

KEY DATA

CLUSTER MUNITION CONTAMINATION: RESIDUAL THREAT ONLY

SUBMUNITION CLEARANCE IN 2021

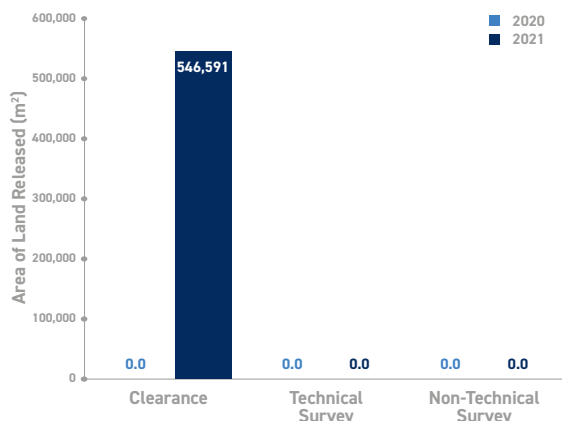
546,591 m²

SUBMUNITIONS DESTROYED IN 2021

29

INCLUDING 6 SUBMUNITIONS DESTROYED DURING EOD TASKS

LAND RELEASE OUTPUT



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 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.

CLUSTER MUNITION SURVEY AND CLEARANCE CAPACITY

MANAGEMENT

- National Mine Action Agency (ANAM), formally known as The National Intersectoral Commission for Demining and Humanitarian Assistance (Comissão Nacional Intersectorial de Desminagem e Assistência Humanitária, CNIDAH).
- Executive Commission for Demining (Comissão Executiva de Desminagem, CED)

NATIONAL OPERATORS

- Demining Brigades of the Security Unit of the President of the Republic
- Angolan Armed Forces
- National Demining Institute (INAD)

- Brigades of the Angolan Border Guard Police
- Association of Angolan Experts of Action against Landmines (APACOMINAS)

INTERNATIONAL OPERATORS

- APOPO
- The HALO Trust
- Mines Advisory Group (MAG)
- Norwegian People's Aid (NPA)

OTHER ACTORS

- Geneva International Centre for Humanitarian Demining (GICHD)

UNDERSTANDING OF CMR CONTAMINATION

It is likely that Angola only has a residual CMR threat. Despite discovery and destruction of 29 submunitions during mine clearance and EOD tasks in 2021, there are no reports of any suspected or confirmed CMR contamination remaining. It is believed that there is minimal CMR contamination nationwide beyond the occasional remnants of a cluster munition strike.¹ 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.² The national database does not contain any polygons pertaining to areas of CMR contamination.³

In 2021, however, a total of 29 submunitions were found and destroyed by HALO Trust in Angola. Of these, 23 submunitions were destroyed during mine clearance in Bié province and 6 during EOD call-outs and stockpile destruction tasks by the police.⁴ 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.⁵

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.⁶ Prior to this, HALO Trust reported finding and destroying 12 submunitions in 2012. 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.⁷

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.⁸

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 the National Intersectoral Commission for Demining and Humanitarian Assistance (CNIDAH). CNIDAH received approval in April 2021 to change its legal status from a commission to a national agency.⁹ This was endorsed by a presidential decree 171/21 on 7 July 2021. The aim of this transition was to define the legal framework of the regulatory body of mine action, and to improve the coordination between the bodies that intervene in the mine action sector. The purpose of ANAM is to regulate and supervise mine action work by public and private institutions, as well as non-governmental organisations (NGOs). ANAM is subject to the oversight of the Head of State through the Minister of State and Chief of Staff,¹⁰ and

is mandated to ensure the implementation of the national strategic and normative mine action framework by all mine action actors in the country.¹¹

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).¹² This has made it difficult for Angola to describe in detail

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.

4 Email from Daniel Richards, HALO Trust, 25 June 2022.

5 Email from Shadrack Njamba, Programme Operations Coordinator, MAG, 18 April 2019; and Jeanette Dijkstra, MAG, 27 April 2021.

6 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/2Jd01hl>.

7 Response to questionnaire by Gerhard Zank, HALO Trust, 19 March 2013.

8 Interviews with Jose Antonio, Site Manager, Cuando Cubango, HALO Trust; and with Coxe Sucama, Director, INAD, in Menongue, 24 June 2011.

9 Telephone interview with Robert Iga Afedra, NPA, 22 February 2021; and email, 28 April 2021.

10 Anti-Personnel Mine Ban Convention (APMBC) Article 7 Report (covering 2021), Form A.

11 Email from Christelle Mestre, Programme Officer, Geneva International Centre for Humanitarian Demining (GICHD), 4 May 2022.

12 Angola National Mine Action Strategy 2020–2025, pp. 5–6.

and with any degree of accuracy the extent of land released over the years as the CED operators were not accredited by CNIDAH, nor are their activities quality assured in line with International Mine Action Standards (IMAS).¹³

According to the Geneva International Centre for Humanitarian Demining (GICHD), the transition to ANAM has strengthened Angola's oversight of mine action, which is now overseen and regulated solely by ANAM. The CED remains responsible for operational coordination of national public operators, which are predominantly involved in confirming that the land is safe for government infrastructure development projects.¹⁴ According to MAG, the restructuring from CNIDAH to ANAM took longer than expected as the appointment of staff to leadership roles took over seven months. ANAM's leadership team was finally announced in February 2022.¹⁵

Angola's mine action programme has faced critical challenges in securing financial resources in recent years. According to its latest projections and based on an estimate of a remaining mine contamination of 71km², Angola is still in deficit of approximately US\$200 million to complete its mine clearance through to the end of 2025.¹⁶ In 2021, according to Norwegian People's Aid (NPA), the Government of Angola allocated approximately US\$15.7 million to support activities of the mine action sector in 2021.¹⁷ The Belgium and Japan governments have committed funding to APOPO for 2021 operations. In its Anti-Personnel Mine Ban Convention

(APMBC) Article 5 Implementation Work Plan 2020–2025, the Angolan government has committed to clear all roads in the country through its budgetary allocations for the CED.

In 2019, a draft resource mobilisation strategy was developed and, as at July 2022, was still under review.¹⁸ According to Objective 5 of the National Mine Action Strategy 2020–2025, the resource mobilisation strategy should have been developed and approved before the end of 2020, with CNIDAH taking the lead in its development.¹⁹ In 2018, Angola participated in the APMBC individualised approach following which donor support was increased, with funding provided by Belgium, Japan, Norway, the United Kingdom, and the United States, along with private sector funding from, among others, British Petroleum (BP).²⁰

Operators continue to report smooth collaboration with the Angolan authorities. Two longstanding challenges persisted in 2021: the long and cumbersome visa process, and the need for NGOs to secure tax-exempt status.²¹ APOPO reported improvements on these two fronts as ANAM dedicated focal points and engaged with the Ministry of Interior and operators in an effort to address these challenges. As a result, APOPO managed to receive two dog handlers on a one-year visa, and benefited from some tax exemption to import equipment in 2021.²² It is hoped that ANAM's efforts will continue until these challenges are fully addressed.

ENVIRONMENTAL POLICIES AND ACTION

There are no policies related to environmental management that are specific to mine action in Angola.²³

MAG has multiple environmental policies such as leaving trees standing as much as possible, combining mechanical assets with manual demining, and recycling and using hybrid systems in the base, office, staff house, and field camps. MAG also has solar panels and cooks on gas bottles as much as possible.²⁴

NPA concluded its environmental modular standard operational procedures (SOPs) and expects to implement them fully in the first quarter of 2022. NPA also plans to develop its environmental policy in 2022.²⁵

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.²⁶ 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.

13 Email from Robert Iga Afedra, NPA (on behalf of CNIDAH), 14 July 2020.

14 Email from Christelle Mestre, GICHD, 4 May 2022.

15 Email from Jeanette Dijkstra, MAG, 22 March 2022.

16 APMBC Article 7 Report (covering 2021), Form J.

17 Email from Miroslav Pisarević, NPA, 10 March 2022.

18 Emails from Miroslav Pisarević, NPA, 21 June 2022; and Daniel Richards, Programme Officer, HALO Trust, 25 June 2022.

19 Angola National Mine Action Strategy 2020–2025, pp. 29–31.

20 Email from Robert Iga Afedra, NPA (on behalf of CNIDAH), 22 March 2021.

21 Emails from Jeanette Dijkstra, MAG, 22 March 2022; and Miroslav Pisarević, NPA, 10 March 2022.

22 Email from Manuel João Agostinho, APOPO, 14 March 2022.

23 Emails from Jeanette Dijkstra, MAG, 22 March 2022; Christelle Mestre, GICHD, 4 May 2022; Miroslav Pisarević, NPA, 10 March 2022; and Manuel João Agostinho, APOPO, 14 March 2022.

24 Email from Jeanette Dijkstra, MAG, 22 March 2022.

25 Email from Miroslav Pisarevic, NPA, 10 March 2022.

26 Email from Robert Iga Afedra, NPA (on behalf of CNIDAH), 1 April 2020.

HALO has been endeavouring to employ more women in its programme over the last five years. In March 2017, HALO launched the "100 Women in Demining" project, based in Benguela province. At that time, women accounted for just 3.6% of HALO Angola's workforce. In March 2021, HALO passed the 100 women milestone in Benguela and continued to work to improve its gender balance. Recruitment for new sections funded by the Government of Angola, for example, is focused exclusively on women. As of June 2022, HALO Angola's total workforce was roughly 60% male and 40% female. In November 2021, two women working for HALO in Angola became the first female national staff in the programme's 25-year history to complete an internationally recognised EOD training course to IMAS EOD Level III. HALO is actively working to increase the number of female staff in senior management positions.²⁷

MAG keeps records of beneficiary data that are disaggregated by gender and age for each area cleared and conducts a post-clearance impact assessment to document the impact. All community members are consulted on an equal basis. In 2021, 32% of MAG's employees were women. Women held 46% of operational positions and 1.5% of managerial positions.²⁸

NPA organises gender sensitivity training for all its staff and, whenever possible, raises gender equality with the national and provincial authorities. NPA ensures that job opportunities are accessible to women and do not contain requirements that discourage female applicants or preclude their employment. NPA Angola appointed gender and diversity focal points within its programme and prepared an implementation plan for gender equality policy. All NPA data are disaggregated by gender. In 2021, 14% of NPA's employees were women. Women held 16% of operational and 20% of managerial positions.²⁹

INFORMATION MANAGEMENT AND REPORTING

ANAM manages a national Information Management System for Mine Action (IMSMA) database which is now considered to be a reliable source of information,³⁰ as it has been fully reconciled with operators' data, and the previous data backlog and inflated contamination figures have been cleared.³¹ 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 an NPA Capacity Development Adviser has been embedded in CNIDAH/ANAM, and focused on establishing an up-to-date and more accurate mine contamination database, with assistance from operators.³² As part of the improvements to information management, a monthly data-sharing mechanism between CNIDAH/ANAM and operators has been in place since 2018 as part of the mine action and information management coordination meetings.³³ Operators have reported that data collection forms are consistent and enable collection of the necessary data.³⁴

Throughout 2021, database cleaning and updating took place to maintain data quality.³⁵ In 2021, ANAM introduced revised IMSMA completion forms and non-technical survey forms that included a standardised prioritisation of tasks and for the identification of confirmed hazardous area (CHA).³⁶

ANAM's information management system does not yet gather all mine action data across the country, but this issue has been discussed with the public operators and challenges to the verification and integration of historic data had yet to be mastered.³⁷ According to NPA, CED would need to report its activities using the IMSMA format, including the usage of official tasks codes, in order for ANAM to integrate CED tasks in the national database. NPA hoped this practice would begin in 2022.³⁸ According to the GICHD, ANAM should also evaluate whether an upgrade to IMSMA Core is appropriate.³⁹

PLANNING AND TASKING

Angola's National Mine Action Strategy 2020–2025 was developed by CNIDAH, in 2019, with support from GICHD. As of May 2022, the strategy had yet to be formally adopted by the Government of Angola.⁴⁰ 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.

27 Email from Daniel Richards, HALO Trust, 25 June 2022.

28 Email from Jeanette Dijkstra, MAG, 22 March 2022.

29 Email from Miroslav Pisarević, NPA, 10 March 2022.

30 Emails from Jeanette Dijkstra, MAG, 22 March 2022; and Miroslav Pisarević, NPA, 10 March 2022.

31 Email from Robert Iga Afedra, NPA (on behalf of CNIDAH), 22 March 2021; Statement by Angola on Article 5 implementation, Fourth APMBC Review Conference, Oslo, November 2019.

32 Email from Miroslav Pisarević, NPA, 10 March 2022; and APMBC Article 7 Report (covering 2021), Form J.

33 Emails from Robert Iga Afedra, NPA, 3 June 2019; Ralph Legg, HALO Trust, 30 March 2020; and Jeanette Dijkstra, MAG, 20 May 2020.

34 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.

35 Emails from Robert Iga Afedra, NPA (on behalf of CNIDAH), 22 March 2021, and Miroslav Pisarević, NPA, 10 March 2022.

36 Email from Jeanette Dijkstra, MAG, 22 March 2022.

37 Email from Christelle Mestre, GICHD, 4 May 2022.

38 Email from Miroslav Pisarević, NPA, 10 March 2022.

39 Email from Christelle Mestre, GICHD, 4 May 2022.

40 Ibid.

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

Ten chapters of national mine action standards (NMAS) were completed and fully adopted in 2021.⁴¹ Angola's NMAS are adequate and cover the main topics related to land release.⁴² They do not contain provisions specific to CMR survey or clearance.

Three additional standards on animal detection Systems, EOD, and residual contamination management, have been drafted with support from the GICHD.⁴³ These standards have been translated into Portuguese, and will be shared with the review board and eventually sent to ANAM for approval.⁴⁴

OPERATORS AND OPERATIONAL TOOLS

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 conducted any dedicated CMR survey or clearance in 2021.

LAND RELEASE OUTPUTS AND PROGRESS TOWARDS COMPLETION

LAND RELEASE OUTPUTS IN 2021

A total of 29 submunitions were found and destroyed by HALO Trust in Angola in 2021, of which, 23 were destroyed during the clearance of a minefield in Cuemba, Bié province, releasing an area of 546,591m². In addition, HALO disposed of a further six submunitions during EOD call-outs in Huambo and Cuanza Norte provinces. HALO still assesses that any remaining cluster munition contamination in Angola is extremely limited.⁴⁵

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

SURVEY IN 2021

There was no reported survey of cluster munition-contaminated area in 2021.

CLEARANCE IN 2021

While there was no planned clearance of cluster munition-contaminated area in 2021, 23 unexploded submunitions were found and destroyed during mine clearance in Cuemba, Bié province, during clearance of 546,591m² of mined area. In addition, six submunitions were destroyed during EOD tasks in Huambo and Cuanza Norte provinces.⁴⁶

PROGRESS TOWARDS COMPLETION

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.⁴⁷ 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 only a residual CMR threat remains in Angola.

41 APMBC Article 7 Report (covering 2021), Form J.

42 Email from Christelle Mestre, GICHD, 4 May 2022.

43 APMBC Article 7 Report (covering 2021), Form J; and emails from Christelle Mestre, GICHD, 4 May 2022; and Miroslav Pisarević, NPA, 10 March 2022.

44 Email Miroslav Pisarević, NPA, 10 March 2022.

45 Emails from Daniel Richards, HALO Trust, 25 June and 1 July 2022.

46 Emails from Daniel Richards, HALO Trust, 25 June and 1 July 2022.

47 Telephone interview with Robert Iga Afedra, NPA, 22 February 2021.