



MOZAMBIQUE

ARTICLE 5 DEADLINE: 1 JANUARY 2015
(NEEDS TO REQUEST EXTENSION)

PROGRAMME PERFORMANCE	For 2015	For 2014
Problem understood	8	9
Target date for completion of mine clearance	2	3
Targeted clearance	8	7
Efficient clearance	5	4
National funding of programme	6	6
Timely clearance	3	3
Land release system in place	8	7
National mine action standards	8	7
Reporting on progress	4	5
Improving performance	3	6
PERFORMANCE SCORE: AVERAGE	5.5	5.7

PERFORMANCE COMMENTARY

Mozambique announced it had fulfilled its Anti-Personnel Mine Ban Convention (APMBC) Article 5 survey and clearance obligations in September 2015, one of the most heavily affected states to have done so. This was nine months after its Article 5 deadline had expired. In March 2016, however, after the end of major clearance operations, an additional mined area of 63,600m² was identified by non-technical survey (NTS) in Cabo Delgado province. This had still to be released as at October 2016. Despite committing to do so, Mozambique had not reported publicly on this mined area, or any other discovery of anti-personnel mine contamination, since announcing completion of clearance, and had not sought a new extension to its deadline.

RECOMMENDATIONS FOR ACTION

- Mozambique should ensure any suspected mine contamination is investigated and released as soon as possible.
- Mozambique should inform states parties to the APMBC of all mined areas found since it reported completion of its Article 5 clearance obligations, and report on the status of programmes for their release.
- Given that, almost two years after its Article 5 deadline expired, Mozambique still has at least one mined area to release, it should request a further Article 5 deadline extension at the Fifteenth Meeting of States Parties in Santiago.
- Mozambique should ensure a sufficient national capacity remains in place to deal with mine or explosive remnants of war (ERW) contamination.

CONTAMINATION

Mozambique formally declared compliance with its Article 5 obligations at the APMBC Fourteenth Meeting of States Parties in December 2015. Previously, Mozambique had announced its completion of anti-personnel mine clearance on 17 September 2015.¹ In a public ceremony, Minister for Foreign Affairs and Cooperation, Oldemiro Baloi, declared the country to be free of the “threat” of mines following survey and clearance of more than 3,000 areas across a total of more than 55km² in 2008–14 and the destruction of over 86,000 anti-personnel mines.²

In October 2016, however, the National Demining Institute (IND) reported that mine contamination remained.³ Since September 2015, and working in coordination with the IND and the United Nations Development Programme (UNDP), international non-governmental organisation (NGO) demining operator APOPO has responded to a number of mine and ERW tasks in southern, central, and northern provinces of Mozambique.⁴

In March 2016, APOPO identified a mined area covering 63,600m² during NTS in Nangade district, Cabo Delgado province, near the border with Tanzania.⁵ APOPO also destroyed two anti-personnel mines during clearance of 2,100m² during a task in Massingir district, Gaza province.⁶ According to the IND, anti-personnel mines were also destroyed by police trained to conduct explosive ordnance disposal (EOD) after the completion of clearance was announced.⁷ As at October 2016, Mozambique had not publicly reported on these events nor had it informed APMBC states parties of the newly discovered mined area. The IND has stated that the mined area in Nangade requires “significant confirmed funds to deploy sufficient capacity to adequately and safely resolve the threat in accordance with IMAS [International Mine Action Standards]”.⁸

1 Email from Hans Risser, Chief Technical Advisor, Mine Action, UNDP, 13 October 2015.

2 UNDP in Mozambique, “Mozambique declared ‘mine free’”, undated but accessed 19 October 2015 at: http://www.mz.undp.org/content/mozambique/en/home/ourwork/environmentandenergy/successstories/Mozambique_Declared_Mine_free/.

3 Information confirmed by IND in email from Lucia Simao, Programme Manager, United Nations Development Programme (UNDP), 18 October 2016.

4 Email from Lucia Simao, UNDP, 18 October 2016.

5 Email from Ashley Fitzpatrick, Project Manager, APOPO, 17 October 2016.

6 Ibid., 14 October 2016.

7 Email from Lucia Simao, UNDP, 18 October 2016.

8 Information confirmed by IND in email from Lucia Simao, UNDP, 18 October 2016.

Mozambique was contaminated with mines, mostly anti-personnel, as a legacy of nearly 30 years of conflict that ended in 1992. Mozambique made considerable progress in clearing mined areas and was planning to complete all clearance in accordance with its extended Article 5 deadline. However, Mozambique failed to meet its 1 January 2015 deadline, a serious violation of the APMBC, and almost 0.3km² of mined area still remained at that date.⁹ Of this, five confirmed mined areas containing anti-personnel mines covered a total of 171,000m², while a further 51 suspected mined areas had an estimated total size of 118,000m².¹⁰ Contamination was located in three provinces – Inhambane, Manica, and Sofala – as set out in Table 1.

Table 1: Mined areas by province as at end 2014¹¹

Province	Confirmed areas	Area (m ²)	Suspected areas	Area (m ²)
Inhambane	0	0	23	44,000
Manica	1	106,000	1	30,000
Sofala	4	65,000	27	44,000
Totals	5	171,000	51	118,000

In February 2015, Mozambique provided an update to states parties on its remaining contamination and the factors that had prevented it from meeting its Article 5 deadline. It announced that it would complete clearance of all remaining contaminated areas by the end of September 2015 and “certainly no later than the end of November 2015”.¹² Manica province was declared free of the threat of mines in April 2015 and Sofala in August, allowing Mozambique to report completion of mine clearance in September.¹³

In 2015, remaining mine contamination was mostly in small nuisance minefields in remote areas around former military positions, and around a number of infrastructure sites, blocking access to agricultural land and infrastructure. All high-priority mined areas with humanitarian impact were cleared prior to 2014, with a few notable exceptions.¹⁴ According to the IND, these included the dense-pattern minebelt around the Cahora Bassa dam in Tete province; sections of the Rhodesian cordon sanitaire bordering minefields which extended into Mozambique’s Tete and Manica provinces; and minebelts around power lines in Maputo, Manica, and Sofala provinces.¹⁵

From January to September 2015, HALO teams cleared contamination in Inhambane, Manica, Sofala, and Tete provinces, including at Linha Fronteira – Espungabera in Manica province; the Beira power line in Manica and

Sofala provinces; the Dondo railway bridges in Sofala province; a number of small minefields in Inhambane province; and a mined area by the Kahira river in Tete province on the Zimbabwean border.¹⁶ APOPO and Norwegian People’s Aid (NPA) reported operations consisting of small, isolated tasks in Manica and Sofala.¹⁷ Handicap International’s (HI) mine clearance in Inhambane province had concluded by April 2015.¹⁸

Mine clearance in Mozambique has brought significant socio-economic benefits, enabling development investment in support of natural resource mining, agriculture, and infrastructure construction, while also directly contributing to Mozambique’s national Poverty Reduction Action Plan. Other benefits from clearance include increased mobility and opportunities for cross-border trade for local populations along the Mozambique-Zimbabwe border, and longer-term benefits for rural communities through improved access to health and education services and facilitating their expansion.¹⁹ In one example, in 2015, HALO completed clearance of a number of railway bridges and viaducts in Dondo, Sofala province carrying the Beira to Machipanda railroad line, a vital link to domestic and international markets including for several landlocked African countries and for Mozambique’s agricultural production capacity. Clearance of the bridges enabled critical railway maintenance activities that had been hindered by the presence of mines.²⁰

9 Mozambique, “Progress Report on completing the destruction of anti-personnel mines in mined areas in accordance with Article 5(1) of the APMBC (from 1 March to December 2014)”, submitted to the APMBC Article 5 Analysis Group, 13 February 2015, p. 19; and letter from Amb. Pedro Comissário, Permanent Representative of Mozambique to the UN in Geneva, to Amb. Remigiusz A. Henczel, Permanent Representative of Poland to the UN in Geneva, No. 232 MP-GE/15, 17 February 2015.

10 Ibid.

11 Response to questionnaire by IND, provided by email from Hans Risser, UNDP, 20 May 2015.

12 Letter from Amb. Pedro Comissário to Amb. Remigiusz A. Henczel, No. 232 MP-GE/15, 17 February 2015; and Mozambique, “Progress Report on completing the destruction of anti-personnel mines in mined areas in accordance with Article 5(1) of the APMBC (from 1 March to December 2014)”, p. 6.

13 Email from Calvin Ruysen, Regional Director for Central Asia, HALO Trust, 15 September 2016.

14 Response to questionnaire by the IND, 20 May 2015.

15 Ibid.

16 Email from Calvin Ruysen, HALO Trust, 15 September 2016.

17 Emails from Ashley Fitzpatrick, APOPO, 12 October 2016; and Afedra Robert Iga, Programme Manager, NPA, 6 October 2016.

18 Email from Julien Kempeneers, Deputy Desk Officer, Humanitarian Mine Action Desk, HI, 17 October 2016.

19 IND, “National Demining Plans 2008–2012”; and IND, “Addressing the Landmine and ERW Situation After 2014,” presentation at International Workshop on Demining, Maputo, 5–6 November 2012.

20 HALO, “Mine clearance helps Mozambique rebuild its rail network”, undated but 2015, at: <https://www.halotruster.org/media/2086/halo-mine-clearance-helps-mozambique-rebuild-its-rail-network.pdf>.

The total number of casualties in Mozambique is not known, though according to government estimates as many as 10,900 people have been killed or injured by mines in the past two decades.²¹

Mozambique also has residual contamination from ERW, including unexploded ordnance (UXO). The IND's 2015 annual workplan includes as an objective to "establish and implement mechanisms for the management of risks from residual UXO and other ERW".²² In October 2016, NGO mine action operator HI raised concerns that the threat from UXO had increased over the course of 2015 as renewed armed violence persisted in Mozambique's central provinces.²³

PROGRAMME MANAGEMENT

There is no national mine action authority as such in Mozambique. IND serves as the national mine action centre (MAC) in Mozambique, reporting to the Ministry of Foreign Affairs. Provincial demining commissions have been created to assist in planning mine action operations. Since 1999, UNDP has provided technical assistance; in recent years, support was provided under a three-year programme which was due to expire in 2015.²⁴

Standards

Mozambique's National Mine Action Standards, adopted in 2002, were reviewed and updated in accordance with International Mine Action Standards (IMAS) in 2012.²⁵ NPA reported that the standards were followed and monitored by IND in 2015.²⁶

Operators

In 2015, four international humanitarian mine clearance organisations were operational in Mozambique: APOPO, HALO Trust, HI, and NPA. Demining has also been conducted by the Mozambican Army and a number of commercial operators.

In tandem with progress towards completing clearance of all remaining contamination, HALO reduced its operational capacity in Mozambique gradually in 2015, from 419 staff, 38 manual demining teams and 4 mechanical teams at the end of 2014, to 260 staff and 16 manual and 4 mechanical demining teams at the start of 2015, to 175 staff when HALO completed clearance of its last mined area. HALO provided a resettlement package for each demobilised staff member, including

a redundancy payment and training in other marketable skills.²⁷ After its demining operations ceased in August 2015, HALO retained only a small capacity in Mozambique to assist the government with ammunition disposal.²⁸

NPA employed a total of 23 staff in 2015, down from 54 deminers in 2014.²⁹ NPA's operations in 2016 were to carry out cluster munition clearance only.³⁰ APOPO's capacity during the year included nearly 150 staff, and six mechanical demining sections, six mine detection rat teams, and nine manual demining teams.³¹ As noted below, it retained a residual demining capacity in 2016. HI deployed eight deminers and one machine for three months before concluding operations in April 2015.³²

Quality Management

NGO operators confirmed that the IND carried out external quality assurance and quality control activities in 2015.³³ The IND reported that final survey was conducted in every district to ensure all hazardous areas had been cleared.³⁴

Information Management

In 2015, Mozambique had a national Information Management System for Mine Action (IMSMA) database housed within, and fully managed by the IND, with technical support from NPA.³⁵ According to the IND and HI, the quality of the data in the database significantly improved during the year, with duplicate areas removed and better monitoring of the accuracy of reporting on clearance.³⁶

21 International Campaign to Ban Landmines (ICBL) Press Release, "Mozambique: Landmine Clearance Success Shows a Mine Free World Is Possible", 17 September 2015, at: <http://www.icbl.org/en-gb/news-and-events/news/2015/mozambique-completes-mine-clearance.aspx>.

22 Mozambique, "Progress Report on completing the destruction of anti-personnel mines in mined areas in accordance with Article 5(1) of the APMB (from 1 March to December 2014)", p. 19.

23 Email from Julien Kempeneers, HI, 17 October 2016.

24 UNDP presentation, APMB Thirteenth Meeting of States Parties, Geneva, 3 December 2013.

25 Mozambique's National Mine Action Standards are available in Portuguese at: <http://www.mineactionstandards.org/standards/national-mine-action-standards-nmas/mozambique/>.

26 Email from Afedra Robert Iga, NPA, 6 October 2016.

27 Email from Calvin Ruysen, HALO Trust, 15 September 2016.

28 Ibid.

29 Email from Afedra Robert Iga, NPA, 6 October 2016.

30 Ibid.

31 Email from Ashley Fitzpatrick, APOPO, 12 October 2016.

32 Email from Julien Kempeneers, HI, 17 October 2016.

33 Emails from Calvin Ruysen, HALO Trust, 15 September 2016; Afedra Robert Iga, NPA, 6 October 2016; Ashley Fitzpatrick, APOPO, 12 October 2016; and Julien Kempeneers, HI, 17 October 2016.

34 Email from Lucia Simao, UNDP, 18 October 2016.

35 Response to questionnaire by IND, 20 May 2015.

36 Emails from Julien Kempeneers, HI, 17 October 2016; and Lucia Simao, UNDP, 18 October 2016.

LAND RELEASE

The total hazardous area released in 2015 was 0.45km², almost all through clearance and technical survey, with an additional 7,700m² cancelled by NTS.³⁷ This represented, as expected, a major decrease from 2014, when just over 6.3km² was released, including 3.5km² by clearance and technical survey, and a further 2.8km² cancelled by NTS.³⁸

Survey in 2015

A total of nearly 162,000m² was released through survey in January–September 2015, of which 7,700m² was cancelled by NTS and 154,000m² reduced by technical survey, while an additional 130,000m² was confirmed as contaminated.³⁹

Table 2: Mined area survey in 2015⁴⁰

Operator	Province	SHAs cancelled	Area cancelled (m ²)	SHAs confirmed as mined	Area confirmed (m ²)	Area reduced by TS (m ²)
APOPO	Sofala	0	0	24	96,361	13,020
APOPO	Manica	0	0	1	24,042	13,029
HI	Inhambane	7	2	0	10,000	30,000
HALO	Inhambane	3	0	0	0	78,112
NPA	Manica	0	0	1	100	0
NPA	Sofala	5	7,745	0	0	19,981
Totals		15	7,747	26	130,503	154,142

HALO reported reducing a total of 78,112m² at Linha Fronteira – Espungabera in Manica province in the first quarter of 2015. It also assessed 24 minefields in Inhambane province, of which 13 were re-surveyed, 6 were cleared, and 3 were cancelled. The remaining three areas, HALO stated, were inaccessible due to their being entirely under water.⁴¹

Clearance in 2015

From January to September 2015, more than 285,000m² of mined area was cleared, with the destruction of 1,263 anti-personnel mines and 125 items of UXO.⁴² This compares to clearance of 2.9km² of mined area the previous year.⁴³

37 Emails from Calvin Ruysen, HALO Trust, 15 September 2016; Afedra Robert Iga, NPA, 6 October 2016; Ashley Fitzpatrick, APOPO, 12 October 2016; Julien Kempeneers, HI, 17 October 2016; and Lucia Simao, UNDP, 18 October 2016.

38 Responses to questionnaires by IND, 20 May 2015; HALO, 14 May 2015; APOPO, 20 April 2015; NPA, 12 June 2015; and HI, 3 April 2015. This was confirmed in Mozambique's APMB Article 7 Report (for 1 January 2014 to 20 April 2015), Form C.

39 Emails from Calvin Ruysen, HALO Trust, 15 September 2016; Afedra Robert Iga, NPA, 6 October 2016; Ashley Fitzpatrick, APOPO, 12 October 2016; Julien Kempeneers, HI, 17 October 2016; and Lucia Simao, UNDP, 18 October 2016.

40 Ibid.

41 Email from Calvin Ruysen, HALO Trust, 15 September 2016.

42 Ibid.; and emails from Afedra Robert Iga, NPA, 6 October 2016; Ashley Fitzpatrick, APOPO, 12 October 2016; Julien Kempeneers, HI, 17 October 2016; and Lucia Simao, UNDP, 18 October 2016.

43 Responses to questionnaires by the IND, 20 May 2015; HALO Trust, 14 May 2015; APOPO, 20 April 2015; NPA, 12 June 2015; and HI, 3 April 2015.

Table 3: Mine clearance in 2015⁴⁴

Operator	Province	Areas cleared	Area cleared (m ²)	Anti-personnel mines destroyed	UXO destroyed
APOPO	Manica	1	11,013	1	0
APOPO	Sofala	24	83,341	11	35
HI	Inhambane	0	28,225	4	3
HALO	Inhambane	6	9,426	0	1
HALO	Manica	5	74,287	48	51
HALO	Sofala	16	65,853	333	35
HALO	Tete	1	13,013	865	0
NPA	Manica	1	100	1	0
Totals		54	285,258	1,263	125

HALO Trust's clearance operations in 2015 included a 13,013m² minefield on the border of Tete province and Zimbabwe, in which it destroyed 865 anti-personnel mines.⁴⁵ HALO found the last minefields it cleared in 2015 some of the most technically challenging, while being of high priority for Mozambique's socio-economic development.⁴⁶ HALO noted the particular difficulty of clearing the Dondo railway bridges, which required use of heavy mechanical assets and equipment to pump water away from the semi-submerged minefields, the digging of channels to divert water, creation of new tracks to reach the mined bridges, and clearing of mines at depths beyond those that deminers with metal detectors could normally find.⁴⁷

In addition to its mine clearance activities, HALO teams responded to 54 EOD call-outs, destroying 370 explosive items: 13 mines, 324 items of UXO, and 33 Alpha submunitions. It also conducted battle area clearance of nearly 0.55km² of cluster munition remnants in Manica province, destroying 23 Alpha submunitions.⁴⁸

ARTICLE 5 COMPLIANCE

On 1 December 2015, at the APMBC Fourteenth Meeting of States Parties in Geneva, Mozambique officially declared completion of its Article 5 obligations to destroy all anti-personnel mines in mined areas under its jurisdiction or control.

Under Article 5 of the APMBC (and in accordance with its second extension for a period of ten months granted by states parties in December 2013), Mozambique was required to destroy all anti-personnel mines in mined areas under its jurisdiction or control no later than 1 January 2015. In June 2014, despite indications that it was not on track to meet its deadline, Mozambique failed to request another extension at the Third APMBC Review Conference in Maputo, despite being advised to do so. It was thus in serious violation of the Convention from 1 January until September 2015 when it announced the completion of clearance. Mozambique received a no-cost extension from international donors to complete demining activities in 2015.

In February 2015, Mozambique reported that it had failed to meet its extended deadline due to three primary factors. The first was ongoing "low-intensity military hostilities creating a situation of temporary insecurity" between January and August 2014 in Manica and Sofala provinces, which prevented access to some mined areas and caused logistical and transportation difficulties. Second, it stated that continuing insecurity had raised logistical costs, resulting in delays and reduced productivity in certain areas as teams and equipment had to take longer routes to reach affected areas.⁴⁹ Third, some demining tasks in Manica and Sofala provinces were suspended due to heavy rains in December 2014, it said.⁵⁰ Mozambique gave a detailed progress report to states parties to the APMBC on its activities in 2014 and its plans and capacity to complete remaining clearance in 2015.⁵¹

44 Emails from Calvin Ruysen, HALO Trust, 15 September 2016; and Afedra Robert Iga, NPA, 6 October 2016.

45 Email from Calvin Ruysen, HALO Trust, 15 September 2016.

46 Ibid.

47 Ibid.

48 Ibid.

49 Letter from Amb. Pedro Comissário to Amb. Remigiusz A. Henczel, 17 February 2015.

50 Ibid.

51 Mozambique, "Progress Report on completing the destruction of anti-personnel mines in mined areas in accordance with Article 5(1) of the APMBC (from 1 March to December 2014)".

Upon announcing completion of mine clearance, Foreign Affairs and Cooperation Minister Baloi estimated that the overall cost of demining activities in Mozambique since 1993 had amounted to more than \$220 million.⁵²

In October 2016, UNDP reported that a number of key challenges remained in the phasing out Mozambique's national mine action programme. This included difficulties in digitalising demining completion reports from NGO operators and the need for a back-up system to avoid the loss of data. The transfer of the database, along with information management staff, to the Ministry of Land, Environment, and Rural Development and the proposed transfer of database copies for storage with the Ministry of Interior and the Ministry of State Administration, had still to occur as at October 2016. The future of the IND, which still employed 24 staff, also remained uncertain.⁵³

According to the IND, due to the nature of the mine contamination in Mozambique and the lack of mine maps, the risk remained that mines would be found after Mozambique's declaration of compliance with Article 5. In May 2015, the IND reported it was working with the government to establish a sustainable national capacity to manage residual risk, in accordance with its National Mine Action Plan.⁵⁴ The IND called for additional funding for future ERW-related projects, as well as for training and equipping a national capacity to manage residual contamination.⁵⁵

After the completion of clearance in September 2015, the Government of Mozambique embarked on training and equipping the provincial police to be able to respond to EOD call-outs. In total, as at October 2016, the IND had trained and certified 194 police officials from all provinces to handle residual threats, and provided provincial commanders with equipment such as personal protective kits, explosives, and metal detectors.⁵⁶

Mozambique stated in its declaration of completion of its Article 5 obligations that if previously unknown areas of mine contamination were subsequently discovered, it would:

- Immediately inform states parties of any discovery and report any mined areas in accordance with its Article 7 transparency obligations and at APMBC meetings
- Ensure the effective exclusion of civilians from any contaminated areas
- Destroy all anti-personnel mine contamination as soon as possible, and
- If it cannot destroy all contamination in the mined area before the next meeting of states parties, submit a request for another extended Article 5 clearance deadline in accordance with its obligations as an APMBC state party.⁵⁷

Mozambique, however, had not, as at October 2016, even submitted its Article 7 report for 2015, as it is required to so under the Convention.

As noted above, APOPO remained in Mozambique after the completion of clearance through October 2016 at the request of the IND as residual demining capacity and, as such, provided rapid response on numerous tasks, including survey, clearance, and EOD across provinces in south, central, and northern Mozambique.⁵⁸ In September 2015–October 2016, APOPO responded to 11 tasks in Cabo Delgado, Gaza, Manica, Maputo, and Sofala provinces, surveying a total of more than 110,000m² of SHA. In addition to identifying the significant, and as yet unreleased, mined area, APOPO reported destroying two anti-personnel mines during clearance of just over 2,100m² in a task in Massingir district, Gaza province, and destruction of a total of 13 items of UXO across all 11 tasks.⁵⁹

52 UNDP in Mozambique, "Mozambique declared 'mine free'", undated but accessed 19 October 2015.

53 Email from Lucia Simao, UNDP, 18 October 2016.

54 Response to questionnaire by the IND, 20 May 2015.

55 Ibid.

56 Email from Lucia Simao, UNDP, 18 October 2016.

57 Declaration of completion of implementation of Article 5 of the APMBC, submitted by Mozambique, 16 December 2015, p. 8.

58 Email from Lucia Simao, UNDP, 18 October 2016.

59 Email from Ashley Fitzpatrick, APOPO, 14 October 2016.