
**Meeting of the States Parties to the Convention
on the Prohibition of the Use, Stockpiling,
Production and Transfer of Anti-Personnel
Mines and on Their Destruction**

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Consideration of requests submitted under Article 5

**Analysis of the request submitted by Angola 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 Committee on Article 5 Implementation
(Chile, Costa Rica, Switzerland and Zambia)**

1. Angola ratified the Convention on 5 July 2002, and the Convention entered into force for Angola on 1 January 2003. In its initial transparency report submitted on 14 September 2004 Angola reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Angola was obliged to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by 1 January 2013. Angola, believing that it would be unable to do so by that date, submitted a request to the 2012 Twelfth Meeting of the States Parties (12MSP) for a 5 year extension of its deadline, until 1 January 2018. The 12MSP agreed unanimously to grant the request.
2. In granting the request, the Meeting noted that, while it may be unfortunate that, after almost ten years after entry into force, a State Party is unable to account for what remains to be done to implement article 5.1, particularly given the significant investment in humanitarian demining in Angola over the past decade, including the investment already made in conducting surveys and information management, it is positive that Angola intends to take steps to garner an understanding of the true remaining extent of the challenge and to develop plans accordingly that precisely project the amount of time that will be required to complete Article 5 implementation.
3. The Meeting also noted that, by requesting a five-year extension, Angola was projecting that it would need approximately five years from the date of submission of its request to obtain clarity regarding the remaining challenge, produce a detailed plan and submit a second extension request. The Meeting also noted the importance of non-technical survey and efforts to update Angola's database to obtaining this clarity. The Meeting further noted that the request indicated that with the non-technical survey process taking only two years, it may take less than five years to garner a necessary deeper understanding of contamination and to plan accordingly. Also in granting the request, the Meeting requested that Angola provide additional information and updates on a number of matters concerning the implementation of the work plan included in Angola's initial request for extension.
4. On 11 May 2017, Angola submitted to the President of the Sixteenth Meeting of the States Parties (16MSP) a request for extension of its 1 January 2018 deadline. On 30 June 2017 the Committee wrote to Angola to request additional information. On 14 November 2017, Angola submitted to the Committee a revised request for extension incorporating

additional information provided in response to the Committee's questions. Angola's request is for 8 years, until 1 January 2026.

5. The Committee noted with regret the late submission of both Angola's request for extension and its revised request for extension. The Committee recalled that in a report submitted to the Ninth Meeting of the States Parties, the President of the Eight Meeting of the States Parties remarked on how late requests have compounded challenges faced by the analysing group¹. In a report submitted to the Tenth Meeting of the States Parties, the President of the Second Review Conference recorded that late requests "impeded the efforts of the analysing group and resulted in some analyses being completed much later than they normally should have." Also at the 10MSP, "the Meeting recalled the importance of the timely submission of extension requests to the overall effective functioning of the Article 5 extension process and, in this context, recommended that all States Parties that wish to submit requests do so no later than 31 March of the year when the request would be considered (i.e., the year prior to the State Party's deadline)."

6. The request indicates, as did the initial request, that the national programme includes two main structures with the National Inter-sectoral Commission on Demining and Humanitarian Assistance (CNIDAH) serving as the National Mine Action Authorities responsible for regulating the sector and the Executive Demining Commission (CED) responsible for coordinating the effective management of demining operations carried out by public operators including the Demining Brigades of the Security Unit of the President of the Republic, Angolan Armed Forces (FAA), National Demining institute and the Angolan Border Guard Police.

7. The request indicates that progress has been made in implementation of the five key activities highlighted in Angola's initial extension request namely (a) non-technical survey, (b) demining operations, (c) mapping project, (d) elimination of problems related to data discrepancies, (e) improvement of the management and quality of operations, (f) Institutional and coordinating measures between CNIDAH and CED, including improvements in information management.

8. The request indicates that non-technical survey operations have been completed in fifteen provinces and are currently being finalised in the three remaining provinces of Angola (Cabinda, Lunda Norte and Lunda Sul). The request indicates that as a result of this survey, Angola has acquired socioeconomic and technical information and today has a more precise picture of the remaining challenges to be addressed. The request also indicates that during the initial extension period non-governmental organisations cleared 393 areas, corresponding to 23,810,940 square metres identifying and destroying in the process 15,624 anti-personnel mines, 902 anti-tank mines and 2,836 items of unexploded ordnance. The request also indicates that 52 roads were cleared releasing in the process 717.3 kilometres. The request further indicates that the methodology used is in line with International Mine Action Standards (IMAS).

9. The request indicates that during survey and clearance a great amount of area has been released through means other than clearance. The request indicates that the main operators (the HALO Trust, MAG and NPA) have indicated that in their experience 90% of the total area of suspected hazardous areas can be cancelled. The request further indicates that in the experience of one operator (NPA) 65% of the total confirmed hazardous areas (CHA) has been reduced through technical survey, leaving only 35% for clearance. The Committee noted with satisfaction that Angola is making use of the full range of practical methods to release, with a high level of confidence, areas suspected of containing anti-personnel mines, in accordance with the IMAS. The Committee encourages Angola to continue seeking improved land release techniques which could lead to Angola fulfilling its obligations in a shorter time frame.

10. The Committee wrote to Angola to request additional details concerning the amount of area that has been addressed since the initial request for extension, in particular the Committee requested that Angola provide information disaggregated in accordance with

¹ Prior to the Third Review Conference an analysing group composed of the President of the Convention and members of the Coordinating Committee were mandated to analyse requests for extension.

IMAS as well as information on annual results over the course of the initial extension period. In this regard, while welcoming the information on progress made, the Committee noted the importance of Angola reporting on its progress in a manner consistent with IMAS by providing information disaggregated by release through clearance, technical survey and non-technical survey.

11. The request indicates that the CED carried out 798 verification / demining tasks corresponding to 3,988,323,999 square meters and cleared 129 roads covering an area of 982.6 kilometres. The request further indicates that commercial companies verified or cleared 39 areas corresponding to 49,868,333 square meters and 14 roads. The request indicates that the way the data is processed, it was not possible to separate the demining data from verification data and that the CNIDAH and the CED continue to work to ensure that this information is able to be disaggregated in the future. The Committee noted the importance of separating demining data from verification data and encourages Angola to make efforts to ensure that the data can be disaggregated in future reports.

12. The Committee wrote to Angola to request details on how the CNIDAH and CED coordinate their efforts in situations in which the CED identifies anti-personnel mines and on occasions when there is geographic overlap. Angola did not provide additional information on this matter. The Committee noted that, in cases when verification efforts by the CED lead to anti-personnel mines being identified, Angola should provide detailed information on activities undertaken by CNIDAH to address these areas as part of their overall obligations under Article 5.

13. The request indicates that the mapping project that was to take place over the course of the initial extension period could not be implemented due to financial constraints. The request indicates that, nonetheless, progress was made in training of trainers and procurement of equipment. The request further indicates that some of the mapping aims were furthered through the non-technical survey.

14. The request indicates that the CNIDAH with its key operators (MAG, NPA and the HALO Trust) have worked to resolve discrepancies in the national database and that information flows between parties have been strengthened and restructured. The request indicates that this harmonization work resulted in the reconciliation of the databases which has led to a reduction in discrepancies. The request further indicates that work still remains to be carried out with the CED to harmonize databases and that this should be completed during 2017. The Committee, while welcoming the commitment of Angola in its initial request and ongoing efforts to remove discrepancies from its database and to carry out efforts to harmonize databased with the CED, is concerned with the amount of time that these efforts are taking. The Committee further noted the importance of maintain an updated national database with high quality information and encourages Angola to work with its partners to ensure that this can be achieved in the near term.

15. The Committee wrote to Angola to request additional details on its challenges with information management, in particular the Committee highlighted that given the importance of high quality and reliable data, the request would benefit from Angola highlighting a detailed timeline of action it intends to take to improve its databased and ensuring that discrepancies in the database are removed and that the database is harmonized with organizations carrying out humanitarian demining operations in the nearest term possible. Angola did not provide a timeline of action in its revised request.

16. The request indicates that efforts have been carried out to improve systems and methodologies for management of quality control operations. The request indicates that these efforts are meant to guarantee the safety of beneficiaries as well as to ensure that field data corresponds to areas within the database. The request also indicates that CNIDAH and CED management and quality control teams have been trained. The request further indicates that a process is under way to update the norms and standards around management and quality control. The committee noted the importance of Angola ensuring that its standards are updated in accordance with IMAS.

17. The request indicates that due to shortage of funds, the size of the territory, the duration of the conflict and the complexity of landmines planted, the absence of maps, the

number of actors involved, and additional factors such as climate and the vegetation, it was not possible to clear all known mined areas during the initial extension period.

18. The request indicates that the remaining challenge includes a total of 1465 mined areas measuring 221,409,679 square meters including 219 suspected hazardous areas measuring 71,890,852 square meters and 1246 confirmed hazardous areas measuring 149,518,827 square meters in Angola's 18 Provinces. The request indicates the remaining 219 suspected hazardous area will require more work on the ground to determine their status and size.

19. The Committee wrote to Angola to request additional information on its survey efforts, in particular the Committee requested Angola to provide a detailed survey plan with clear survey milestones. Angola did not provide detailed survey plan in its revise request. The Committee noted that given the experience of organizations highlighted in the request, Angola may find itself able to complete implementation in a shorter time frame than requested. The Committee noted that a more accurate estimate of the amount of time required to complete implementation of Article 5 should be available once survey efforts have been completed.

20. The request indicates that the remaining areas in Angola have both an economic and social impact on local communities with contamination putting pressure on the communities that need land to develop their activist. The request also indicates that government efforts to develop a new strategy of diversification of the economic, which includes the expansion of areas for agriculture, livestock, tourism and mining, mines continue to hamper these development efforts. The request indicates that during the initial extension period, landmines and UXO continued to take a toll on the civilian population of Angola with 361 new victims, being 158 children, 98 women, and 105 men throughout the provinces. The Committee noted that completion of Article 5 implementation during the requested extension period had the potential of making a significant contribution to improving human safety and socio-economic conditions in Angola. The Committee further noted that Angola had provided in its request data on mine victims disaggregated by age and sex in keeping with best practices and commitments made by the States Parties.

21. As noted, Angola's request is for an 8 year period until 1 January 2026. The request indicates that the amount of time requested is based on the clearer and more detailed understanding of the remaining contamination acquired during the initial extension period.

22. The request indicates the activities to be undertaken during the extension request which will be supervised by the CNIDAH, in close collaboration with the CED including:

- (a) Demining of remaining confirmed and suspect hazardous areas;
- (b) Collection and destruction of explosive ordnance objects throughout the country, including training of engineering technicians of the National Police and other public actors;
- (c) Strengthening the implementation of the quality management system with the aim of improving the quality of operations and operational practices;
- (d) Strengthening technical and operational capacity of operating rooms (CNIDAH / Operators), with a focus on strengthening the capacity for planning, monitoring and evaluation of all scheduled activities;
- (e) Refreshment on the use, relevance and updating of the IMSMA;
- (f) Revitalization of the risk education program as part of efforts to protect civilians in mined and / or suspected areas;
- (g) Institutional Capacity Building, strengthening the role of CNIDAH and the harmonization of coordinating activities with the Executive Demining Commission; and
- (h) Mobilization of internal and external funds.

23. The request includes a number of milestones to be achieved during the extension period including addressing in 2018 a total of 176 mined areas, in 2019 a total of 189 mined areas, in 2020 a total of 190 mined areas, in 2021 a total of 188 mined area and over the period of 2022 – 2025 a total of 668 mined areas. The Committee indicated that clear

milestones for the provinces of Huambo and Melange are not included in provincial plans within the request. The request also includes annexed tables including milestones for progress including addressing 140 CHA measuring 13,435,683 square metres and 43 SHA measuring 21,274,189 square metres in 2018, addressing 167 CHA measuring 20,923,192 square metres and 25 SHA measuring 12,243,319 in 2019, addressing 141 CHA measuring 16,089,576 square metres and 38 SHA measuring 12,810,372 square metres in 2020, addressing 163 CHA measuring 19,545,729 square metres, and 56 SHA measuring 26,826,455 square metres in 2021, addressing 98 CHA measuring 7,795,583 square metres and 36 SHA measuring 13,819,554 square metres in 2022, addressing 89 CHA measuring 6,432,478 square metres and 34 SHA measuring 8,823,997 square metres in 2023, addressing 105 CHA measuring 10,320,777 square metres and 22 SHA measuring 2,773,099 square metres in 2024, and addressing 119 CHA measuring 9,427,330 square metres and 114 SHA measuring 42,486,962 square metres in 2025. The Committee noted that the request contains a number of discrepancies between the information provided in the request and the annexed tables. The Committee noted the importance of these discrepancies being addressed to provide clarity concerning the remaining contamination and clarity concerning the milestones to achieve completion.

24. The request indicates that the challenge is not evenly distributed across the country, which requires a gradual phase out strategy that should, once all factors have been considered, start with the declaration of one or two provinces as being mine-free, and initial options could be Namibe, Huambo or Malanje.

25. The request indicates that priorities will be set in the following order:

- (a) Clearance of community areas where mines pose greater risks to the lives and activities of citizens in their daily lives;
- (b) Areas for the implementation of humanitarian programs and projects;
- (c) Areas for the implementation of national reconstruction initiatives and immediate development priorities, (d) areas defined by central, provincial and local in line with national and international objectives all other areas listed in the database.

26. The request also indicates the following risks of implementing:

- (a) Limitation of financial resources that may affect any structural or operational strengthening efforts of the organizations or systems envisaged;
- (b) Weak institutional and operational capacity characterized by the inability to acquire new resources and the implementation of more functional techniques;
- (c) Withdrawal, non-expansion or increase of the capacity of NGOs; and
- (d) Outbreaks and/or disasters.

27. The request indicates that the situation concerning the mine action sector is particularly worrying given that, in addition to a reduction in State funds, the small number of international donors in recent years have been decreasing their contributions or withdrawing their participation for reasons beyond the control of the Angolan government. The request indicates that this state of affairs limits the pace of implementation of some of the actions set out in Angola's initial request.

28. The request indicates that the total cost for activities planned during the period of the extension amounts to around US\$ 348.4 million based on information provided by operators working within the provinces. The request also indicated that the amounts presented are referential, subject to variations. The Committee noted that the request for extension submitted by Angola on 11 May indicated that a total of US\$ 260.5 million would be required, but no explanation regarding this 33% increase in financial requirements was provided. The Committee noted that it was not clear how the projected amount was arrived at. As concerns resource mobilisation, the Committee noted the commitment of Angola to implement resource mobilisation efforts and noted the importance of keeping the States Parties apprised of the situation. The committee noted that Angola could benefit from enhancing its resource mobilisation strategy, in part by providing additional clarity regarding estimated costs for implementation and clarifying the costs that Angola's State budget would

cover as part of the overall costs of implementation. The Committee further noted that Angola may benefit from ensuring that mine action is considered within national development plans and other relevant national plans.

29. The Committee noted that Angola had made efforts to largely comply with the commitment it had made, as recorded by the decisions of the 12MSP, to garner an understanding of the true remaining extent of the challenge and to produce a detailed plan that precisely projects the amount of time that will be required to complete Article 5 implementation. Recalling that the implementation of Angola's national demining plan will be affected by new information, the level of resources obtained and the amount of external or internal capacity involved in survey and clearance operations, the Committee noted that the Convention could benefit from Angola submitting to the Seventeenth Meeting of the States Parties an updated detailed work plan for the remaining period covered by the extension. The Committee noted that this work plan should contain an updated list of all areas known or suspected to contain anti-personnel mines, annual projections of which areas would be dealt with by which organisations during the remaining period covered by the request and a detailed updated budget.

30. The request includes other relevant information that may be of use to the States Parties in assessing and considering the request, including information on donors and funding received, potential future donors and current demining capacity in the country, as well as annexed tables relating to land addressed during the initial extension period.

31. The Committee noted that the plan is ambitious, and the success is contingent upon increased funding, increased capacity of international non-governmental organizations, the result of pending survey operations, harmonisation of management and coordination between CED and CNIDAH, and retaining strong partnerships with international stakeholders. In this regard, the Committee noted that the States Parties would benefit from Angola reporting annually, by 30 April, to the States Parties on the following:

(a) The outcomes of survey efforts and how additional clarity obtained may change Angola's understanding of the remaining implementation challenge;

(b) Progress made relative to the annual clearance plans, commitments and milestones contained in Angola's extension request;

(c) The number, location and size of remaining mined areas, plans to clear or otherwise release these areas and information on areas already released, disaggregated by release through clearance, technical survey and nontechnical survey;

(d) Progress made regarding efforts to resolve and eliminate problems related to data discrepancies, harmonization of the data of the Executive Demining Commission and the National Demining Institute and efforts to ensure the integrity of the national mine action database;

(e) Efforts made to strengthen the implementation of the quality management system and results of efforts to update the norms and standards of management and quality control;

(f) Efforts made to strengthen the coordination of activities with the CED, and the result of these efforts;

(g) Efforts made to strengthen the technical and operational capacities of the operations office in planning, monitoring and evaluation;

(h) Resource mobilisation efforts and external financing received and resources made available by the government of Angola to support implementation efforts, and the results of these efforts; including efforts to ensure that mine action is considered within national development plans and other relevant national plans which may benefit Angola's resource mobilisation efforts.

32. The Committee noted the importance, in addition to Angola reporting to the States Parties as noted above, of keeping the States Parties regularly apprised of other pertinent developments regarding its implementation of Article 5 during the period covered by the request and other commitments made in the request at intersessional meetings, Meeting of the States Parties and Review Conferences as well as through Article 7 reports using the Guide for Reporting.
