

RECOMMENDATIONS FOR ACTION

- Sudan should accede to the Convention on Cluster Munitions (CCM) as a matter of priority.
- Sudan should comply with its obligations under international human rights law to clear cluster munition remnants (CMR) on territory under its jurisdiction or control as soon as possible.
- Sudan should make every effort to address the last remaining area suspected to contain CMR as soon as possible.
- 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.

CLUSTER MUNITION REMNANT CONTAMINATION

As at May 2019, Sudan's National Mine Action Centre (NMAC) informed Mine Action Review that only one area suspected to contain CMR contamination remained in Sudan.¹ In May 2019, NMAC reported that the area, with an unknown size in South Kordofan state, was located in an area not under government control.²

NMAC previously reported that at the end of 2017, a total of two areas suspected to contain CMR contamination remained to be addressed in Sudan, the area in South Kordofan and another in West Kordofan state.³ 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, which it later reported was cancelled during the year as no evidence of cluster munition contamination was found.⁴

In June 2011, 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).⁵ There have also been reports of new use of cluster munitions as recently as 2015, as well as in 2012.⁶

Table 1: CMR-contaminated areas (at June 2011)⁷

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
Totals	9	81	90

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 2011–13.⁸ In March 2018, NMAC informed Mine Action Review that the size of the seven areas cleared during this period totalled 15,318m² and that 13 PM-1 submunitions were found and destroyed during clearance.⁹ NMAC has not reported any survey or clearance of CMR since 2013. It stated that no new CMR contamination was recorded in 2016–18.¹⁰

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-1-Sch submunitions. 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.¹¹

In April 2017, the African Union–United Nations Mission in Darfur (UNAMID) reported the presence of two AO-1-Sch 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.¹² The Sudanese Armed Forces Engineers destroyed the items in February 2018 and no further CMR were reported or identified.¹³

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).

While limited CMR contamination has, in the past, been identified in Darfur, contamination from other types of ERW is significant and remains widespread.¹⁴ ERW in Darfur includes unexploded air-delivered bombs, rockets, artillery and mortar shells, and grenades.¹⁵

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.¹⁶ 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.¹⁷

NATIONAL OWNERSHIP AND 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).¹⁸ 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.¹⁹

In Darfur, under the umbrella of UNAMID, UNMAS works under the name of the Ordnance Disposal Office (ODO) in direct support of UNAMID priorities.²⁰

UN Security Council Resolution 2429 (2018) sets out the gradual withdrawal of UNAMID by 2020. As such, UNMAS reported that some of ODO's responsibilities in Darfur were being handed over to UNMAS Sudan, and that it was to take over ODO's role in ERW clearance, risk education, and victim assistance as of 2019 in North, South, East, and West Darfur states, while ODO would focus its responsibilities in the area of Jabal Marrah.²¹

In 2018, the Government of Sudan contributed US\$2 million to the running costs of NMAC and for demining activities.²² It has consistently funded the national mine action programme at this level for the past three years, doubling its funding for mine action from \$1 million in 2015, and up from almost \$0.5 million in 2014.²³ NMAC reported that it expected to receive the same funding in 2019.²⁴

GENDER

In 2019, NMAC reported that gender is mainstreamed in the national mine action strategic plan for 2019–23 and in the national mine action standards. It stated that under those standards, all survey and community liaison teams are to be gender balanced, and that women and children are consulted during survey and community liaison activities, which is reflected in the format of relevant survey report forms to be filled in by the teams. It said that gender is also taken into account in the prioritisation, planning, and tasking of survey and clearance activities, as per the national mine action standards.²⁵

NMAC stated that it always encourages women to apply for employment in the national programme, whether at the office level or in the field. Positively, it reported that almost 40% of NMAC staff employed at the managerial or supervisory levels are women. However, it noted that there were few women employed in operational roles in the survey and clearance teams due to "local customs and traditions".²⁶

INFORMATION MANAGEMENT AND REPORTING

In May 2019, NMAC informed Mine Action Review that it was using both the Information Management System for Mine Action (IMSMA) legacy version in parallel with the newer version, IMSMA-NG.²⁷ In 2018, NMAC began a process of upgrading the IMSMA software to the newer New Generation version, with assistance from the Geneva International Centre for Humanitarian Demining (GICHD). Significant efforts to correct errors in the database were also undertaken.²⁸ The database does

not contain information on the disputed Abyei area.²⁹ However, UNMAS informed Mine Action Review in June 2019 that the United Nations Interim Security Force for Abyei (UNISFA) was working with NMAC on database sharing and had co-located an IMSMA officer within the NMAC office in Khartoum to assist with sharing of historical data, while it was also providing NMAC a monthly report on activities in Abyei.³⁰

PLANNING AND TASKING

In March 2018, Sudan submitted a request for an extension of its Anti-Personnel Mine Ban Convention (APMBC) Article 5 clearance deadline for a period of four years to 1 April 2023. The 2018 extension request did not contain any mention of remaining CMR or plans for survey and clearance of CMR-contaminated areas.

In May 2019, NMAC reported that the new national mine action strategic plan for 2019–23 had been finalised and was waiting for endorsement. The plan aims at fulfilling Sudan's APMBC obligations, and was developed in coordination with the GICHD to replace its previous national mine action strategy for 2016–19.³¹ NMAC stated that detailed annual workplans had been developed for each year under the new strategic plan.³²

LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY

In May 2019, NMAC reported that a review of Sudan's National Mine Action Standards (NMAS), reportedly ongoing since 2015, had been completed and the revised standards were awaiting endorsement.³³ NMAC previously reported that the draft standards did not contain a specific chapter on cluster munitions.³⁴

NMAC confirmed that in 2018, QA and quality control activities were carried out according to the NMAS.³⁵

OPERATORS

In 2018, no international non-governmental organisation (NGO) was conducting demining operations in Sudan. National demining operators are JASMAR for Human Security, National Units for Mine Action and Development (NUMAD), and the Friends for Peace and Development Organization (FPDO). In 2018, NMAC reported that a total of 22 mine action teams were operational (7 manual clearance teams, 11 multi-task teams, 3 mine detection dog teams, and 1 route verification and clearance team). It reported that the deployment of additional teams was made possible in newly accessible areas in Blue Nile and South Kordofan states.³⁶

In Darfur, in 2018, clearance operations continued to be conducted by commercial operator Dynasafe (DML) and NUMAD.³⁷

LAND RELEASE OUTPUT AND PROGRESS TOWARDS COMPLETION

LAND RELEASE OUTPUT IN 2018

As stated above, NMAC reported that in 2018 the one recorded area of suspected CMR contamination in West Kordofan was cancelled by NUMAD after no evidence was found in the area.³⁸ No CMR were encountered in mine action operations during the year.³⁹

Previously, no CMR-specific survey or clearance took place in 2017.⁴⁰ NMAC does not distinguish between different types of ERW in its reporting on clearance and has not reported any 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 15,300m² were cleared with the destruction of 13 PM-1 submunitions.⁴¹

PROGRESS TOWARDS COMPLETION

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.⁴² In May 2019, NMAC stated that there had been no developments with regard to Sudan's accession to the CCM in 2018.⁴³

When asked when Sudan might complete survey and clearance of the remaining cluster munition contamination, NMAC stated that it could not specify a timeframe as the last known registered cluster munition-contaminated area was not under Sudanese Government control.⁴⁴

The security situation, lack of information, and registration of new hazardous areas continued to be significant hurdles for mine action operations, particularly in South Kordofan and Blue Nile states, in 2018.⁴⁵ However, the UN hopes that ongoing efforts towards peace negotiations would encourage a resolution to catalyse larger scale clearance operations in 2019.⁴⁶

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- 1 Email from Hatim Khamis Rahama, Technical Advisor, NMAC, 1 May 2019.
 - 2 Email from Hatim Khamis Rahama, NMAC, 1 May 2019 and interview in Geneva, 24 May 2019.
 - 3 Email from Hatim Khamis Rahama, NMAC, 3 March 2018; and interview in Geneva, 24 May 2019. NMAC previously reported to Mine Action Review that each area had an estimated size of 1km². In May 2019, it clarified that this had been a reporting error.
 - 4 Emails from Hatim Khamis Rahama, NMAC, 1 May 2019 and 14 June 2018.
 - 5 The locations are based on a review of sites in the UNMAO database by Mine Action Review.
 - 6 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.
 - 7 Emails from Mohamed Kabir, Chief Information Officer, UNMAO, 27 June 2011; and Hatim Khamis Rahama, NMAC, 14 June 2018.
 - 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 claimed 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 Emails from Hatim Khamis Rahama, NMAC, 1 May and 3 March 2018; and from Ali Abd Allatif Ibrahim, NMAC, 18 May 2017.
 - 11 See Cluster Munition Monitor, "Country Profile: Sudan: Cluster Munition Ban Policy", updated 23 August 2014.
 - 12 Email from Dandan Xu, Associate Programme Management Officer, UNMAS, 12 July 2017.
 - 13 Email from Colin Williams, Deputy Programme Manager, Ordnance Disposal Office (ODO), UNAMID, 1 June 2018.
 - 14 UNMAS, "2019 Portfolio of Mine Action Projects, Sudan".
 - 15 UNMAS, "2018 Portfolio of Mine Action Projects, Sudan".
 - 16 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.
 - 17 UNMAS, "2019 Portfolio of Mine Action Projects, Sudan".
 - 18 Revised Anti-Personnel Mine Ban Convention (APMBC) Article 5 deadline Extension Request, 30 July 2013, p. 6.
 - 19 UNMAS, "About UNMAS in Sudan (Excluding Darfur), March 2018, at: <http://bit.ly/2H12IWR>; and email from Javed Habibulhaq, Programme Manager, UNMAS, 13 June 2016.
 - 20 UNMAS, "2017 Portfolio of Mine Action Projects, Sudan".
 - 21 UNMAS, "2019 Portfolio of Mine Action Projects, Sudan".
 - 22 Email from Hatim Khamis Rahama, NMAC, 1 May 2019.
 - 23 Emails from Hatim Khamis Rahama, NMAC, 13 May 2018; and Ali Abd Allatif Ibrahim, NMAC, 4 June 2017; UNMAS, "2017 Portfolio of Mine Action Projects, Sudan"; APMBC Article 7 Reports (for 2015), Form F; and (for 2014), Form A.
 - 24 Email from Hatim Khamis Rahama, NMAC, 1 May 2019.
 - 25 Ibid.
 - 26 Ibid.
 - 27 Ibid.
 - 28 Emails from Ahmed Elser Ahmed Ali, NMAC, 9 May and 8 June 2016; and Third APMBC Article 5 deadline Extension Request, March 2018, pp. 37–38.
 - 29 Email from Javed Habibulhaq, UNDP, 11 May 2015.
 - 30 Email from Dandan Xu, Associate Programme Management Officer, UNMAS, 28 June 2019.
 - 31 Emails from Hatim Khamis Rahama, NMAC, 1 May 2019 and 13 May 2018.
 - 32 Email from Hatim Khamis Rahama, NMAC, 1 May 2019.
 - 33 Emails from Hatim Khamis Rahama, NMAC, 1 May 2019 and 13 May 2018.
 - 34 Emails from Ahmed Elser Ahmed Ali, NMAC, 9 May and 8 June 2016.
 - 35 Email from Hatim Khamis Rahama, NMAC, 1 May 2019.
 - 36 Ibid.
 - 37 APMBC Article 7 Report (for 2018), p. 19.
 - 38 Email from Hatim Khamis Rahama, NMAC, 1 May 2019.
 - 39 Ibid.
 - 40 Email from Hatim Khamis Rahama, NMAC, 3 March 2018.
 - 41 Ibid.
 - 42 Email from Ali Abd Allatif Ibrahim, NMAC, 18 May 2017.
 - 43 Email from Hatim Khamis Rahama, NMAC, 1 May 2019.
 - 44 Ibid.
 - 45 Ibid.; and Article 7 Report (for 2018), p. 17.
 - 46 UNMAS, "2019 Portfolio of Mine Action Projects, Sudan".