

# MOZAMBIQUE



**ARTICLE 4 DEADLINE: 1 SEPTEMBER 2021**  
 (CLEARANCE COMPLETED IN 2016)

<b>PROGRAMME PERFORMANCE</b>	2016	2015
Problem understood	10	8
Target date for completion of cluster munition clearance	10	8
Targeted clearance	9	7
Efficient clearance	9	7
National funding of programme	4	4
Timely clearance	9	7
Land release system in place	8	8
National mine action standards	7	7
Reporting on progress	5	6
Improving performance	8	6
<b>PERFORMANCE SCORE: GOOD</b>	<b>7.9</b>	<b>6.8</b>

## PERFORMANCE COMMENTARY

Mozambique completed its obligations under Article 4 of the Convention on Cluster Munitions (CCM) in November 2016 by clearing the last known areas of cluster munition remnant (CMR) contamination, five years in advance of its treaty deadline.

## RECOMMENDATIONS FOR ACTION

- Mozambique should officially declare completion of clearance of CMR and compliance with CCM Article 4 at the Seventh Meeting of States Parties in September 2017.
- Mozambique should ensure that national capacity exists to address residual contamination from mines, CMR, and other explosive remnants of war (ERW).
- Mozambique should ensure that the national mine action database is transferred to an appropriate government ministry and that resources are allocated to maintain the database.

## CONTAMINATION

As a result of targeted CMR survey and clearance efforts that began in September 2015 and concluded in November 2016, Norwegian People's Aid (NPA) identified and cleared a total area of remaining CMR contamination across 1.2km<sup>2</sup>. This included nine areas covering 0.98km<sup>2</sup> in Manica province and one area with a size of nearly 0.25km<sup>2</sup> in Tete province.<sup>1</sup>

At the end of 2014, Mozambique had no known areas confirmed to contain CMR. However, Mozambique's National Demining Institute (Instituto Nacional de Desminagem, IND) asked NPA to undertake a CMR survey in the second half of 2015 in Gaza, Manica, and Tete provinces, targeting specific communities. According to the IND, this was intended as a mix of additional non-technical and technical survey to confirm that areas where clearance had already been carried out did not contain any CMR and with a view to ensuring completion of CMR clearance "by no later than 2016".<sup>2</sup>

Cluster munitions are reported to have been used on "a limited scale" during the 1977–92 war in Mozambique.<sup>3</sup> In 2013, Mozambique reported that the extent of areas contaminated by CMR was not known, though it noted that cluster munitions had been used in seven provinces: Gaza, Manica, Maputo, Niassa, Sofala, Tete, and Zambezia.<sup>4</sup> A small number of RBK-250 cluster munition containers and unexploded submunitions, notably Rhodesian-manufactured Alpha bomblets, were found in Gaza, Manica, Maputo, and Tete provinces in 2005–14.<sup>5</sup> Mozambique asserted that most of the resultant CMR had already been destroyed during mine and ERW clearance by 2014.<sup>6</sup>

NPA reported that clearance of the remaining CMR contamination it identified in 2015–16 had a direct and immediate socio-economic impact on the communities living in and around the areas, whose main livelihood activities were subsistence farming and agriculture. The released land was being put to use for agricultural cultivation and animal husbandry.<sup>7</sup>

### Other Explosive Remnants of War and Landmines

Mozambique also has four small suspected mined areas that remain underwater in Inhambane province<sup>8</sup> and residual contamination from unexploded ordnance (UXO) and other ERW. The IND reported that 47 items of UXO were destroyed in 2016.<sup>9</sup>

## PROGRAMME MANAGEMENT

The IND serves as the national mine action centre in Mozambique, reporting to the Ministry of Foreign Affairs. Provincial demining commissions have also been created to assist in planning mine action operations. Beginning in 1999, the United Nations Development Programme (UNDP) provided technical assistance to the IND, most recently under a three-year programme that ended in 2015.<sup>10</sup>

As at mid-2016, UNDP no longer had a budget for mine action-related activities in Mozambique.<sup>11</sup> At the same time, amid a growing national economic crisis, the government put in place strict austerity measures which saw financial support to the IND reduced drastically. The lack of sufficient funding resulted in the institution being downsized during the year, with only key staff remaining at the start of 2017.<sup>12</sup> NPA has expressed concern at the IND's lack of resources and its ability to maintain a capacity to address residual mine and ERW contamination.<sup>13</sup>

## Strategic Plan

A “National Strategy on Management of Residual Contamination 2015-2017” was submitted to the government for adoption in 2015. It calls for Mozambique’s national capacities to be “developed and structured to respond to the anticipated residual contamination problems in the most effective and efficient manner” and sets out three primary goals: the establishment of a national ERW centre; the development of sustainable national explosive ordnance disposal (EOD) capacity; and the creation of an information management system to facilitate coordination and information sharing between stakeholders.<sup>14</sup> The document, however, was not adopted by the government, and as at April 2017, the IND was still pushing for it to be approved.<sup>15</sup>

## Standards

In 2013–15, the IND sought to revise its national mine action standards (NMAS) to include specific guidance on clearance of CMR, with assistance from NPA.<sup>16</sup> Revised NMAS were not ultimately adopted, however, and the IND explicitly allowed NPA, the only body carrying out CMR survey and clearance in 2015–16, to operate under the organisation’s own standing operating procedures, which include provisions on battle area clearance (BAC) specific to CMR.<sup>17</sup>

## Operators

In 2016, Mozambique had two international demining operators in country: international non-governmental organisations (NGOs) APOPO and NPA. As noted above, though, NPA was the only operator conducting CMR survey and clearance in 2015–16. At the start of 2016, NPA employed a total of 20 field staff, 10 of whom were CMR searchers.<sup>18</sup>

## Quality Management

NPA reported that the IND was unable to undertake external quality assurance (QA)/quality control (QC) visits due to a lack of funding in 2016. As such, NPA’s operations in Mozambique received visits from NPA’s technical teams in Zimbabwe to provide a form of external QA/QC.<sup>19</sup> The IND stated that only limited QA activities could be undertaken during the year.<sup>20</sup>

## Information Management

In 2016, the Information Management System for Mine Action (IMSMA) database remained with the IND and was regularly updated with CMR survey and clearance results. Two IND information management staff continued to manage the database at the IND’s office in Maputo. The IND had reported plans to shift responsibility of the IMSMA database to a government ministry, however, as at March 2017, this had not been formalised, and the future of the database remained uncertain.<sup>21</sup>

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## LAND RELEASE

As a result of its targeted survey operations to address the remaining CMR contamination in Gaza, Manica, and Tete provinces in 2015–16, NPA reported cancelling three suspected hazardous areas in Tete province with a size of 155,897m<sup>2</sup> and confirming 10 areas with a combined size of just over 1.2km<sup>2</sup>. Nine of these areas were located in Manica province (total size 979,766m<sup>2</sup>) and one area in Tete province (251,300m<sup>2</sup>).<sup>22</sup>

By November 2016, NPA had cleared all the contaminated areas it had confirmed to contain CMR, as reported above, making a total of 1,231,066m<sup>2</sup> of CMR-contaminated land released, and destroying in the process 145 submunitions and 22 other items of UXO. It also reported destroying 50 anti-personnel mines during BAC operations in Manica province; it said the mines had not been emplaced, but were scattered on the ground at a former military base.<sup>23</sup>

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## ARTICLE 4 COMPLIANCE

Under Article 4 of the CCM, Mozambique was required to destroy all CMR in areas under its jurisdiction or control as soon as possible, but not later than 1 September 2021. Mozambique fulfilled its Article 4 obligations in November 2016, well in advance of its treaty deadline, and in keeping with previous statements since 2013 that it would complete CMR clearance and ensure compliance with Article 4 of the CCM by “no later than the end of 2016”.<sup>24</sup>

Mozambique informed the Secretariat of the CCM of completion of CMR clearance in December 2016 and was expected to make an official declaration of completion at the Seventh Meeting of States Parties in September 2017.<sup>25</sup> As at May 2017, Mozambique had not submitted an updated annual Article 7 transparency report as the Convention requires.

The Government of Mozambique did not provide any funding for field operations in 2016, though it continued to pay the salaries of key IND staff. The IND expected it would continue to do so, for as long as it remained the coordinating authority for mine action-related activities.<sup>26</sup> However, the IND emphasised that with the reduction in financial support from the government, its activities and outreach would be severely affected in 2017, as was the case in 2016.<sup>27</sup>

The IND reported that significant training had been provided to provincial police units in a training partnership between the police and the US Africa Command in 2016 and it was hoped that the police units would be able to address any future contamination found after 2017.<sup>28</sup>

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- 1 Email from Afedra Robert Iga, Programme Manager Mozambique, NPA, 23 March 2017; and response to questionnaire by the National Demining Institute (Instituto Nacional de Desminagem, IND), received by email via Afedra Robert Iga, NPA, 25 April 2017. As at end 2015, six areas with a total size of nearly 0.74km<sup>2</sup> had been identified, including five areas with a total size of close to 0.67km<sup>2</sup> in Manica province and one area of nearly 0.07km<sup>2</sup> in Tete province.
  - 2 Response to questionnaire by the IND, 30 April 2015; and statement by Alberto Maverengue Augusto, Director, IND, CCM Fifth Meeting of States Parties, San José, 4 September 2014.
  - 3 Statement by Alberto Maverengue Augusto, IND, CCM Fifth Meeting of States Parties, San José, 4 September 2014.
  - 4 CCM Article 7 Report (for 1 September 2011–31 May 2012), Form F.
  - 5 In 2014, for instance, international mine clearance NGO, APOPO, destroyed 12 Alpha submunitions in CMR clearance operations in Tete province. CCM Article 7 Report (for 1 September 2011–31 May 2012), Form F; statement by Alberto Maverengue Augusto, IND, CCM Fifth Meeting of States Parties, San José, 4 September 2014; CCM Article 7 Report (for 1 January 2013–1 July 2014), Form F; and responses to questionnaire by the IND, 30 April 2015; and APOPO, 15 May 2015.
  - 6 Statement by Alberto Maverengue Augusto, IND, CCM Fifth Meeting of States Parties, San José, 4 September 2014.
  - 7 Email from Afedra Robert Iga, NPA, 23 March 2017.
  - 8 Statement of Mozambique, APMBC Intersessional Meetings, Geneva, 8 June 2017.
  - 9 Response to questionnaire by IND, received by email via Afedra Robert Iga, NPA, 25 April 2017.
  - 10 UNDP presentation, Anti-Personnel Mine Ban Convention (APMBC) Thirteenth Meeting of States Parties, Geneva, 3 December 2013.
  - 11 Skype interview with Afedra Robert Iga, NPA, 7 June 2016.
  - 12 Email from Afedra Robert Iga, NPA, 23 March 2017.
  - 13 Skype interview with Afedra Robert Iga, NPA, 7 June 2016.
  - 14 The strategy further calls for the development of a national policy on the management of residual contamination and the drafting of standing operating procedures (SOPs) on responding to residual contamination and risk education, and the formalization of a solid coordination system between the ERW centre and relevant authorities, and the establishment of a sustainable archiving system to ensure the long-term availability of information. Republic of Mozambique Ministry of Foreign Affairs and Cooperation National ERW and Training Centre, "National Strategy on Management of Residual Contamination 2015-2017", undated; and response to questionnaire by IND, received by email via Afedra Robert Iga, NPA, 25 April 2017.
  - 15 Response to questionnaire by IND, received by email via Afedra Robert Iga, NPA, 25 April 2017.
  - 16 Statement of Mozambique, CCM Fourth Meeting of States Parties, Lusaka, 12 September 2013. In April 2015, the IND stated it was requesting assistance from NPA to revise its NMAS, information management, and quality management system specific to CMR survey and clearance.
  - 17 Response to questionnaire by IND, received by email via Afedra Robert Iga, NPA, 25 April 2017 and email from Afedra Robert Iga, NPA, 23 March 2017.
  - 18 Email from Afedra Robert Iga, NPA, 7 June 2016.
  - 19 Email from Afedra Robert Iga, NPA, 23 March 2017.
  - 20 Response to questionnaire by IND, received by email via Afedra Robert Iga, NPA, 25 April 2017.
  - 21 Emails from Afedra Robert Iga, NPA, 7 June 2016 and 23 March 2017.
  - 22 No CMR contamination was identified in Gaza province. Emails from Afedra Robert Iga, NPA, 7 June 2016 and 23 March 2017.
  - 23 Emails from Afedra Robert Iga, NPA, 23 March and 4 May 2017.
  - 24 Statement by Amb. Pedro Comissário, First CCM Review Conference, Dubrovnik, 7 September 2015; response to questionnaire by the IND, 30 April 2015; statement by Alberto Maverengue Augusto, IND, CCM Fifth Meeting of States Parties, San José, 4 September 2014; and statement of Mozambique, CCM Fourth Meeting of States Parties, Lusaka, 12 September 2013.
  - 25 Response to questionnaire by IND, received by email via Afedra Robert Iga, NPA, 25 April 2017; and email from Afedra Robert Iga, NPA, 23 March 2017.
  - 26 Response to questionnaire by IND, received by email via Afedra Robert Iga, NPA, 25 April 2017.
  - 27 Ibid.
  - 28 Ibid.