



MOZAMBIQUE

ARTICLE 5 DEADLINE: 1 JANUARY 2015

(DECLARED COMPLETION BUT HAS OUTSTANDING SUSPECTED MINED AREAS)

PERFORMANCE COMMENTARY

Mozambique announced it had fulfilled its Anti-Personnel Mine Ban Convention (APMBC) Article 5 survey and clearance obligations in September 2015, to date one of the most heavily affected states to have done so. However, in 2016, additional anti-personnel mine contamination was discovered in Cabo Delgado province, which was subsequently surveyed and cleared, with the release of nearly 139,000m² in May 2017. Mozambique informed APMBC states parties of the discovery and clearance of this previously unknown and unreported anti-personnel mine contamination at the Convention's Intersessional Meetings in June 2017.

As at September 2018, four small areas suspected to contain anti-personnel mines, previously disclosed by Mozambique, remained submerged in Inhambane province. Mozambique reported the area had again been surveyed in June 2018 to confirm the mined areas are still under water, and it reiterated its pledge to continue to monitor the situation and to release the mined areas as soon as dry access can be gained.¹

RECOMMENDATIONS FOR ACTION

- Mozambique should undertake all efforts to address the four remaining submerged suspected mined areas as soon as possible, ensure that they are clearly marked and monitored, and report on the status of the areas to APMBC states parties regularly.
- Mozambique should ensure sufficient national capacity remains in place to deal with mine or explosive remnants of war (ERW) contamination. If future mine contamination is suspected or confirmed, Mozambique should inform states parties to the APMBC of all mined areas found, request another extended APMBC Article 5 deadline if required, and report on the status of programmes for their release.
- 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

Mozambique formally declared compliance with its Article 5 obligations at the APMBF Fourteenth Meeting of States Parties in December 2015, after announcing its completion of anti-personnel mine clearance on 17 September 2015.² In a public ceremony, Oldemiro Baloi, the Minister for Foreign Affairs and Cooperation, 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 more than 86,000 anti-personnel mines.³

In March 2016, APOPO, an international demining non-governmental organisation (NGO), identified a mined area covering 63,000m² during non-technical survey in Nangade district, Cabo Delgado province, near the border with Tanzania.⁴ As the National Demining Institute (IND) stated it did not have sufficient funding or capacity to address the area in Nangade, at its behest Norwegian People’s Aid (NPA) secured funding to clear the mined area in early 2017. After clearance operations began in February 2017, subsequent investigation by NPA identified two further mined areas nearby, one covering approximately 14,000m² and a second with an estimated size of 8,000m².⁵ Clearance of all areas was completed on 29 May 2017, with a total of just under 139,000m² released, and the destruction of 115 anti-personnel mines and three items of UXO.⁶

According to the IND, four small suspected mined areas with a combined size of 1,881m² remain underwater in Inhambane province.⁷ At the Intersessional Meetings in June 2018, Mozambique again informed APMBF states parties that the areas remained submerged and that regular monitoring was ongoing. This included a visit by IND monitoring teams during the first week of June. It reiterated its commitment that the remaining areas would be addressed once the water level had receded and dry access could be gained.⁸

Mozambique previously reported the existence of “suspended” mined areas in its declaration of completion of Article 5 obligations submitted in December 2015, which it defined as “suspected hazard areas that remain seasonally or permanently submerged under water in Inhambane province”. It further stated that all suspended areas “were subjected to technical survey and clearance up to the water line during the annual dry season with no direct evidence found to confirm the presence of mines in any of these areas. Nevertheless the portion of the SHA [suspected hazardous area] that remains underwater will be marked and regularly monitored to confirm if the area ever dries enough to allow further technical survey”.⁹ In June 2018, Mozambique reiterated that it “should have made it more clear, in its Completion Declaration, that there may be very little probability that mines would be detected in those submerged areas”.¹⁰

Table 1: Mined areas by province (at June 2018)¹¹

| Province | Suspected areas | Area (m ²) |
|---------------|-----------------|------------------------|
| Inhambane | 4 | 1,881 |
| Totals | 4 | 1,881 |

Mozambique was contaminated with mines, mostly anti-personnel, as a legacy of nearly 30 years of conflict that ended in 1992. Mozambique also has residual contamination from ERW, including unexploded ordnance (UXO).

According to NPA, the mined area identified in Nangade district had both a social and economic impact on the local border community, whose economic activity primarily consists of small scale cross-border trade on a key transit route between Tanzania and Mozambique.¹² Clearance of the mined area ensures safe passage of individuals between the two countries, and for the community of Mungano, the nearest settlement to the minefield, frees extra land for cultivation, and allows children to attend the Mungano primary school, located only 20 metres from the minefield, without the fear of landmines.¹³

PROGRAMME MANAGEMENT

There is no national mine action authority as such in Mozambique. The IND serves as the national mine action centre in Mozambique, reporting to the Ministry of Foreign Affairs. Provincial demining commissions have been created to assist in planning mine action operations. Due to a growing national economic crisis, the government put in place strict austerity measures which saw financial support to the IND reduced drastically, resulting in the downsizing of the institution, with only key staff remaining at the start of 2017, and continuing downsizing occurring during the year.¹⁴ 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.¹⁵

Strategic Planning

In June 2018, Mozambique reported that a government strategy to develop a sustainable national capacity to address residual mine and ERW contamination had been developed and was being implemented with the training of national police units and military personnel. Under the strategy, police units in both the District and Provincial Police Commands were being trained to respond to and destroy any items of UXO and isolated mines reported, and to provide community awareness raising on the threat of residual contamination.¹⁶ Any additional mined areas discovered would be responsibility of the Mozambique Armed Forces’ specialised regional

demining units. If, however, the scale of contamination cannot be addressed by the capacity and resources of the authorities, Mozambique will notify the other APMBC states parties and request assistance, stating that, as per the strategy, its residual institutional capacity must not only be ready to address contamination, but also to be an interlocutor with states parties, if additional mined areas are discovered.¹⁷

Quality Management

In its operations in Nangade, NPA stated that in addition to regular internal quality assurance (QA) and quality control (QC) activities, external QA was provided by IND QA officers in the form of a one-week visit in April 2017.¹⁸

Information Management

The IND had planned to shift responsibility of the national Information Management System for Mine Action (IMSMA) database to a government ministry, the Ministry of Land, Environment, and Rural Development. As at September 2018, however, this had not yet occurred.¹⁹

Operators

From February to the end of May 2017, NPA deployed two teams of a total of 16 deminers to conduct manual clearance of the mined area identified in Nangade. It had remained in Mozambique in 2016 to clear Mozambique's last remaining cluster munition remnant contamination.²⁰ Previously, in 2016, APOPO maintained a presence of some 50 staff, primarily to clear ammunition around the Malhazine weapons depot in Maputo city. It seconded personnel for ad hoc survey, explosive ordnance disposal (EOD), and clearance of residual risk tasks, on a call-out basis.²¹

In April 2017, APOPO closed its programme in Mozambique after it was unable to secure funding to complete its ammunition clearance operations at the Malhazine weapons depot complex.²² Following an official handover ceremony on 1 June 2017, NPA demobilised its mine clearance operations in Nangade district. It stated that no new reports of suspected mined areas in Nangade district, or in the wider Cabo Delgado province, were received.²³

LAND RELEASE

According to Mozambique, in April 2016, following two suspected mine incidents in Nangade district, Cabo Delgado province, a mined area covering an estimated 63,000m² was confirmed through non-technical and technical survey carried out by APOPO and IND survey teams along the Mozambique-Tanzania border.²⁴

NPA began clearance activities on the 63,000m² area at Mungano in Nangade on 1 February 2017. Following completion of clearance of that mined area, further investigation by technical survey identified two additional

mined areas, one with a size of 14,000m² in Chicamba village, approximately 3.5km from Mungano, and a third area with a size of 8,000m², some 500 metres from the larger minefield at Mungano, which, according to NPA, formed part of an old mine belt at the Mozambique-Tanzania border.²⁵ Clearance of all areas was completed on 29 May 2017, with a total of 138,958m² released, including 7,537m² by manual clearance and 27,885m² by technical survey, with the destruction of 115 anti-personnel mines and 3 items of UXO.²⁶

ARTICLE 5 COMPLIANCE

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. On 1 December 2015, at the Fourteenth Meeting of States Parties in Geneva, Mozambique officially declared that it had completed its Article 5 obligations on 17 September, nine months after its legal deadline had expired.

Concerns were raised during the phasing out of Mozambique's national mine action programme, specifically including difficulties in digitalising demining completion reports from NGO operators and the need for a back-up system to avoid the loss of data.²⁷ 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 September 2018. The future of the IND, which employed 11 staff, also remained uncertain.²⁸

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.²⁹

While noting that it had not followed the course indicated in its declaration of completion by failing to inform states parties to the APMBC of the discovery of additional contamination at the subsequent Meeting of States Parties in December 2016, or to submit a request for another extended Article 5 clearance deadline, Mozambique reported in detail on the discovery of the mined area in Nangade in its Article 7 report submitted in April 2017 and informed states parties of its identification and clearance in June 2017, at the Convention's Intersessional Meetings.³⁰ As noted above, Mozambique also announced that the IND would continue to assess the status of the remaining four submerged mined areas in Inhambane province and clear them once dry access could be gained.³¹ The IND reported visiting the areas in June 2017 and again in June 2018, and confirmed they remained underwater and inaccessible for operations.³²

The Government of Mozambique did not provide any funding for field operations in 2017, 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. However, the IND emphasised to Mine Action Review that with the reduction in financial support from the government, its activities and outreach would be severely affected in 2018.³³

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| 1 | Statement of Mozambique, Intersessional Meetings, Geneva, 8 June 2018. | 16 | Statement of Mozambique, Intersessional Meetings, Geneva, 8 June 2018. Under the Government strategy, in order to ensure consistency in capacity and avoid any gaps in the case of transfer of trained officers, the Government decided to train two police officers in each District Police Command and an equal number in each Provincial Command. It reported that trained police officers had since carried out destruction of UXO reported in Mocuba, Zambezia province and Magunda and Catuane, in Maputo province. |
| 2 | Email from Hans Risser, Chief Technical Advisor, Mine Action, United Nations Development Programme (UNDP), 13 October 2015. | 17 | Statement of Mozambique, Intersessional Meetings, Geneva, 8 June 2018. |
| 3 | 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/ . | 18 | Email from Afedra Robert Iga, NPA, 4 May 2017. |
| 4 | Email from Ashley Fitzpatrick, Project Manager, APOPO, 17 October 2016; and information confirmed by IND in email from Lucia Simao, UNDP, 18 October 2016. APOPO remained in-country after September 2015 and responded to a number of isolated mine and ERW tasks in southern, central, and northern provinces of Mozambique in coordination with the IND. | 19 | Interview with IND staff member, Convention on Cluster Munitions 8th Meeting of States Parties, Geneva, 4 September 2018. |
| 5 | Information confirmed by IND in email from Lucia Simao, UNDP, 18 October 2016; Statement of Mozambique, Intersessional Meetings, Geneva, 8 June 2017; and email from Afedra Robert Iga, Programme Manager, NPA, 5 June 2017. NPA maintained operations in Mozambique clearing the last remaining cluster munition remnants (CMR) in the country in 2016. | 20 | Emails from Afedra Robert Iga, NPA, 25 April 2017 and 5 June 2017. |
| 6 | Email from Afedra Robert Iga, NPA, 5 June 2017. | 21 | Email from Ashley Fitzpatrick, Grant and Regional Manager, APOPO, 29 May 2017. |
| 7 | Statement of Mozambique, Intersessional Meetings, Geneva, 8 June 2018; and Article 7 Report (for 20 April 2017–1 April 2018), Form F. Mozambique erroneously reported that the total of the areas was "18,888 square meters" in its June statement to the Intersessional Meetings and "1.118m ² " in 4 tasks in its latest Article 7 transparency report. | 22 | Emails from Ashley Fitzpatrick, APOPO, 29 May and 7 September 2017. |
| 8 | Statements of Mozambique, Intersessional Meetings, Geneva, 8 June 2018; and 8 June 2017; and Article 7 Report (for 2016), Forms C and F. The areas were initially recorded as having a total size of 5,107m ² , which, following clearance of 3,226m ² by Handicap International (HI) in 2015, left a total of 1,881m ² remaining to be addressed in 2016. In its April 2017 Article 7 report, Mozambique reiterated that the "total areas suspended due to inaccessibility due to the high-level of water are 1,881m ² with 4 tasks remaining" and confirmed that the areas are "earmarked for future clearance once access is regained". The report also erroneously lists the size of remaining contamination in the four areas as 3,226m ² . | 23 | Email from Afedra Robert Iga, NPA, 5 June 2017. |
| 9 | Declaration of completion of implementation of Article 5, submitted by Mozambique, 16 December 2015, p. 5. The HALO Trust, which had been tasked by the IND to address 24 mine tasks all with a size of less than 1,000m ² in Inhambane province in 2015, confirmed that while it was able to resurvey and cancel or clear the majority of the areas, a number were inaccessible due to being underwater and would require to be released at a later date when the water had subsided. HALO Trust reported that the areas were among patches of standing water, swamps, and rivers, and only were accessible during the drier months of the year. It deployed three manual teams to resurvey thirteen of the mined areas, clearing six (finding no anti-personnel mines) and cancelling a further three, and reported that the remaining areas were inaccessible due to their being entirely underwater. Emails from Chris Pym, Southern Africa Regional Director, HALO Trust, 17 May 2017; and Calvin Ruysen, Regional Director for Central Asia, HALO Trust, 15 September 2016. | 24 | Statement of Mozambique, Intersessional Meetings, Geneva, 8 June 2017. |
| 10 | Statement of Mozambique, Intersessional Meetings, Geneva, 8 June 2018. | 25 | Ibid.; and email from Afedra Robert Iga, NPA, 3 May 2017. According to NPA, the area measuring 14,000m ² was reported as mined by locals to NPA during clearance operations at Mungano. |
| 11 | Ibid.; and Article 7 Report (for 20 April 2017–1 April 2018), Form F. | 26 | Emails from Afedra Robert Iga, NPA, 5 June 2017 and 28 August 2017. At the first area in Mungano, with an initial estimated size of 63,000m ² , a total of 112,723m ² was released and 99 anti-personnel mines found and destroyed, including 5,252m ² by manual clearance, 19,383m ² by technical survey, and 88,088m ² through cancellation. At the second area at Chicamba, with an initial estimated size of 14,000m ² , a total of 14,800m ² was released with the destruction of eight anti-personnel mines, in the course of clearance of 1,115m ² , reduction of 4,229m ² by technical survey, and cancellation of 9,456m ² . At the third area, with an initial estimated size of 8,000m ² , a total of 11,435m ² was released with the destruction of eight anti-personnel mines: 1,170m ² by clearance, 4,273m ² reduced by technical survey, and 5,992m ² cancelled. The mines destroyed were of the types M969 and AUPS fragmentation and blast anti-personnel mines. Mozambique subsequently reported different figures in June 2018, stating that 127,522m ² was released, including 11,218m ² cancelled, 86,326m ² reduced, and 29,979m ² cleared, with the destruction of 107 anti-personnel mines and 1 item of UXO. Its Article 7 report, however, contains inconsistent figures which do not tally to the sums reported by NPA or in its June 2018 statement. Statement of Mozambique, Intersessional Meetings, Geneva, 8 June 2018; and Article 7 Report (for 20 April 2017–1 April 2018), Form C. |
| 12 | Ibid.; and email from Afedra Robert Iga, NPA, 5 June 2017. | 27 | Email from Lucia Simao, UNDP, 18 October 2016. |
| 13 | Email from Afedra Robert Iga, NPA, 4 May 2017. | 28 | Interview with IND staff member, Convention on Cluster Munitions 8th Meeting of States Parties, Geneva, 4 September 2018. |
| 14 | Email from Afedra Robert Iga, NPA, 23 March 2017. | 29 | Declaration of completion of implementation of Article 5, submitted by Mozambique, 16 December 2015, p. 8. |
| 15 | Skype interview with Afedra Robert Iga, NPA, 7 June 2016. | 30 | Article 7 Report (for 2016), Form I. |
| | | 31 | Statement of Mozambique, Intersessional Meetings, Geneva, 8 June 2017; and email from Afedra Robert Iga, NPA, 5 June 2017. Mozambique's Article 7 report stated that NPA was scheduled to conduct the survey of the submerged areas; however, this plan changed and the IND carried out the assessment instead, in June 2017. Article 7 Report (for 2016), Form I. |
| | | 32 | Email from Afedra Robert Iga, NPA, 17 August 2017. |
| | | 33 | Interview with IND staff member, Convention on Cluster Munitions 8th Meeting of States Parties, Geneva, 4 September 2018. |