

CONVENTION ON CLUSTER MUNITIONS ARTICLE 4 DEADLINE: 1 AUGUST 2020
ON TRACK TO MEET DEADLINE

KEY DATA

CLUSTER MUNITION CONTAMINATION: LIGHT

CONFIRMED
HAZARDOUS AREA

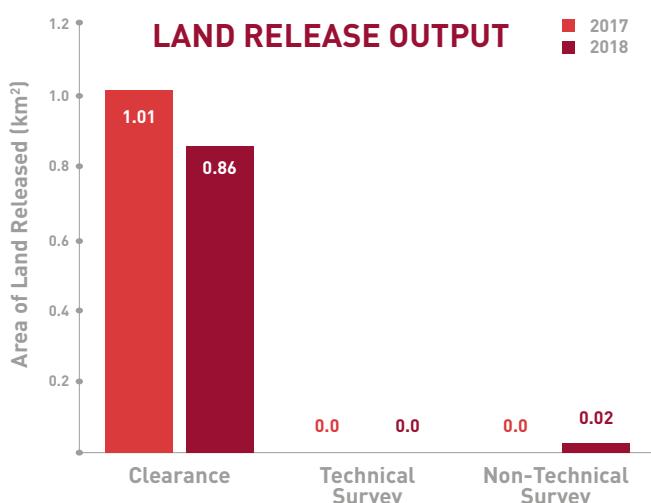
<0.27 KM²

SUBMUNITION
CLEARANCE IN 2018

0.86 KM²

SUBMUNITIONS
DESTROYED IN 2018

578



KEY DEVELOPMENTS

Croatia continued to make progress in the clearance of cluster munition remnants (CMR) in 2018, despite a small drop in clearance output compared to the previous year. Although Croatia did not complete CMR clearance by the end of 2018, as had previously been planned, it reported that it remains committed to meeting its obligations under Article 4 of the Convention on Cluster Munitions (CCM) in advance of its clearance deadline, and has maintained dedicated national funding and political commitment to achieve this. At the beginning of 2019, the Croatian Mine Action Centre (CROMAC) and the government Office for Mine Action (OMA) were integrated within the Ministry of Interior, but Croatia does not expect this internal restructuring to impact its implementation of Article 4.

RECOMMENDATIONS FOR ACTION

- Croatia should complete clearance of CMR before its Article 4 deadline of 1 March 2020.
- Croatia should ensure that sustainable capacity and systems are in place to address any residual risk from CMR that may arise following fulfilment of its Article 4 obligations.

ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

Criterion	Score (2018)	Performance commentary
UNDERSTANDING OF CLUSTER MUNITION REMNANT (20% of overall score)	8	Croatia has a good understanding of its remaining four confirmed hazardous areas (CHAs) containing CMR. However, areas of previously unrecorded CMR contamination continue to be discovered and Croatia recognises the importance of managing the residual risk associated with previously unknown CMR.
NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT (10% of overall score)	9	There is strong national ownership of mine action in Croatia, including a national commitment and funding to complete Article 4 clearance ahead of the August 2020 deadline. In January 2019, CROMAC and the OMA were integrated within the Ministry of Interior, but this is not expected to impact Article 4 implementation.
GENDER (10% of overall score)	5	Gender policies and implementation regarding mine action in Croatia are addressed under the national Gender Equality Act, which includes guidelines of gender equality and regulates against gender-based discrimination. However, it is hard to determine the extent to which this is mainstreamed and implemented with regards to mine action specifically.
INFORMATION MANAGEMENT AND REPORTING (10% of overall score)	9	Croatia has an information management system that is compliant with international mine action standards (IMAS) and permits the disaggregation of contamination type and land release method. Croatia provides regular updates on its progress in Article 4 implementation at CCM meetings.
PLANNING AND TASKING (10% of overall score)	9	Croatia has a national mine action strategy which expires in 2019, in addition to annual operational workplans for CMR survey and clearance, which are approved by responsible state ministries and other state bodies. Elaboration of a new national mine action strategy now falls is the responsibility of Ministry of Interior, and may be part of a nationwide strategy or the national programme of the Civil Protection Directorate. Croatia is planning how it will deal with residual risk and liability, after completion of CMR clearance.
LAND RELEASE SYSTEM (20% of overall score)	7	The 2015 law on mine action incorporates developments from the latest IMAS, and encompasses national mine action standards. CMR clearance in Croatia is focused on CHAs and it is reported there is sufficient survey and clearance capacity, deploying an appropriate range of assets, to address CMR contamination.
LAND RELEASE OUTPUTS AND ARTICLE 4 COMPLIANCE (20% of overall score)	8	Croatia did not complete CMR clearance in 2018, as previously expected. Croatia has reiterated its commitment to fulfilling its Article 4 obligations prior to its deadline of 1 August 2020. National authorities report that there is sufficient funding and capacity in place to meet the clearance deadline.
Average score	7.8	Overall programme performance: GOOD

CLUSTER MUNITION SURVEY AND CLEARANCE CAPACITY

MANAGEMENT

- Ministry of Interior, in which the Croatian Mine Action Centre (CROMAC) and the government Office for Mine Action (OMA) were integrated at the beginning of January 2019

INTERNATIONAL OPERATORS

- None

OTHER ACTORS

- None

NATIONAL OPERATORS

- Forty commercial demining companies are accredited for mine and CMR clearance operations. Of these, four were engaged in CMR clearance operations in 2018: Harpija, Istraživač, Titan, and Zeleni kvadrat

UNDERSTANDING OF CMR CONTAMINATION

At the end of 2018, Croatia had four confirmed hazardous areas (CHAs) containing CMR, covering a total area of less than 0.27km², across four counties (see Table 1).¹ This compares to reported contamination a year earlier of more than 1.05km².²

While almost 0.88km² of CMR-contaminated area was released by survey and clearance in 2018, just under 0.09km² of previously unrecorded CMR contamination was added to the database in 2018 (around half in Sisak-Moslavina county and the remainder in Zadar county).³

According to the national authority, Croatia's CMR contamination database has been established "as accurately and proficiently as possible", and is in line with relevant national legislation and mine action standards. However, small areas of previously unrecorded CMR contamination continue to be discovered and Croatia recognises the possibility of further unforeseen CMR findings.⁴

Table 1: CMR contamination by county (at end 2018)⁵

County	CHAs	Area (m ²)
Lika-Senj	1	198,385
Zadar	1	2,576
Šibenik-Knin	1	19,551
Sisak-Moslavina	1	45,604
Totals	4	266,116

Croatia was contaminated with unexploded KB-1 and Mk-1 submunitions by the conflicts in the 1990s that followed the break-up of the Socialist Federal Republic of Yugoslavia.⁶

OTHER EXPLOSIVE REMNANTS OF WAR AND LANDMINES

Croatia is heavily contaminated by unexploded ordnance (UXO) other than submunitions and by anti-personnel mines (see Mine Action Review's *Clearing the Mines* report on Croatia for further information on the mine problem).

NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

In August 2018, the Croatian government formally concluded that some 54 government agencies, including CROMAC and the government OMA, were to be integrated within existing state administration bodies. This was formally concluded through two pieces of legislation enacted in December 2018 and which entered into force on 1 January 2019.⁷ As a consequence of these laws, CROMAC and OMA ceased to exist as separate government entities from 1 January 2019 and have been integrated into the Ministry of Interior.⁸

Prior to 2019, both CROMAC (established in 1998 as the umbrella organisation for mine action coordination),⁹ and the government OMA (created in 2012 as a government focal point for mine action),¹⁰ had operated as a separate entities.

A new law on mine action was adopted by the Croatian Parliament on 21 October 2015.¹¹ While the 2015 Law, which was initiated by the OMA with the text drafted by the Ministry of Interior, marked an improvement in certain respects (for instance, by permitting land release through technical survey), there were concerns from mine action experts and professionals with significant experience in the field (e.g. CROMAC staff and deminers), that overall the new law is impractical to implement in the field, and impedes efficient and effective mine action in certain aspects.¹²

Under the new law, authorised CROMAC staff no longer have the authority to review personnel and technical equipment prior to and during demining operations. This now falls under the responsibility of the Ministry of Interior, in addition to the fact that all demining equipment used must be certified and demining companies accredited.¹³ CROMAC only undertakes quality control (QC) of executed demining operations.¹⁴ In addition, CROMAC no longer has responsibility for investigating demining accidents. This responsibility now lies with the State Attorney, under the oversight of the Ministry of Interior, rather than with the body with the requisite technical expertise. CROMAC only receives accident report summaries from the Ministry.¹⁵

Under the 2015 law, the Ministry of Interior assesses authorised legal entities for conducting demining; this was formerly CROMAC's responsibility.¹⁶ Regarding accreditation, the Ministry of Interior now provides three separate permits: approval for manual mine detection, approval for mechanical mine detection, and approval for operations by mine and UXO detection dogs. This replaces the former unified accreditation licence.¹⁷

In 2018, some 2.2% of total funds (approximately €1.16 million) available for demining activities were spent on survey and clearance of CMR-contaminated area. Funding for CMR land release operations is said to have been fully resourced in Croatia's annual demining plan.¹⁸

GENDER

As an integral part of the Ministry of Interior, the Civil Protection Directorate implements the Gender Equality Act (Official Gazette 82/08 and 69/17), which establishes national guidelines for gender equality, regulates against gender-based discrimination, and creates equal opportunities for men and women, including with regards to employment.¹⁹

According to the national authorities, all groups, including women, men, boys and girls, are consulted during survey and community liaison.²⁰

No information was available from the national authorities on the proportion of women employed in operational roles in survey and clearance teams, or on the proportion of women in managerial/supervisory level positions.

INFORMATION MANAGEMENT AND REPORTING

For the purposes of information management, CROMAC established a mine information system (MIS), which is said to be compliant with international mine action standards (IMAS) and customised to meet CROMAC's needs. The MIS uses databases and a geoinformation system (GIS) to deliver a fully integrated information management system.²¹ There are ongoing efforts to improve the quality of CMR-related data, as a part of the regular activities of CROMAC's survey personnel.²²

Croatia submits annual Article 7 transparency reports and reports on its progress in Article 4 implementation at the CCM intersessional meetings and meetings of states parties.

PLANNING AND TASKING

Croatia has a national mine action strategy for 2009–19, which was drafted by CROMAC with the agreement of concerned ministries, the OMA, the National Protection and Rescue Directorate, and local administration and self-administration bodies whose responsibility covers regions with hazardous areas.²³ The strategy, which was adopted by the Croatian Parliament, includes among its main goals the tackling of CMR in accordance with the obligations of the CCM.²⁴ Elaboration of a new national mine action strategy falls under jurisdiction of the Ministry of Interior, which implies it could be a part of a nationwide strategy or the national programme of the Civil Protection Directorate for 2019–26. Any strategy will be in line with Croatia's prioritisation of meeting its CCM Article 4 deadline.²⁵ All CMR-contaminated areas are said to be cleared in accordance with county and state priorities.²⁶

Based on approved funding, CROMAC drafts annual workplans, which are submitted to the responsible ministries and other state bodies for comment and approval.²⁷ The national mine action plan for 2018 was officially approved by the Croatian government in March 2018, and one of its main goals was to eliminate all known CMR-contaminated areas by the end of 2018.²⁸ Croatia did not meet this goal but expects to release all known CMR-contaminated areas by the end of 2019, in advance of its Article 4 deadline of 1 August 2020.²⁹

In 2018, Croatia discussed the issue of national survey and clearance capacity to address CMR contamination discovered after the release of CMR-contaminated areas or post completion (i.e. residual contamination), with the Geneva Centre for Humanitarian Demining (GICHD). CROMAC is working with the GICHD on a case study entitled "national capacities and residual contamination in Croatia", which will document progress that is being made on this issue. The integration of CROMAC within the Ministry of Interior, which took effect from January 2019, is reported to be one of the first steps to deal with residual risk and liability and will elevate the issue within the Ministry of Interior.³⁰

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

A new law on mine action was adopted by the Croatian Parliament on 21 October 2015, incorporating developments from the latest IMAS, and specifically those relating to the use of technical survey to confirm the presence or absence of contamination.³¹ The 2015 law introduces a new procedure for “supplementary general survey” (i.e. non-technical survey) and enables “exclusion” (i.e. reduction) of suspected hazardous areas (SHAs) through technical survey, which was not possible under the previous law.³² The 2015 law has eliminated the need for standing operating procedures (SOPs), as all aspects of mine action are now clearly defined.³³ National mine action standards are also encompassed within it.³⁴

CMR clearance in Croatia is focused on releasing CHAs and in 2018 submunitions were discovered and destroyed in all CMR-contaminated areas that were cleared.³⁵

OPERATORS

In 2018, 40 authorised commercial demining companies were accredited for mine and CMR clearance operations. Of this, four companies were engaged in CMR clearance operations in 2018: Harpija, Istraživač, Titan, and Zeleni kvadrat.³⁶

CROMAC undertook all non-technical survey in 2018, deploying nine survey personnel. In 2018, CROMAC had approximately 40 deminers for technical survey. This included 21 deminers previously employed by national clearance operator MUNGOS, which was dissolved in 2017.³⁷

OPERATIONAL TOOLS

CMR survey and clearance operations in Croatia are conducted manually, with mechanical assets, and using mine detection dogs (MDDs).³⁸

LAND RELEASE OUTPUT AND ARTICLE 4 COMPLIANCE

LAND RELEASE OUTPUT IN 2018

A total of 0.88km² of CMR contaminated was released in 2018, of which 0.86km² was cleared, and almost 0.02km² was cancelled by non-technical survey. This was a drop from the 1km² of clearance in 2017. No CMR-contaminated area was reduced by technical survey in 2018 or 2017. In addition, almost 0.09km² of previously unrecorded CMR contamination was added to the database in 2018.³⁹

SURVEY IN 2018

In 2018, 16,436m² was cancelled by non-technical survey in Split-Dalmatia and Zadar counties (see Table 2). No CMR-contaminated area was reduced by technical survey.⁴⁰ This was an increase on 2017, when no CMR-contaminated area was released by survey.⁴¹

In addition, 0.088km² of previously unrecorded CMR contamination was added to the database in 2018: 0.045km² in Sisak-Moslavina county and 0.043km² in Zadar county.⁴²

Table 2: Cancellation by non-technical survey in 2018⁴³

County	Operator	Area cancelled (m ²)
Split-Dalmatia	CROMAC	448
Zadar	CROMAC	15,988
Total		16,436

CLEARANCE IN 2018

In 2018, Croatia cleared six areas in four counties covering just over 0.86km² of CMR-contaminated area, destroying 571 KB-1 submunitions (see Table 3). All the areas cleared were found to have CMR.⁴⁴ This is a slight decrease in output on 2017, when just over 1.01km² of CMR-contaminated was cleared, destroying a total of 123 KB-1 submunitions.⁴⁵

A proportion of the CMR-contaminated area cleared in 2018 was not included in Croatia's reporting on release during the year, reportedly because official confirmation was only finalised in 2019.⁴⁶

Table 3: Clearance of CMR-contaminated area in 2018⁴⁸

County	Operator	Areas cleared	Area cleared (m ²)	Submunitions destroyed
Lika-Senj	Harpija/Istraživač /Titan	3	532,777	424
Šibenik-Knin	Zeleni kvadrat	1	148,090	6
Sisak-Moslavina	Istraživač	1	136,276	130
Zadar	Zeleni kvadrat	1	43,165	11
Totals		6	860,308	571

ARTICLE 4 DEADLINE AND COMPLIANCE

CCM ENTRY INTO FORCE FOR CROATIA: 1 AUGUST 2010

ARTICLE 4 DEADLINE: 1 AUGUST 2020

ON TRACK TO MEET ARTICLE 4 DEADLINE: YES

Under Article 4 of the CCM, Croatia is required to destroy all CMR in areas under its jurisdiction or control as soon as possible, but not later than 1 August 2020. It is on track to meet this deadline, and as at May 2019, Croatia expected to complete CMR clearance by the end of 2019, based on current capacity. Croatia does not foresee any obstacles in meeting its Article 4 deadline.⁴⁹ If, however, there is a risk, by the time of the Ninth Meeting of States Parties, that the deadline will not be met, a one-year extension should be submitted to ensure Croatia's continued compliance with the CCM.

Croatia has cleared a total of 4.16km² of CMR-contaminated area over the past five years (see Table 4). Challenges to CMR clearance are posed by rocky, forested, and mountainous areas, which prevent use of demining machines. In addition, use of demining machinery is not permitted in areas designated as protected for conservation.⁵⁰ CROMAC had planned to complete CMR clearance by the end of 2018, in accordance with its national mine action plan for 2018,⁵¹ however this was not realised. However, Croatia still plans to meet its Article 4 deadline by completing clearance of all known CMR contamination in advance of its August 2020 deadline.⁵²

Also, as part of the continued "less arms, fewer tragedies" programme, the Croatian Police (under the Ministry of Interior), and in partnership with the UNDP, collected seven submunitions (six KB-1 and one MK-1 submunition), which were subsequently transported to Croatian military facilities and destroyed.⁴⁷

Table 4: Five-year summary of CMR clearance (2014–18)⁵³

Year	Area cleared (km ²)
2018	0.86
2017	1.01
2016	1.20
2015	0.43
2014	0.66
Total	4.16

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- 1 Email from Slavenka Ivšić, Civil Protection Directorate, Ministry of the Interior, 23 May 2019; and CCM Article 7 Report (for 2018), Form F.
- 2 Email from Davor Laura, Head of Quality Control, CROMAC, 6 April 2018; and CCM Article 7 Report (for 2017), Form F.
- 3 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019; and CCM Article 7 Report (for 2018), Form F.
- 4 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019.
- 5 Ibid.; and CCM Article 7 Report (for 2018), Form F.
- 6 CCM Article 7 Report (for 2017), Form F.
- 7 Act on Amendments to the Act on Mine Action (OG No. 118/2018) and Act on Amendment to the Act on the Government (OG No. 116/2018).
- 8 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019; and CCM Article 7 Report (for 2018), Form J.
- 9 CROMAC, "National Mine Action Strategy of Croatia 2009–2019", Zagreb, June 2009, p. 2.
- 10 Interviews with Dijana Pleština, (then) Director, OMA, in Geneva, 23 May 2012 and 10 April 2014; and email from Miljenko Vahtarić, CROMAC, 4 July 2013.
- 11 National Gazette No. 110/15; and CCM Article 7 Report (for 2017), Form A.
- 12 Interviews with Neven Karas, CROMAC; and Tomislav Ban, Assistant Director and Head of Sector for Operational Planning and Programming, CROMAC, Sisak, 18 May 2017.
- 13 Email from Dejan Rendulić, CROMAC, 14 June 2018.
- 14 Email from Nataša Mateković, CROMAC, 30 August 2017.
- 15 Ibid.; and interview with Ante Brkljačić, CROMAC, in Geneva, 9 June 2017.
- 16 Email from Miljenko Vahtarić, CROMAC, 24 August 2016.
- 17 Ibid.
- 18 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019.
- 19 Ibid.
- 20 Ibid.
- 21 CROMAC website, "CROMAC's Mine Information System", accessed 26 June 2018.
- 22 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019.
- 23 Anti-Personnel Mine Ban Convention Article 5 deadline Extension Request (draft), 29 March 2018, p. 25.
- 24 Email from Miljenko Vahtarić, CROMAC, 13 May 2016.
- 25 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019.
- 26 Emails from Miljenko Vahtarić, CROMAC, 10 June 2015; and Slavenka Ivšić, Civil Protection Directorate, 23 May 2019.
- 27 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019.
- 28 Email from Davor Laura, CROMAC, 6 April 2018.
- 29 Emails from Slavenka Ivšić, Civil Protection Directorate, 23 May and 5 June 2019.
- 30 Ibid.
- 31 National Gazette No. 110/15; and CCM Article 7 Report (for 2017), Form A.
- 32 CCM Article 7 Report (for 2017), Form A; and emails from Miljenko Vahtarić, CROMAC, 13 and 18 May 2016.
- 33 Email from Miljenko Vahtarić, CROMAC, 13 May 2016; and CCM Article 7 Report (for 2015), Form A.
- 34 Email from Miljenko Vahtarić, CROMAC, 13 May 2016.
- 35 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019; and Statement of Croatia, Clearance Session, Eighth Meeting of States Parties, Geneva, 3 September 2018.
- 36 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019.
- 37 Ibid.
- 38 Ibid; and Statement of Croatia, Clearance Session, Eighth Meeting of States Parties, Geneva, 3 September 2018.
- 39 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019; and CCM Article 7 Report (for 2018), Form F.
- 40 Ibid.
- 41 Email from Davor Laura, CROMAC, 6 April 2018; and CCM Article 7 Report (for 2017), Form F.
- 42 Ibid.
- 43 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019; and CCM Article 7 Report (for 2018), Form F.
- 44 Ibid.
- 45 CCM Article 7 Report (for 2017), Form F.
- 46 Email from Slavenka Ivšić, Civil Protection Directorate, 5 June 2019.
- 47 CCM Article 7 Report (for 2018), Form F; and Statement of Croatia on Clearance, Eighth Meeting of States Parties, Geneva, 3 September 2018.
- 48 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019; and CCM Article 7 Report (for 2018), Form F.
- 49 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019.
- 50 Ibid.
- 51 Interview with Nataša Mateković, CROMAC, in Geneva, 10 February 2017; email from Davor Laura, CROMAC, 6 April 2018; Statement of Croatia, Clearance Session, Seventh Meeting of States Parties to the CCM, Geneva, 5 September 2017; and interview with Hrjove Debač, OMA; and Davor Laura, CROMAC, in Geneva, February 2018.
- 52 Email from Slavenka Ivšić, Civil Protection Directorate, 23 May 2019.
- 53 See Cluster Munition Monitor and Mine Action Review reports on clearance in Croatia covering 2014–17.