned in paragraph 4) will be dealt with in 2009.
8. The analysing group noted that 203 areas totalling over 1.5 square kilometres are set to be released by the end of 2008, implying that the actual challenge to be faced by Mozambique during the extension period would amount to 338 areas totalling approximately that 10.6 square kilometres. The analysing group further noted that while Mozambique's national mine action plan does not coincide with the length of the requested extension period, a commitment has been made to update the plan. The analysing group also highlighted that Mozambique is unable to provide accurate clearance estimates for minefields along its border with Zimbabwe and that in two provinces (Sofala and Gaza) there are two large areas requiring further survey efforts.
9. The request indicates that Mozambique plans to render all remaining areas no longer dangerous through manual and mechanical demining, technical survey and non-technical land release methods. The vast majority of confirmed or suspected tasks are considered to be suitable for manual demining and with 3.3 percent of tasks suitable for mechanical demining. The request further indicates that the Mozambican Mine Action Standards were developed in 2002, based on the International Mine Action Standards, as a frame of reference that encourages, and in some cases requires, the managers of demining agencies and projects to achieve and demonstrate agreed levels of effectiveness. In addition, the request details methods and standards of controlling and assuring quality.
10. The request also details survey methods used to confirm the fulfilment of obligations, including through the use of cancellation. In addition, the request indicates that while the

full spectrum of land release methods have been employed to date in Mozambique, Mozambique does not yet have a national policy or standard concerning the release of land through non-technical means. The analysing group noted the commitment made by Mozambique in the extension request to develop such a policy or standards.

11. The request indicates that Mozambique projects that the costs for implementation of Article 5 during the requested extension period will total approximately US\$ 28 million, including approximately US\$ 21 million for the survey and clearance of all known or suspected areas with the exception of areas along Mozambique's border with Zimbabwe. The request provides annual breakdowns of these costs according to clearance / survey, quality control, information management, national coordination and mine risk education. The analysing group noted that over 75 percent of resources would be allocated to clearance and survey activities and only approximately 7.5 percent was to be allocated to national coordination. The analysing group further noted that, as the request indicates that costs of survey and clearance of mined areas along Mozambique's border with Zimbabwe are unknown and have not been estimated, actual costs would be greater than the estimated total of US\$ 28 million.
12. The request indicates a commitment of national budget sources totalling US\$ 10.5 million (including amounts increasing from US\$ 1.8 million in 2009 to a high of US\$ 2.5 million in each of 2011 and 2012) for Article 5 implementation between 2009 and 2013. The request further indicates that a total of US\$ 17.9 million is expected from international donors. The analysing group noted that Mozambique's annual national commitment was an almost 40 percent increase relative annual national contributions made in 2006 and 2007. The analysing group further noted that, while Mozambique's average annual donor requirements are less than the historic average of annual amounts received, there has been a significant downwards trend from 2005 to 2007 in terms of funds received from the donor community.
13. The request indicates that release of land to date can be assumed to have had a significant positive socio-economic impact on Mozambique and its population and that concluding implementation during the extension period would result in additional such impacts, hence contributing to Mozambique's poverty reduction and development aims. The analysing group noted the importance of the relationship between mine action and poverty reduction. In addition, the request indicates that while casualty rates have dropped significantly, individuals still fall victim to explosive hazards in Mozambique. Therefore, completing implementation will ensure that Mozambique gets as close as is reasonably possible to achieving no new victims.
14. 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.
15. The analysing group noted that, while the plan presented is workable and ambitious, its success is contingent upon reversing a downwards 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. The analysing group further 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 and plans to deal with mined areas along Mozambique's border with Zimbabwe.

16. The analysing group noted that the detailed accounting of the remaining mined areas provided by Mozambique would greatly assist both Mozambique and all States Parties in assessing progress in implementation during the extension period. In this regard, the analysing group noted that both could benefit if Mozambique provided updates relative to this accounting of areas at meetings of the Standing Committees, at the Second Review Conference and at Meetings of the States Parties.