

### RECOMMENDATIONS FOR ACTION

- Angola should ratify the Convention on Cluster Munitions (CCM) as a matter of priority.
- Angola should consider declaring completion of clearance of cluster munition remnants (CMR) as findings would suggest that any remaining contamination is only residual.
- Angola should ensure that sustainable national capacity exists to deal with any residual unexploded submunitions that may be encountered in the future.

### UNDERSTANDING OF CMR CONTAMINATION

The Mine Action Review no longer considers that Angola is affected by CMR. There are no reports of confirmed contamination and it is believed that there is minimal CMR contamination nationwide beyond the occasional unexploded submunition found during spot tasks.<sup>1</sup> Angola has reported that 24 submunitions were found and destroyed as a result of explosive ordnance disposal (EOD) spot tasks and community call-outs in 2017–19 following a review of the data which found that previous reports had been inflated as other explosive ordnance had been logged as CMR incorrectly.<sup>2</sup> There were no reports of submunitions being found in 2019 or 2020 by either Angola's national mine action authority, the National Intersectoral Commission for Demining and Humanitarian Assistance (Comissão Nacional Intersectorial de Desminagem e Assistência Humanitária, CNIDAH) or operators. Prior to 2017, CNIDAH had not reported discovering submunitions.<sup>3</sup>

CNIDAH reported that no CMR-specific survey or clearance was carried out in 2020 and the national database does not contain any polygons pertaining to areas of CMR contamination.<sup>4</sup> None of the international mine action operators working in Angola has reported finding any significant areas of CMR contamination or submunitions since 2008.<sup>5</sup> In November 2018, Mines Advisory Group (MAG) reported that a single Russian-made AO-1-Sch submunition was brought in for destruction by a local community member

to its operations near to Kapuluta village, Luvuei commune, in Moxico province. Community liaison teams were sent to survey the surrounding farmland for further information but no additional CMR was found.<sup>6</sup>

Previously, the last reported instance of an international mine action NGO locating CMR was in August 2016, when The HALO Trust found two Alpha submunitions in Cunene province. The submunitions were reported by local residents to a HALO Trust survey team during re-survey operations.<sup>7</sup> Prior to this, HALO Trust reported finding and destroying 12 submunitions in 2012. The HALO Trust informed Mine Action Review that these were isolated cases and noted that it had seen very little evidence of cluster munition strikes in Angola.

The HALO Trust has also reported that the majority of CMR destroyed over the course of its operations were the result of the disposal of old or unserviceable cluster munitions identified by HALO Trust's Weapons and Ammunition Disposal (WAD) teams in military storage areas, some of which were earmarked for destruction by the Angolan Armed Forces. Between 2005 and 2012, HALO Trust WAD teams reported destroying a total of 7,284 submunitions.<sup>8</sup>

CMR contamination was a result of the decades of armed conflict that ended in 2002, although it is unclear when, or by whom, cluster munitions were used in Angola.<sup>9</sup>

### OTHER EXPLOSIVE REMNANTS OF WAR AND LANDMINES

Angola is heavily contaminated with landmines and explosive remnants of war (ERW) other than CMR (see Mine Action Review's *Clearing the Mines* report on Angola for further information).

## NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

Angola's mine action programme is managed by the newly established National Mine Action Agency (ANAM). ANAM is a government agency formerly known as CNIDAH, which served as the national mine action authority and reported to the Council of Ministers. CNIDAH received approval in April 2021 to change its legal status from a commission to a national agency to further strengthen coordination mechanisms and information sharing between the different national bodies.<sup>10</sup>

In previous years, there were tensions between CNIDAH and the Executive Commission for Demining (Comissão Executiva de Desminagem, CED), the other national coordination body whose main role was to manage four national operators: the Demining Brigades of the Security Unit of the President of the Republic, the Angolan Armed Forces, the National Demining Institute (INAD), and the Brigades of the Angolan Border Guard Police. There were overlaps and ambiguities as to the exact division of labour and the related roles and responsibilities between the two entities with CED reporting to the Ministry of Social Action, Family, and Women's Promotion (MASFAMU).<sup>11</sup> This has made it difficult for Angola to describe in detail and with any degree of accuracy the extent of land released over the years as the CED operators are not accredited by CNIDAH, nor are their activities quality assured in line with International Mine Action Standards (IMAS).<sup>12</sup> This has resulted in limited oversight of where the CED-coordinated operations are conducted, the kind of activities that are implemented, and the results achieved.<sup>13</sup>

Angola's mine action programme has faced critical challenges in securing financial resources in recent years. In Angola's Article 5 Implementation Work Plan 2020–2025, based on an estimate of remaining mine contamination of 92km<sup>2</sup>, clearance is budgeted to cost US\$286 million through to completion by 2025. The Angolan government has committed to clear all roads in the country through its budgetary allocations for the CED. This would leave 90km<sup>2</sup> of clearance and a budget projection of \$279 million. A total of \$66 million of funding had been committed to international operators from October 2019 onwards, with Japan and the United Kingdom also expressing an interest in funding the sector further into the future. Based on these projections, this would leave a funding shortfall of \$213 million for the period through to the end of 2025.<sup>14</sup>

In 2019, a draft resource mobilisation strategy was developed and, as at March 2021, was still under review.<sup>15</sup> According to the National Mine Action Strategy 2020–2025 Objective 5 the resource mobilisation strategy should have been developed and approved before the end of 2020 with CNIDAH taking the lead in its development.<sup>16</sup> In 2018, Angola participated in the Anti-Personnel Mine Ban Convention (APMBC) individualised approach following which donor support was increased with funding provided by the Belgium, Japan, Norway, the UK, and the US along with private sector funding from, for example, British Petroleum (BP).<sup>17</sup>

## GENDER AND DIVERSITY

Gender and diversity are integrated into Angola's National Mine Action Strategy 2020–25 as a cross-cutting issue. The strategy recognises that mine action activities need to reflect the distinct needs of different ages, genders, and other diverse groups through targeted design with the collection, analysis and reporting of data disaggregated by sex and age a key precursor for this. Disaggregated data collection requirements have been integrated into all relevant standing operating procedures, forms, and other data collection tools.<sup>18</sup> However, while the Strategy pledges that Angola's mine action programme will ensure that gender and diversity are taken into consideration in the planning, implementation and monitoring phases of all mine action projects, it does not say how this will be done and there is no mention of either issue in Angola's APMBC Article 5 Implementation Work Plan 2020–2025.

## INFORMATION MANAGEMENT AND REPORTING

CNIDAH manages a national Information Management System for Mine Action (IMSMA) database which is now considered to be a reliable source of information as it has been fully reconciled with operators' data, and the previous data backlog and inflated contamination figures have been cleared.<sup>19</sup> In previous years, Angola's mine action programme suffered from significant problems with information management, in particular the poor quality of the CNIDAH national database. As noted above, since 2018 a Norwegian People's Aid (NPA) Capacity Development Adviser has been embedded in the CNIDAH team focused on establishing an up-to-date and more accurate mine contamination database, with assistance from operators. As part of the improvements to information management a monthly data-sharing mechanism between CNIDAH and operators has been in place since 2018 as part of the mine action and information management coordination meetings.<sup>20</sup> Throughout 2020, database cleaning and updating took place to maintain data quality.<sup>21</sup> Operators have reported that data collection forms are consistent and enable collection of the necessary data.<sup>22</sup>

## PLANNING AND TASKING

Angola's National Mine Action Strategy 2020–2025 was developed by CNIDAH, in 2019, with support from the Geneva International Centre for Humanitarian Demining (GICHD). As at April 2021, the strategy had still to be formally approved by the Government of Angola. The approval process has been delayed by the COVID-19 pandemic.<sup>23</sup> There are five objectives within the strategy, two of which refer to explosive ordnance although there is no specific mention of CMR. The accompanying APMBC Article 5 Implementation Work Plan 2020–2025 provides a figure for the number of CMR destroyed during spot tasks in 2017–19 but there is no further mention of CMR in the plan.

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## LAND RELEASE SYSTEM

### STANDARDS AND LAND RELEASE EFFICIENCY

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While national mine action standards (NMAS) are in place in Angola, they do not contain provisions specific to CMR survey or clearance.

### OPERATORS AND OPERATIONAL TOOLS

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Four international NGOs conducted demining for humanitarian purposes in Angola in 2020: APOPO, The HALO Trust, MAG, and NPA; and one national operator: APACOMINAS. None of the operators carried out any CMR-specific survey or clearance in 2020.

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## LAND RELEASE OUTPUTS AND PROGRESS TOWARDS COMPLETION

### LAND RELEASE OUTPUTS IN 2020

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There was no reported survey or clearance of cluster munition-contaminated area in 2020 or in 2019, and no CMR were found during EOD spot tasks.

### SURVEY IN 2020

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There was no reported survey of cluster munition-contaminated area in 2020.

### CLEARANCE IN 2020

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There was no reported clearance of cluster munition-contaminated area in 2020 and no submunitions were reported as having been destroyed in EOD spot tasks.

### PROGRESS TOWARDS COMPLETION

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Angola is a signatory, but not yet a State Party, to the CCM. It has been reported to Mine Action Review that ratification of the CCM is not currently a priority for Angola as there is little to no CMR contamination and full adherence might require a nationwide survey to be conducted for which Angola does not have the resources.<sup>24</sup> In fact, ratification of the Convention would not require a new national survey given the extent of survey and clearance that has already been conducted over the last ten years.

Based on available information, Mine Action Review believes that Angola could in fact consider declaring completion of CMR, as there are no reports of suspected or confirmed cluster munition-contaminated areas and evidence suggests only a residual CMR threat remains.

- 1 Interview with Robert Iga Afedra, Capacity Development Advisor to CNIDAH, Norwegian People's Aid (NPA), 22 February 2021.
- 2 CNIDAH, Article 5 Implementation Workplan 2020–2025, November 2019, p. 4; and telephone interview with Robert Iga Afedra, NPA, 22 February 2021. It was previously reported by CNIDAH that 18 submunitions were found and destroyed in 2018, and a total of 164 submunitions were found and destroyed in 2017 as a result of EOD spot tasks and community call-outs.
- 3 Telephone interview with Robert Iga Afedra, NPA, 22 February 2021; and emails from Manuel João Agostinho, Programme Manager, APOPO, 22 March 2021; Miroslav Pisarević, Country Director, NPA, 5 April 2021; Jeanette Dijkstra, Country Director, MAG, 27 April 2021; and Rob Syfret, Programme Manager, HALO Trust, 26 April 2021.
- 4 Telephone interview with Robert Iga Afedra, NPA, 22 February 2021.
- 5 Prior to this, in February 2008, NPA reported clearing 13 submunitions in Kwanza Sul province; MAG reported clearing 140 submunitions in Moxico province; and The HALO Trust reported clearing 230 submunitions in Bié province. NPA reported finding no CMR during its operations in northern Angola, with the exception of a small number of submunitions found in 2008. Menschen gegen Minen (MgM) reported that no CMR had been discovered in its areas of operations in south-east Angola from 1997 through to May 2016 including near Jamba, an area in the south-east of the province where contamination might have been expected. Response to questionnaire by Gerhard Zank, Programme Manager, HALO Trust, 19 March 2013; and emails from Vanja Sikirica, Country Director, NPA, 11 May 2016; Kenneth O'Connell, Technical Director, MgM, 5 May and 15 June 2016; Gerhard Zank, HALO Trust, 17 May 2016; Bill Marsden, Regional Director, East and Southern Africa, MAG, 18 May 2016; and Mohammad Qasim, United Nations Development Programme (UNDP)/CNIDAH, 22 February 2008.
- 6 Email from Shadrack Njamba, Programme Operations Coordinator, MAG, 18 April 2019; and Jeanette Dijkstra, MAG, 27 April 2021.
- 7 A number of damaged bomb casings were also found but, according to HALO, it was unclear if the bombs had been fired at a target or if they were jettisoned after an unsuccessful mission and the bomblets scattered on the ground. The Alpha bomblet was developed in Rhodesia in 1970 and later in South Africa in the 1980s. It was produced to be incorporated into the CB470 cluster bomb, which contained 40 Alpha submunitions. Email from Gerhard Zank, HALO Trust, 2 May 2017; and Weapons Systems, "CB470", at: <http://bit.ly/2JdO1hL>.
- 8 Response to questionnaire by Gerhard Zank, HALO Trust, 19 March 2013.
- 9 Interviews with Jose Antonio, Site Manager, Cuando Cubango, HALO Trust; and with Coxe Sucama, Director, INAD, in Menongue, 24 June 2011.
- 10 Telephone interview with Robert Iga Afedra, NPA, 22 February 2021; and email, 28 April 2021.
- 11 Angola National Mine Action Strategy 2020–2025, pp. 5–6.
- 12 Email from Robert Iga Afedra, NPA (on behalf of CNIDAH), 14 July 2020.
- 13 Angola National Mine Action Strategy 2020–2025, p. 10.
- 14 CNIDAH, APMBC Article 5 Implementation Work Plan 2020–2025, November 2019, p. 7.
- 15 Email from Robert Iga Afedra, NPA (on behalf of CNIDAH), 1 April 2020.
- 16 Angola National Mine Action Strategy 2020–2025, pp. 29–31.
- 17 Email from Robert Iga Afedra, NPA (on behalf of CNIDAH), 22 March 2021.
- 18 Email from Robert Iga Afedra, NPA (on behalf of CNIDAH), 1 April 2020.
- 19 Email from Robert Iga Afedra, NPA (on behalf of CNIDAH); Statement by Angola on Article 5 implementation, Fourth APMBC Review Conference, Oslo, November 2019.
- 20 Emails from Robert Iga Afedra, NPA, 3 June 2019; Ralph Legg, HALO Trust, 30 March 2020; and Jeanette Dijkstra, MAG, 20 May 2020.
- 21 Email from Robert Iga Afedra, NPA (on behalf of CNIDAH), 22 March 2021.
- 22 Emails from Manuel João Agostinho, APOPO, 22 March 2021; Miroslav Pisarević, NPA, 5 April 2021; Jeanette Dijkstra, MAG, 27 April 2021; and Rob Syfret, HALO Trust, 26 April 2021.
- 23 Email from GICHD, 30 April 2021.
- 24 Telephone interview with Robert Iga Afedra, NPA, 22 February 2021.