

**ARTICLE 5 DEADLINE: 1 JUNE 2028**  
NOT ON TRACK TO MEET DEADLINE

## KEY DATA

ANTI-PERSONNEL (AP)  
MINE CONTAMINATION:

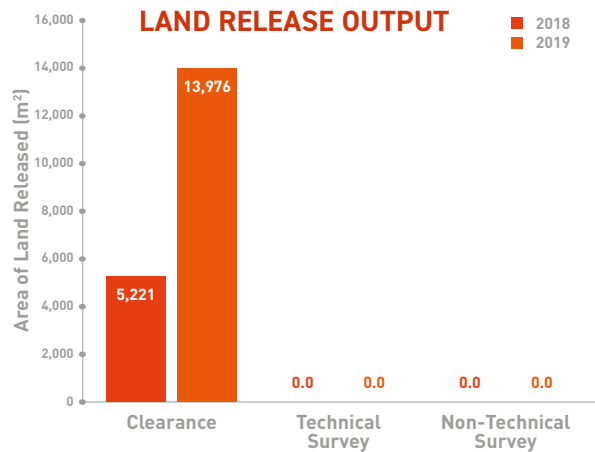
**MEDIUM, PROBABLY  
LESS THAN 5 KM<sup>2</sup>**  
(MINE ACTION  
REVIEW ESTIMATE)

AP MINE  
CLEARANCE IN 2019

**13,976 M<sup>2</sup>**

AP MINES  
DESTROYED IN 2019

**106**



**CURRENT LIKELIHOOD OF MEETING 2025 CLEARANCE TARGET** (as per the Oslo Action Plan commitment): **LOW**

## KEY DEVELOPMENTS

All mined areas are located in territory under Israeli control. To date, Israel has not authorised demining operations to be conducted by or on behalf of the Palestinian Mine Action Centre (PMAC), but progress is being made in clearance of mine contamination in the West Bank by The HALO Trust. Clearance of Arraba minefield, in the governorate of Jenin, was completed by HALO in October 2019.

## RECOMMENDATIONS FOR ACTION

- PMAC should report accurately and consistently on the extent of mined area and annual clearance.

## DEMINING CAPACITY

### MANAGEMENT CAPACITY

- Higher Committee for Mine Action
- Palestine Mine Action Centre (PMAC)

### NATIONAL OPERATORS

- None

### INTERNATIONAL OPERATORS

- The HALO Trust

### OTHER ACTORS

- United Nations Mine Action Service (UNMAS)

## UNDERSTANDING OF AP MINE CONTAMINATION

In its initial Anti-Personnel Mine Ban Convention (APMBC) Article 7 transparency report, submitted in November 2018, Palestine reported 69 areas suspected to contain anti-personnel mines on the border with Jordan, covering a total area of 18.51km<sup>2</sup>. All of the mined areas were said to be under Israeli control.<sup>1</sup> Palestine also reported that it is not in a position to know whether there are further mined areas in East Jerusalem or in other areas of Palestine under Israeli control, including in the region of Israeli settlements or closed military zones.<sup>2</sup>

A HALO Trust survey of the West Bank in 2012 identified 90 minefields, 13 of which were laid by the Jordanian military in 1948–67, while the remaining 77 were laid by the Israeli military along the Jordan River after the 1967 war. All minefields, including those laid by the Jordanian military, are under Israeli military control.<sup>3</sup> Clearance operations must therefore be coordinated with the Israeli authorities, in addition to PMAC. In addition, in 2019 HALO Trust reported being made aware of three other anti-personnel mined areas in the Jordan Valley, namely at Shademot Mehola (65,000m<sup>2</sup>) and Sokot (228,000m<sup>2</sup>), containing mixed anti-personnel and anti-vehicle mine contamination; and at Taysir (5,500m<sup>2</sup>), which contains only anti-vehicle mines. Sokot is an Israeli-laid minefield while the other two minefields were laid by Jordanian forces.<sup>4</sup> As at April 2020, these three minefields had yet to be formally surveyed by HALO, but they have a potential humanitarian impact.<sup>5</sup>

As at end of 2019, there was nearly 0.28km<sup>2</sup> of confirmed mined area (excluding the Jordan Valley) across three minefields in Palestine and two minefields in no-man's-land between the West Bank and Israel (see Table 1).<sup>6</sup> All five minefields had been laid by the Jordanian army.

**Table 1: Mined area (excluding the Jordan Valley) (at end 2019)<sup>7</sup>**

Governorate	Minefield Task	Contamination	CHAs	Area (m <sup>2</sup> )
Jenin	Qabatiya	AV and AP mines	1	8,212
	Yabad	AV and AP mines	1	40,032
Tul Kareem	Nur a-Shams	AV and AP mines	1	37,810
Ramallah	No Man's Land Yalo	AV and AP mines	1	104,226
	No Man's Land - Canada Park	AV and AP mines	1	85,708
<b>Totals</b>			<b>5</b>	<b>275,988</b>

CHA = Confirmed hazardous area AV = Anti-vehicle AP = Anti-personnel

This is a reduction of one minefield, compared to mine contamination at the end of 2018, as clearance of Arraba minefield in Jenin governorate was completed by HALO Trust in October 2019.<sup>8</sup>

Mine action is subject to the 1995 Interim Agreement on the West Bank and the Gaza Strip, commonly known as the Oslo II accord, under which the West Bank is divided into three areas: Area A is under full Palestinian civil and security control; Area B is under full Palestinian civil control and joint Israeli-Palestinian security control; and Area C refers to areas where Israel has full civil and security control.<sup>9</sup>

Most mined areas are located in Area C of the West Bank, along the border with Jordan. Area C covers approximately 60% of the West Bank.<sup>10</sup>

## NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

PMAC was established in accordance with Palestinian Minister of Interior decision on 25 March 2012,<sup>11</sup> which appointed a director and created a Higher Committee for Mine Action as an interministerial body, with 27 members representing the ministries of education, foreign affairs, health, intelligence, interior, justice, and military liaison, as well as the police and the Palestinian Red Crescent Society. The Higher Committee for Mine Action, which serves as the national mine action authority, is tasked with developing mine action legislation and allocating resources for the sector.<sup>12</sup>

PMAC, which is located in the Ministry of Interior in Ramallah, is mandated to coordinate all aspects of mine action in the West Bank. It receives technical advice from the UN Mine Action Service (UNMAS).<sup>13</sup> The committee has established a number of sub-committees to deal with technical issues, risk education, legal affairs, foreign affairs, and health and safety.<sup>14</sup>

In November 2016, Palestine announced that it was seeking to adopt and enact a mine action law. Palestine was hopeful of completing the legal procedures within a year and then presenting the draft law to the legislative council for endorsement, followed by signature by the President.<sup>15</sup> As at June 2020, however, the process of developing and adopting the legislation was still ongoing.<sup>16</sup>

PMAC, which has 10 employees,<sup>17</sup> is staffed with personnel from the Palestinian National Security Forces, Civil Police, and Civil Defence. In 2013, 36 PMAC personnel were trained by UNMAS for demining but were not subsequently authorised by Israel to conduct clearance.<sup>18</sup> The Civil Police have an explosive ordnance disposal (EOD) unit with 42 personnel in Bethlehem, Hebron, Jenin, Nablus, Qalqilya, Ramallah, and Tulkarm, who conduct rapid response to locate and remove items of unexploded ordnance (UXO). The EOD unit is only permitted to work in Area A of the West Bank.<sup>19</sup>

PMAC does not have its own budget, and the Palestinian authority only provides funding for the salaries of PMAC employees and the costs of the PMAC office.<sup>20</sup> Israel does not grant Palestine authorisation to conduct mine clearance operations.<sup>21</sup>

The Israeli National Mine Action Authority (INMAA), provided funding for the last two months of HALO's quality assurance (QA) costs at the Arraba minefield and for the full cost of QA at the Baptism Site Project in 2018 and 2019. In addition, since November 2019, the Israeli Ministry of Defence (MoD) has covered HALO's clearance costs at the Baptism Site Project.<sup>22</sup> PMAC does not provide direct funding for HALO Trust's clearance operations.

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## GENDER AND DIVERSITY

PMAC has said it has a gender policy and implementation plan and that it disaggregates data by sex and age.<sup>23</sup> There is reported to be equal access to employment for qualified women and men at PMAC, and two of PMAC's ten employees (20%) are women, both holding managerial/supervisory positions.<sup>24</sup>

The HALO Trust has a global policy on gender and diversity. HALO Trust's operations team works and lives within the Palestinian communities and is all male. During 2019, The HALO Trust deployed a female finance officer. For managerial positions within HALO's West Bank office team, however, there is said to be equal access to employment for qualified women and men.<sup>25</sup>

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## INFORMATION MANAGEMENT AND REPORTING

PMAC uses the Information Management System for Mine Action (IMSMA) database, Level 1.<sup>26</sup>

The HALO Trust follows the INMAA's national standards and provides daily and weekly reports as well as completion reports for every task. The information is shared with PMAC weekly, as well as sharing completion reports and GIS information for every completed task.<sup>27</sup> As a result, all three entities are in possession of HALO Trust survey and clearance data relating to demining operations in the West Bank.

Palestine submitted an initial Article 7 report in November 2018, as required by the APMBC.<sup>28</sup> However, Palestine's Article 7 report covering calendar year 2018 (submitted in 2019), did not contain any further details, including the amount of mined area cleared in 2018<sup>29</sup> and as at 1 August 2020, Palestine had yet to submit its Article 7 report covering 2019.

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## PLANNING AND TASKING

PMAC has a Strategic Plan for 2017–20, in which primary objectives are the clearance of the Nur a-Shams, Qabatiya, and Yabad minefields.<sup>30</sup> According to PMAC, there was an annual work plan in place for 2020.<sup>31</sup>

HALO Trust's survey and clearance schedule in the West Bank is set in agreement with PMAC, INMAA, and its international donors.<sup>32</sup>

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## LAND RELEASE SYSTEM

### STANDARDS AND LAND RELEASE EFFICIENCY

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The HALO Trust's standing operating procedures (SOPs), which are based on its international standards and which also comply with national standards, are approved by the INMAA. Once a year, The HALO Trust submits its SOPs, including any necessary amendments, to INMAA for approval.<sup>33</sup>

## OPERATORS AND OPERATIONAL TOOLS

To date, Israel has not authorised demining operations to be conducted by or on behalf of PMAC. In September 2013, however, the INMAA gave formal authorisation for The HALO Trust to clear two minefields in the West Bank deemed high priority by PMAC. Following INMAA authorisation, HALO Trust began mine clearance in the West Bank in April 2014,<sup>34</sup> and continues to conduct clearance operations in the West Bank.

The HALO Trust works under the auspices of both INMAA and PMAC. Its manual clearance team in the West Bank is composed of deminers from Georgia with capacity varying between 15 and 22 deminers according to the task/work cycle. In addition, during 2019, HALO Trust deployed up to three armoured CASE721 wheeled medium loaders, two armoured tracked excavators, one industrial rock crusher, and two industrial screeners. The machines were operated by a Palestinian team.<sup>35</sup>

The HALO Trust's work in the West Bank complies with the Israeli Standard Institute for Standards, in particular ISO 9001, 14001, and 18001. The HALO Trust carries out its own internal quality control (QC), which is conducted by senior programme staff, and which complies with the ISO standards and HALO Trust's own SOPs.<sup>36</sup> In addition, as required by INMAA, 4CI Security, an external INMAA-certified QA/QC company, is contracted to monitor HALO Trust's clearance in accordance with Israeli National Mine Action Standards. QA at the Baptism Site Project and two months of QA at Arraba minefield were funded by the INMAA. The remaining QA costs in Jenin governorate were funded through private donations.<sup>37</sup>

The HALO Trust conducts both manual and mechanical clearance in the West Bank. It also uses a drone for survey and mapping purposes, and maps generated are shared with all parties involved for planning and follow up.<sup>38</sup>

## LAND RELEASE OUTPUTS AND ARTICLE 5 COMPLIANCE

### LAND RELEASE OUTPUTS IN 2019

The HALO Trust released 13,976m<sup>2</sup> through clearance in 2019 and did not release any land through survey.<sup>39</sup>

Under Convention on Certain Conventional Weapons (CCW) Amended Protocol II, Israel reported that INMAA had overseen clearance of approximately 577,000m<sup>2</sup> in 2019, destroying 1,200 mines and explosive remnants of war (ERW). In addition, the Israel Defense Forces (IDF)'s Engineering Corps was reported to have cleared 106,000m<sup>2</sup>, destroying 911 mines and ERW.<sup>40</sup> However, there was no disaggregation on what proportion of this land release was of mined area (as opposed to battle area) or whether it also includes land released in Palestinian territory in the West Bank.

### SURVEY IN 2019

No land was reduced through technical survey in 2019 or cancelled through non-technical survey.<sup>41</sup> HALO Trust performs survey as part of its clearance operations of the Jordanian-laid minefields in Area C of the West Bank. It is part of pre-clearance task preparation and is of CHAs already recorded in PMAC's database and on maps.<sup>42</sup>

### CLEARANCE IN 2019

In 2019, The HALO Trust cleared a total of 13,976m<sup>2</sup> across Arraba and Yabad minefields in Jenin governorate, during which a total of 106 anti-personnel mines, 81 anti-vehicle mines, 1 other item of UXO, and 23 "danger remnants" (i.e. mine parts such as fuzes) were destroyed. Clearance of Arraba minefield was completed in October 2019.<sup>43</sup>

**Table 2: Mine clearance in 2019<sup>44</sup>**

Operator	Governorate	Minefield Task Name	Area cleared (m <sup>2</sup> )	AP mines destroyed	AV mines destroyed	UXO destroyed
HALO Trust	Jenin	Arraba	11,179	94	81	1
HALO Trust	Jenin	Yabad	2,797	12	0	0
<b>Total</b>			<b>13,976</b>	<b>106</b>	<b>81</b>	<b>1</b>

This is a funding-related increase compared to 2018, when HALO Trust cleared 5,221m<sup>2</sup>.<sup>45</sup>

In 2019, HALO's clearance operations in Jenin governorate continued to be influenced by availability of funding for the external QA. Clearance in Jenin District was suspended January to April 2019 in the absence of QA funding. Operations were then resumed between 5 May and 18 December 2019 in Arraba and Yabad minefields where the clearance output in each task was as forecast.<sup>46</sup>

The HALO Trust also commenced clearance of the West Bank minefield at Qaser al-Yahud (the Baptism Site Project), in the Jordan Valley, in March 2018,<sup>47</sup> with both funding from international donors and Israel.<sup>48</sup> Since November 2019, HALO Trust clearance of the Baptism Site Project has been entirely funded by the Israeli MoD.<sup>49</sup> The project aimed to remove mines and explosive ordnance in the area of the Baptism Site, which covers a total estimated area of 870,000m<sup>2</sup>.<sup>50</sup> Approximately 90,000m<sup>2</sup> was thought to potentially contain anti-personnel mines, including those of an improvised nature.<sup>51</sup> IDF minefield records provided to The HALO Trust separate the land for clearance outside of the church compounds into eleven areas, all of which contain a potential UXO threat. Six of the eleven areas were known to contain significant numbers of M15 anti-vehicle mines in multiple lines and more than 2,600 anti-vehicle mines in total. The land and buildings inside the seven church compounds are suspected to contain mines and booby-traps, but no official records exist regarding this contamination.<sup>52</sup>

Clearance at the Baptism Site continued through 2019 and HALO Trust completed clearance of the seven churchyards and their compound buildings at the Baptism Site by mid-July 2019.<sup>53</sup>

In November 2019, Palestine reported that 136 dunums (acres) in the Baptism Site and the Church's land and building had been cleared, and the second section on 500 dunums (acres) of mined area adjacent to the church land had been started.<sup>54</sup>

Clearance at the Baptism Site continued as planned until 31 December 2019, along the valley floor, the battle area clearance (BAC) areas, and anti-vehicle mine lines.<sup>55</sup>

## PROGRESS IN 2020

The HALO Trust completed clearance at the Baptism Site on 23 April 2020. During January to April 2020, HALO completed BAC, located/destroyed the final 663 anti-vehicle mines, and cleared 12,200m<sup>2</sup> of anti-personnel minefield located on the southern side of the site main entrance and destroyed 502 anti-personnel mines. The Israeli MoD provided the funding HALO's clearance operations at the Baptism Site from November 2019 to April 2020.<sup>56</sup>

## ARTICLE 5 DEADLINE AND COMPLIANCE

APMBC ENTRY INTO FORCE FOR PALESTINE: 1 JUNE 2018



ORIGINAL ARTICLE 5 DEADLINE: 1 JUNE 2028

**NOT ON TRACK TO MEET ARTICLE 5 DEADLINE. COMPLETION IS CONTINGENT ON POLITICAL FACTORS AND DEMINING PROGRESS MADE BY ISRAEL AND THE HALO TRUST, AS PALESTINE DOES NOT HAVE CONTROL OF MINED AREAS UNDER ITS JURISDICTION.**

**LIKELIHOOD OF COMPLETING CLEARANCE BY 2025 (OSLO ACTION PLAN COMMITMENT): LOW**

Clearance in the West Bank is constrained by available funding<sup>57</sup> and is impacted by political factors, including the lack of authorisation granted by Israel for Palestine to conduct mine clearance operations.<sup>58</sup>

It is, however, a positive development that The HALO Trust was permitted to begin mine clearance operations in April 2014, and, as at the end of 2019, HALO had completed clearance of six minefields in Area C of the West Bank.<sup>59</sup> As at the end of 2019, three Jordanian-laid minefields in the governorates of Jenin and Tul Kareem, which fall within HALO Trust's donor agreement, remained to be cleared. Funds permitting, HALO plans to complete clearance of Yabad minefield in 2020, followed by Nur a-Shams minefield during winter 2020/21, and then clearance of Qabatiya minefield.<sup>60</sup>

The COVID-19 pandemic did not affect HALO's operations at the Baptism Site Project, but since 24 April 2020 operations had been suspended due to the lack of funding for QA. As at June 2020, HALO was trying to secure QA funding for the remaining minefields in Jenin and Tul Kareem Districts.<sup>61</sup>

After completion of the three priority Jordanian-laid minefields, HALO Trust plans to look into clearance of certain mined areas in the Jordan Valley, a third of which are Israeli-laid.<sup>62</sup>

In February 2019, INMAA hoped that clearance of mined areas in the West Bank would be finished in two years. According to INMAA, the Yalo and Canada Park minefield will both be cleared, but according to humanitarian prioritisation, noting that minefields are fenced and marked, and claiming that they have little humanitarian impact.<sup>63</sup>

Furthermore, INMAA began survey of the Jordan Valley minefields in the West Bank in 2017, using Israeli national budget and operating with Israeli companies. INMAA sees significant potential for cancellation and reduction of land in the Jordan Valley, and is using various technologies and scientific tools to assess the likelihood of mine drift. INMAA planned to invest around ILS 900,000 (approximately US\$250,000) on this project in 2017-19.<sup>64</sup>

**Table 3: Five-year summary of AP mine clearance**

Year	Area cleared (m <sup>2</sup> )
2019	13,976
2018	5,221
2017	41,857
2016	34,057
2015	63,411
<b>Total</b>	<b>158,522</b>

- 1 Palestine Initial Article 7 Report, dated 26 November 2018, Form D and Annex 2.
- 2 Ibid., Form D.
- 3 Emails from Tom Meredith, Desk Officer, HALO Trust, 24 June and 23 October 2015; and Sonia Pezier, Junior Programme Officer, United Nations Mine Action Service (UNMAS), 14 April 2015.
- 4 Emails from Ronen Shimoni, Programme Manager, HALO Trust, 21 September 2019 and 20 April 2020.
- 5 Email from Ronen Shimoni, HALO Trust, 20 April 2020.
- 6 Ibid.
- 7 Ibid.; and email from Wala Jarrar, PMAC, 21 June 2020. The two minefields in no-man's land are located west of the separation barrier in an Israeli controlled area.
- 8 Email from Ronen Shimoni, HALO Trust, 20 April 2020.
- 9 Email from Celine Francois, Programme Officer, UNMAS Jerusalem, 5 July 2012.
- 10 Ibid.; and "UNMAS 2013 Annual Report".
- 11 Minister of Interior Decision No. 69, 25 March 2012.
- 12 Emails from Celine Francois, UNMAS Jerusalem, 19 July 2012; and Imad Mohareb, Planning Department, PMAC, 31 March 2013.
- 13 Emails from Celine Francois, UNMAS Jerusalem, 5 and 19 July 2012; and UN, "2012 Portfolio of Mine Action Projects", New York, 2013.
- 14 Email from the Planning Department, PMAC, 9 May 2016.
- 15 Statement of Palestine, 15th Meeting of States Parties, Santiago, 29 November 2016.
- 16 Statement of Palestine, Fourth APMBBC Review Conference, Oslo, 25 November 2019; and email from Wala Jarrar, PMAC, 21 June 2020.
- 17 Email from Wala Jarrar, PMAC, 24 May 2020.
- 18 Initial Article 7 Report, Form D, 26 November 2018.
- 19 Email from staff member in the Planning Department, PMAC, 26 June 2018.
- 20 Interview with Brig. Osama Abu Hananeh, PMAC, Geneva, 7 February 2019; and email from Wala Jarrar, PMAC, 24 May 2020.
- 21 Initial Article 7 report, Form D, 26 November 2018; and interview with Brig. Osama Abu Hananeh, PMAC, Geneva, 7 February 2019.
- 22 Emails from Ronen Shimoni, HALO Trust, 20 April and 18 June 2020.
- 23 Email from Wala Jarrar, PMAC, 24 May 2020.
- 24 Ibid.
- 25 Email from Ronen Shimoni, HALO Trust, 20 April 2020.
- 26 Email from staff member in the Planning Department, PMAC, 30 August 2018.
- 27 Emails from Ronen Shimoni, HALO Trust, 3 Sept 2018 and 18 June 2020.
- 28 Initial Article 7 Report, Form D, 26 November 2018.
- 29 Article 7 Report submitted in 2019 (covering 2018).
- 30 PMAC, "Strategic Plan 2017-2020", undated.
- 31 Email from Wala Jarrar, PMAC, 24 May 2020.
- 32 Email from Ronen Shimoni, HALO Trust, 18 June 2020.
- 33 Email from Ronen Shimoni, HALO Trust, 14 May 2018.
- 34 Email from Tom Meredith, HALO Trust, 11 May 2015.
- 35 Emails from Ronen Shimoni, HALO Trust, 20 April and 14 June 2020.
- 36 Email from Ronen Shimoni, HALO Trust, 14 May 2018.
- 37 Email from Ronen Shimoni, HALO Trust, 20 April 2020.
- 38 Email from Ronen Shimoni, HALO Trust, 10 April 2019.
- 39 Emails from Ronen Shimoni, HALO Trust, 20 April and 14 June 2020.
- 40 CCW Amended Protocol II Article 13 Report (covering 2019), Form B.
- 41 Emails from Ronen Shimoni, HALO Trust, 20 April 2020; and Wala Jarrar, PMAC, 24 May 2020.
- 42 Email from staff member in the Planning Department, PMAC, 9 May 2016; and email from Ronen Shimoni, HALO Trust, 14 June 2020.
- 43 Emails from Ronen Shimoni, HALO Trust, 20 April and 18 June 2020.
- 44 Ibid. However, PMAC reported clearance of 14,719m<sup>2</sup> for the Arraba minefield, with the destruction of 99 anti-personnel mines and 84 anti-vehicle mines along with destruction of 12 anti-personnel mines at Yabad minefield. Email from Wala Jarrar, PMAC, 24 May 2020.
- 45 Emails from Ronen Shimoni, HALO Trust, 10 April 2019 and 18 June 2020.
- 46 Email from Ronen Shimoni, HALO Trust, 20 April 2020.
- 47 Emails from Ronen Shimoni, HALO Trust, 14 May 2018; and Michael Heiman, formerly of INMAA, 26 May 2018; CCW Amended Protocol II Article 13 Report (covering 2018), Form B.
- 48 Interview with Marcel Aviv, INMAA, Geneva, 7 February 2019.
- 49 Emails from Ronen Shimoni, HALO Trust, 20 April and 18 June 2020.
- 50 Email from Ronen Shimoni, HALO Trust, 14 May 2018.
- 51 Email from Michael Heiman, formerly of INMAA, 26 May 2018.
- 52 Email from Ronen Shimoni, HALO Trust, 14 May 2018; and telephone interview, 23 August 2018.
- 53 Email from Ronen Shimoni, HALO Trust, 20 April 2020; and CCW Amended Protocol II Article 13 Report (covering 2018), Form B.
- 54 Statement of Palestine, Fourth APMBBC Review Conference, Oslo, 25 November 2019.
- 55 Email from Ronen Shimoni, HALO Trust, 20 April 2020.
- 56 Ibid.
- 57 Email from Ronen Shimoni, HALO Trust, 21 August 2019.
- 58 Initial Article 7 Report, Form D, 26 November 2018; and interview with Brigadier Osama Abu Hananeh, PMAC, in Geneva, 7 February 2019.
- 59 Email from Ronen Shimoni, HALO Trust, 20 April 2020.
- 60 Ibid.
- 61 Email from Ronen Shimoni, HALO Trust, 18 June 2020.
- 62 Emails from Ronen Shimoni, HALO Trust, 22 April 2017, 14 May 2018 and 18 June 2020; and telephone interview, 3 August 2017.
- 63 Interview with Marcel Aviv, INMAA, in Geneva, 7 February 2019.
- 64 Interview with Michael Heiman, INMAA, in Geneva, 15 February 2018; and emails, 23 July and 10 August 2017; and, after leaving INMAA, 26 May 2018.