

# SUDAN

## PROGRAMME PERFORMANCE

	2017	2016
Problem understood	4	4
Target date for completion of cluster munition clearance	3	3
Targeted clearance	4	4
Efficient clearance	5	5
National funding of programme	5	5
Timely clearance	3	4
Land-release system in place	7	7
National mine action standards	7	7
Reporting on progress	6	5
Improving performance	7	7
<b>PERFORMANCE SCORE: AVERAGE</b>	<b>5.1</b>	<b>5.1</b>

## PERFORMANCE COMMENTARY

As at March 2018, Sudan's National Mine Action Centre (NMAC) reported that only two areas suspected to contain cluster munition remnant (CMR) contamination remained to be addressed. The areas, with a total size of 2km<sup>2</sup>, were in South and West Kordofan states. No CMR survey or clearance, though, took place in 2017.

## RECOMMENDATIONS FOR ACTION

- Sudan should make every effort to clear the last remaining areas suspected to contain CMR as soon as possible.
- Sudan should accede to, and abide by, the Convention on Cluster Munitions (CCM) as a matter of priority.
- Sudan should re-establish conditions that allow international demining organisations to operate in Sudan.
- Sudan should report transparently and in detail on release of suspected or confirmed hazardous areas.
- Sudan should ensure that reporting disaggregates submunitions from other unexploded ordnance (UXO) and that mine action data is recorded and reported according to International Mine Action Standards (IMAS) land release terminology.

## CONTAMINATION

The exact extent of contamination from CMR in Sudan is not fully known. There have been reports of new use of cluster munitions as recently as 2015, as well as in 2012.<sup>1</sup> According to the NMAC, at the start of 2018, only two areas were suspected to contain CMR contamination in Sudan, one in South Kordofan and the other in West Kordofan state, each with an estimated size of 1km<sup>2</sup>.<sup>2</sup> In June 2018, NMAC informed Mine Action Review that it had deployed a team to address the remaining hazardous area in West Kordofan state, located in Aghabish village, Lagawa locality.<sup>3</sup>

Previously, in April 2017, the African Union – United Nations Mission in Darfur (UNAMID) reported the presence of two AO-1Sch submunitions in North Darfur (at Al Mengara village in Al Liet locality). The villagers reported that the bombs were dropped in 2008, had been identified by UNAMID at that time, and that the military had stated that they would dispose of the items.<sup>4</sup> The Sudanese Armed Forces Engineers destroyed the items in February 2018 and no further CMR were reported or identified.<sup>5</sup>

Previously, the most recent estimate of contamination dated back to June 2011, when the UN Mine Action Office (UNMAO), which was overseeing mine action operations at the time, reported nine areas suspected to be contaminated with unexploded submunitions. UNMAO asserted that 81 areas had been released (see Table 1).<sup>6</sup>

**Table 1: CMR-contaminated areas as at June 2011<sup>7</sup>**

State	Open	Closed	Total
Kassala	7	2	9
South Kordofan	2	68	70
Blue Nile	0	9	9
Northern Darfur	0	1	1
Southern Darfur	0	1	1
<b>Totals</b>	<b>9</b>	<b>81</b>	<b>90</b>

In 2017, NMAC, which assumed full national ownership for implementing mine action activities upon UNMAO's closure in June 2011, reported that of the nine open areas reported by UNMAO in 2011, seven were cleared in 2011–13.<sup>8</sup> In March 2018, NMAC informed Mine Action Review that the size of the seven areas cleared during this period totalled 15,318m<sup>2</sup> and that 13 PM-1 submunitions were found and destroyed during clearance.<sup>9</sup> NMAC has not reported any survey or clearance of CMR since 2013. It stated that no new CMR contamination was recorded in 2016–17.<sup>10</sup>

In the 1990s, Sudanese government forces are believed to have sporadically air dropped cluster munitions in its civil war with the Sudan People's Liberation Movement/Army (SPLM/A). Government forces were reported as having used several types of cluster munitions, including Spanish-manufactured HESPIN 21; US-manufactured M42 and Mk118 (Rockeye), and a Brazilian copy; Chinese Type-81 dual-purpose improved conventional munitions (DPICM); Chilean-made PM-1; and Soviet-manufactured PTAB-1.5 and AO-1Sch submunitions.<sup>11</sup>

In 2012 and 2015, use of cluster munitions was recorded in five separate attacks on villages in South Kordofan state. Each attack involved air-dropped RBK-500 cluster munitions containing AO-2.5RT submunitions.<sup>12</sup> In 2013–15, the UN published reports of evidence of previous use of cluster munitions in Darfur, the stockpiling of RBK-500 cluster munitions and AO-2.5RT submunitions by the Sudanese Air Force, and fluctuating stock levels indicative of use for operations or for training.<sup>13</sup>

On several occasions, the Government of Sudan has denied using cluster munitions in attacks in South Kordofan.<sup>14</sup> The UN Secretary-General called on the Government of Sudan "to immediately investigate the use of cluster munitions".<sup>15</sup> In 2016, NMAC claimed that Sudan had never used cluster munitions "in operations against rebels".<sup>16</sup> This is not a factually accurate statement.

## Other Explosive Remnants of War and Landmines

Sudan also has a significant problem with anti-personnel mines, anti-vehicle mines, and UXO, primarily as a result of the more than 20 years of civil war that led to the Comprehensive Peace Agreement in 2005 and South Sudan's independence in July 2011 (see Mine Action Review's *Clearing the Mines* report on Sudan for further information).

As at June 2018, eight of Sudan's eighteen states were contaminated with mines/explosive remnants of war (ERW), with Blue Nile and South Kordofan states the most heavily affected.<sup>17</sup> Mines and ERW continued to exacerbate the humanitarian crisis, where in parts of South Kordofan, chronic malnutrition surpassed emergency levels, and in Blue Nile state, more than 40% of households were severely nutritionally insecure.<sup>18</sup>

While limited CMR contamination has, in the past, been identified in Darfur, there is significant contamination from other ERW, which continue to pose a serious threat to civilians, UNAMID peacekeepers, and to the delivery of humanitarian aid.<sup>19</sup>

As at April 2018, Sudan's three eastern states had been declared free of mines and ERW, following 12 years of clearance efforts. Clearance in Gadaref state was completed in May 2016 and in Red Sea state in May 2017 while Kassala state was declared clear of mines and ERW on 4 April 2018.<sup>20</sup> In Darfur, two localities in West Darfur have been declared free of ERW: Forobaranga in April 2017 and Kereinik in February 2018.<sup>21</sup>

Since South Sudan's independence, new conflicts in Abyei and in Blue Nile and South Kordofan states have resulted in increased UXO contamination in Sudan.<sup>22</sup> In 2018, the extent of mine and ERW contamination in areas of Abyei and the border area between Sudan and South Sudan remained unknown due to persistent conflict and ongoing restrictions on access.<sup>23</sup>

In 2002 through to January 2018, a total of 2,091 mine and ERW casualties were recorded in Sudan, of whom 597 were killed and the other 1,494 were injured.<sup>24</sup> In 2017, a total of 39 casualties were recorded in Sudan (eight killed and thirty-one injured), a significant increase on the 23 casualties in 2016 (three killed and twenty injured).<sup>25</sup>

## PROGRAMME MANAGEMENT

The Sudanese National Mine Action Authority (NMAA) and NMAC manage Sudan's mine action programme. In 2005, UN Security Council Resolution 1590 and the Comprehensive Peace Agreement established the legal framework for UNMAO to manage quality assurance (QA) of all mine action activities in Sudan in the framework of the UN Mission in Sudan (UNMIS).<sup>26</sup> The same year, the NMAC initiated a partnership with UNMAO; the NMAA was set up; and a National Mine Action Policy Framework was developed, before being approved in 2006.<sup>27</sup>

Following the closure of UNMIS and UNMAO in July 2011 upon the independence of South Sudan, NMAC assumed full ownership of national mine action with responsibility for coordinating all mine clearance, including accreditation and certification of clearance agencies. After starting an emergency programme in 2002, in 2015 the UN Mine Action Service (UNMAS) resumed its lead in supporting UN mine action efforts in Sudan and its role in providing assistance and technical support to NMAC following an invitation from the Sudanese Government.<sup>28</sup>

In Darfur, under the umbrella of UNAMID, UNMAS works under the name of the Ordnance Disposal Office (ODO) in direct support of UNAMID priorities.<sup>29</sup> In 2017, Dynasafe MineTech Limited (DML), a commercial company, was awarded a new UN contract for the Fiscal Year 2017–18 to conduct ERW rapid-response clearance and to provide mentoring support to national Multi-Task Teams (MTTs) in Darfur.<sup>30</sup> Mine action in Darfur is funded through assessed peacekeeping funds for UNAMID.<sup>31</sup>

### Strategic Planning

As at March 2018, NMAC reported that it was coordinating with the Geneva International Centre for Humanitarian Demining (GICHD) to review its national strategic mine action plan, which is set to expire in 2019.<sup>32</sup> The current National Mine Action Plan for 2016–19 to meet Sudan's obligations under the Anti-Personnel Mine Ban Convention (APMBC) does not specifically address CMR.<sup>33</sup>

### Legislation and Standards

In 2015, NMAC stated that a review of the National Mine Action Standards (NMAS) was ongoing and that a new version would be published on its website after their approval.<sup>34</sup> In March 2018, NMAC reported that the process of reviewing the NMAS was in its final stages but had not yet been completed.<sup>35</sup> According to NMAC, draft standards are shared with all partners and mine action operators during their accreditation process, but do not contain a specific chapter on cluster munitions.<sup>36</sup>

### Quality Management

NMAC reported that its quality management section conducted routine quality assurance (QA) visits to the field in 2017, including quality control and sampling.<sup>37</sup>

## Information Management

In March 2018, NMAC informed Mine Action Review that a process of upgrading the software of its Information Management System for Mine Action (IMSMA) database to a newer version, IMSMA-NG, remained in progress, with assistance from GICHD. Significant efforts to correct errors in the database were also ongoing.<sup>38</sup> The database does not contain information on the disputed Abyei area.<sup>39</sup>

## Operators

In 2017, no international non-governmental organisation (NGO) was demining in Sudan. Commercial operator DML, contracted to clear ERW in Darfur and to provide support for national MTTs, deployed two seven-strong rapid-response teams and a mentoring capacity of six persons, for a total staff of 29.<sup>40</sup>

Since 2015, NMAC has made repeated calls for other international NGO operators to undertake mine action in Sudan.<sup>41</sup> Previously, two international demining NGOs with programmes in Sudan closed down operations owing to government restrictions that impeded their operations.<sup>42</sup> DanChurchAid (DCA) ended its operations in 2012.<sup>43</sup> In June 2012, the Sudanese government's Humanitarian Aid Commission (HAC) ordered Mines Advisory Group (MAG) and six other NGOs that provided humanitarian aid to leave Gadaref, Kassala, and Red Sea states in eastern Sudan.<sup>44</sup> Following months of negotiations with HAC and donors, MAG ended its operations in Sudan, leaving in early 2013.<sup>45</sup>

National demining operators are JASMAR for Human Security, National Units for Mine Action and Development (NUMAD), and FPDO. In 2017, a total of eight manual clearance teams (MCTs), eleven MTTs, two mechanical teams, and two mine detection dog (MDD) teams were deployed for mine action operations.<sup>46</sup> This was a significant increase compared with 2016, when a total of five MCTs, nine MTTs, four mine action teams, one mechanical team, and two MDD teams were deployed.

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## LAND RELEASE

NMAC reported that no CMR-specific survey or clearance took place in 2017.<sup>47</sup> NMAC does not distinguish between different types of ERW in its reporting on clearance and has not reported any survey or clearance of CMR contamination since 2013. As noted above, however, it clarified in 2018 that in 2011–13, seven areas with a size of just over 15,300m<sup>2</sup> were cleared with the destruction of 13 PM-1 submunitions.<sup>48</sup>

In 2017, a total of just under 2.85km<sup>2</sup> of battle area was released in Sudan, an increase from close to 1.52km<sup>2</sup>

in 2016. Overall land release reported fell in 2017, however, to a total of just under 3.9km<sup>2</sup>, compared to just over 6.4km<sup>2</sup> in 2016.<sup>49</sup> NMAC reported that the increase in battle area clearance (BAC) in 2017 was due to a shift in focus to clearing high-impact ERW contamination in Blue Nile state close to communities where accidents were being reported. This amounted to just over 2km<sup>2</sup> out of the total 2.85km<sup>2</sup> of battle area cleared, whereas the focus in 2016 was on clearance of mines from Sudan's three eastern states.<sup>50</sup>

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## ARTICLE 4 COMPLIANCE

Sudan is not a state party to the CCM and therefore does not have a specific clearance deadline under Article 4. Nonetheless, it has obligations under international human rights law to clear CMR as soon as possible. In May 2017, NMAC informed Mine Action Review that Sudan was "with the spirit of the Convention on Cluster Munitions" and that the national authorities were aware of the convention and Sudan's current status as not yet having joined.<sup>51</sup>

Ongoing conflict and a lack of access to significant areas of remaining contamination, along with a lack of recent data or records of CMR contamination disaggregated from UXO, make it difficult to estimate when Sudan could complete CMR survey and clearance.

Significant progress has though, been made to address remaining mine and ERW contamination. Notably, in 2018, Kassala state was officially declared free of mines and ERW on 4 April, joining Red Sea state in 2017 and Gadaref state in 2016, to make all three of

Sudan's formerly contaminated eastern states free of contamination. In March 2018, however, Sudan submitted a request for an extension of its APMBC Article 5 clearance deadline for a period of four years to 1 April 2023. The 2018 extension request does not contain any mention of remaining CMR contamination or plans for survey and clearance of these areas.

NMAC expected to receive increased funding in 2018 compared to 2017, and would expand operations in Blue Nile and South Kordofan.<sup>52</sup> It stated that with increased accessibility to remaining areas of contamination in Blue Nile and South Kordofan and following new survey and re-survey activities, a clearer and accurate picture of its mine action needs and capacity could then be presented and invited international NGOs and commercial companies to consider their possible external contributions to the overall national clearance efforts.<sup>53</sup>

- 1 See Cluster Munition Monitor, "Country Profile: Sudan: Cluster Munition Ban Policy", updated 23 August 2014; Human Rights Watch, "Under Siege: Indiscriminate Bombing and Abuses in Sudan's Southern Kordofan and Blue Nile States", 6 December 2012; "Unexploded Ordnance Kill 13 People in South Kordofan", All Africa, 10 August 2013; and UN, "UNMAS Annual Report 2012", New York, August 2013, p. 10.
- 2 Email from Hatim Khamis Rahama, Technical Advisor, NMAC, 3 March 2018.
- 3 Email from Hatim Khamis Rahama, NMAC, 14 June 2018.
- 4 Email from Dandan Xu, Associate Programme Management Officer, UNMAS, 12 July 2017.
- 5 Email from Colin Williams, Deputy Programme Manager, Ordnance Disposal Office (ODO), UNAMID, 1 June 2018.
- 6 The locations are based on a review of sites in the UNMAO database by Mine Action Review.
- 7 Emails from Mohamed Kabir, Chief Information Officer, UNMAO, 27 June 2011; and Hatim Khamis Rahama, NMAC, 14 June 2018. NMAC reported in June 2018 that the 1km<sup>2</sup> area reported remaining in 2018 in West Kordofan state was discovered in May 2009 by Mechem; however, at that time West Kordofan state had not yet been divided from South Kordofan.
- 8 Emails from Hatim Khamis Rahama, NMAC, 14 June 2017; and Ali Abd Allatif Ibrahim, NMAC, 18 May 2017. In June 2016, however, NMAC had reported that no CMR-contaminated areas were "recorded as remaining hazards to be cleared" and that no separate survey or clearance operations for CMR occurred in 2015 and stated that no cluster munitions had been found in all mine action activities "to date". Email from Ahmed Elser Ahmed Ali, Chief of Operations, NMAC, 8 June 2016.
- 9 Email from Hatim Khamis Rahama, NMAC, 3 March 2018.
- 10 Ibid.; and email from Ali Abd Allatif Ibrahim, NMAC, 18 May 2017.
- 11 V. Wiebe and T. Peachey, "Clusters of Death: The Menonite Central Committee Cluster Bomb Report", Chapter 4, July 2000; Handicap International, Circle of Impact: The Fatal Footprint of Cluster Munitions on People and Communities, May 2007, p. 55; and Cluster Munition Monitor, "Country Profile: Sudan: Cluster Munition Ban Policy", updated 23 August 2014. See also UNMAS, "Reported use of Cluster Munitions South Sudan February 2014", 12 February 2014; and UN Mission in South Sudan (UNMISS), "Conflict in South Sudan: A Human Rights Report", 8 May 2014, p. 26, at: <http://unmiss.unmissions.org/Portals/unmiss/Human Rights Reports/UNMISS Conflict in South Sudan - A Human Rights Report.pdf>.
- 12 See Cluster Munition Monitor, "Country Profile: Sudan: Cluster Munition Ban Policy", updated 23 August 2014.
- 13 "Report of the Panel of Experts on Sudan established pursuant to resolution 1591 (2005)", UN doc. S/2014/87, 11 February 2014, pp. 23 and 91; and "Report of the Secretary-General on the African Union-United Nations Hybrid Operation in Darfur", UN doc. S/2015/378, 26 May 2015, p. 12.
- 14 "Sudan denies use of cluster bombs", United Press International, 28 May 2012; and "Sudan denies using cluster bombs in South Kordofan", World Bulletin, 17 April 2015, at: <http://www.worldbulletin.net/world/158004/sudan-denies-using-cluster-bombs-in-sth-kordofan>.
- 15 UN Security Council Resolution 2228 (2015); and UN, "Prioritizing Civilian Protection, Drawdown Benchmarks, Security Council Adopts Resolution 2228 (2015) Renewing Mandate of Darfur Mission until 30 June 2016", Press release SC/11951, 29 June 2015, at: <http://www.un.org/press/en/2015/sc11951.doc.htm>.
- 16 Email from Ahmed Elser Ahmed Ali, NMAC, 8 June 2016.
- 17 Email from Hatim Khamis Rahama, NMAC, 14 June 2018.
- 18 "Sudan: First Convoy of Sudanese Refugees from Chad", AllAfrica, 26 April 2018, at: <http://allafrica.com/stories/201804270528.html>.
- 19 UNMAS, "2018 Portfolio of Mine Action Projects, Sudan", at: [http://www.mineaction.org/sites/default/files/print/country\\_portfolio7506-951-77697.pdf](http://www.mineaction.org/sites/default/files/print/country_portfolio7506-951-77697.pdf)
- 20 Ibid.; and "Sudan: First Convoy of Sudanese Refugees from Chad", AllAfrica, 26 April 2018.
- 21 E. Nwadike, Programme Officer, Ordnance Disposal Office, "UNAMID Ordnance Disposal Office Supports the Government of Sudan and UNAMID Stabilization Efforts in Kereinik Locality, West Darfur", at: <http://www.mineaction.org/sites/default/files/documents/Story%20on%20Kereinik%20locality.pdf>
- 22 Human Rights Watch, "Under Siege: Indiscriminate Bombing and Abuses in Sudan's Southern Kordofan and Blue Nile States", 6 December 2012; "Unexploded Ordnance Kill 13 People in South Kordofan", All Africa, 10 August 2013; and UN, "UNMAS Annual Report 2012", New York, August 2013, p. 10.
- 23 UNMAS, "2018 Portfolio of Mine Action Projects, Sudan".
- 24 NMAC, "IMSMA Monthly Report", January 2018.
- 25 Ibid.
- 26 Revised Anti-Personnel Mine Ban Convention (APMBC) Article 5 deadline Extension Request, 30 July 2013, p. 6.
- 27 Ibid.
- 28 UNMAS, "About UNMAS in Sudan (Excluding Darfur), March 2018, at: <http://www.mineaction.org/programmes/sudan>; and email from Javed Habibulhaq, Programme Manager, UNMAS, 13 June 2016. UNMAS reassumed its lead in UN mine action efforts in Sudan and its role in providing assistance and technical support to NMAC after a one-year handover to the UN Development Programme (UNDP) in 2014.
- 29 UNMAS, "2017 Portfolio of Mine Action Projects, Sudan".
- 30 Email from Dandan Xu, UNMAS, 12 July 2017. Previously in 2012–15, commercial operator The Development Initiative (TDI) was contracted by UNAMID to assess, survey, identify, mark, and clear contamination in all five Darfur states.
- 31 UNMAS, "About UNMAS in Sudan", updated January 2016, at: <http://www.mineaction.org/programmes/sudan>.
- 32 Email from Hatim Khamis Rahama, NMAC, 3 March 2018.
- 33 NMAC, "Updated Work Plan to Meet Anti-Personnel Mine Ban Convention Article Five Extended Deadline by April 2019", 29 April 2016, available at: <https://www.apminebanconvention.org/states-parties-to-the-convention/sudan/>.
- 34 APMBC Article 7 Report (for 2014), Form A, p. 12.
- 35 Email from Hatim Khamis Rahama, NMAC, 3 March 2018.
- 36 Emails from Ahmed Elser Ahmed Ali, NMAC, 9 May and 8 June 2016.
- 37 Ibid.
- 38 Ibid.; and Third Article 5 deadline Extension Request, March 2018, pp. 37–38.
- 39 Email from Javed Habibulhaq, UNDP, 11 May 2015.
- 40 Email from Jeffrey McMurdo, UNAMID, 14 June 2017.
- 41 APMBC Article 7 Report (for 2016), p. 22; NMAC, "Updated Work Plan to Meet Anti-Personnel Mine Ban Convention Article Five Extended Deadline by April 2019", 29 April 2016, at: <https://www.apminebanconvention.org/states-parties-to-the-convention/sudan/>; and APMBC Article 7 Report (for 2014), Form A, p. 16.
- 42 ICBL, "ICBL Comments on Sudan's Article 5 Extension Request", May 2013.
- 43 DCA, "Previous Programmes: Sudan", undated, at: <http://www.danchurchaid.org/what-we-do/mine-action/previous-programmes>.
- 44 "Sudan causes frustration among NGOs", News 24, 13 June 2012.
- 45 MAG, "MAG departs Sudan after six years of work to remove remnants of conflict", 7 March 2013.
- 46 Email from Hatim Khamis Rahama, NMAC, 3 March 2018.
- 47 Ibid.
- 48 Ibid.
- 49 NMAC, "IMSMA Monthly Report", January 2018.
- 50 Email from Hatim Khamis Rahama, NMAC, 14 June 2018.
- 51 Email from Ali Abd Allatif Ibrahim, NMAC, 18 May 2017.
- 52 Email from Hatim Khamis Rahama, NMAC, 3 March 2018.
- 53 Third Article 5 deadline Extension Request, March 2018, p. 20.