

CLUSTER MUNITION MONITOR 2021



CLUSTER MUNITION MONITOR 2021

12th ANNUAL EDITION

Monitoring and Research Committee, ICBL-CMC Governance Board
Colombian Campaign to Ban Landmines • DanChurchAid • Danish Refugee Council
Human Rights Watch • Humanity & Inclusion • Mines Action Canada
Research team leaders • ICBL-CMC staff experts

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Landmine and Cluster Munition Monitor provides research and monitoring for the Cluster Munition Coalition (CMC) and the International Campaign to Ban Landmines (ICBL) and is a formal program of the ICBL-CMC. For more information visit www.the-monitor.org or email monitor2@icblcmc.org.

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CLUSTER MUNITION COALITION

The Cluster Munition Coalition (CMC) is an international civil society campaign working to eradicate cluster munitions and prevent further harm from these weapons. The CMC works through its members to change the policy and practice of governments and organizations and to raise awareness of the devastation that cluster munitions cause.

The CMC is committed to the 2008 Convention on Cluster Munitions as the best framework for ending the use, production, stockpiling, and transfer of cluster munitions and for destroying stockpiles, clearing contaminated areas, and assisting affected communities.

The CMC calls for universal adherence to the Convention on Cluster Munitions and its full implementation by all, including:

- No more use, production, transfer, and stockpiling of cluster munitions by any actor under any circumstances;
- Rapid destruction of all remaining stockpiles of cluster munitions;
- Efficient clearance and destruction of all cluster munition remnants in cluster munition-contaminated areas; and
- Fulfillment of the rights and needs of all cluster munition and explosive remnants of war (ERW) victims.

PREFACE

CLUSTER MUNITIONS

Cluster munitions pose significant dangers to civilians for two principal reasons: their impact at the time of use and their deadly legacy. Launched from the ground or dropped from the air, cluster munitions consist of containers that open and disperse submunitions indiscriminately over a wide area, claiming both civilian and military victims. Many explosive submunitions, also known as bomblets, fail to detonate as designed when they are dispersed, becoming *de facto* landmines that kill and maim indiscriminately long after the conflict has ended and create barriers to socio-economic development.

To protect civilians from the effects of cluster munitions, Norway and other like-minded countries initiated a fast-track diplomatic process in 2006 aimed at creating a new international treaty. Working in partnership with United Nations (UN) agencies, the International Committee of the Red Cross (ICRC), and civil society organizations grouped under the Cluster Munition Coalition (CMC), the fast-track Oslo Process resulted in the adoption of the Convention on Cluster Munitions in May 2008.

The tenth anniversary of the entry into force of the Convention on Cluster Munitions was marked on 1 August 2020. The convention prohibits the use, production, transfer, and stockpiling of cluster munitions. It also requires destruction of stockpiled cluster munitions within eight years, clearance of cluster munition remnants within 10 years, and assistance to victims, including those injured by submunitions as well as the families of those injured or killed, and affected communities.

CLUSTER MUNITION COALITION

Launched by non-governmental organizations (NGOs) in November 2003, the CMC plays a crucial facilitating role in leading global civil society action in favor of the ban on cluster munitions. With campaign contacts in more than 100 countries, the CMC works for the full universalization and implementation of the Convention on Cluster Munitions. In January 2011, the CMC merged with the International Campaign to Ban Landmines (ICBL) to become the ICBL-CMC, but the CMC and ICBL remain two distinct and strong campaigns.

LANDMINE AND CLUSTER MUNITION MONITOR

Landmine and Cluster Munition Monitor provides research and monitoring for both the CMC and the ICBL, on the Convention on Cluster Munitions and Mine Ban Treaty respectively. Created by the ICBL as Landmine Monitor in June 1998, the initiative became the research and monitoring arm of the CMC in 2008 and changed its name in 2010 to Landmine and Cluster Munition Monitor, known simply as “the Monitor.”

The Monitor represents the first time that NGOs have come together in a coordinated, systematic, and sustained way to monitor humanitarian disarmament treaties and to regularly document progress and problems. Established in recognition of the need for independent reporting and evaluation, the Monitor has put into practice the concept of civil society-based verification that is now employed in many similar contexts. It has become the *de facto* monitoring regime for both treaties, monitoring and reporting on States Parties’ implementation and compliance, and more generally, assessing the international community’s response to the humanitarian problems caused by landmines, cluster munitions, and other explosive remnants of war (ERW). The Monitor’s reporting complements transparency reporting by states required under the treaties, and reflects the shared view that transparency, trust, and mutual collaboration are crucial elements for the successful eradication of antipersonnel mines and cluster munitions.

The Monitor is not a technical verification system or a formal inspection regime. It is an attempt by civil society to hold governments accountable for the legal obligations they have accepted with respect to antipersonnel mines and cluster munitions. This is done through extensive collection and analysis of publicly available information, including via field missions in some instances. The Monitor works in good faith to provide factual information about issues it is monitoring in order to benefit the international community as a whole. It aims to promote and advance discussion in support of the goal of a world free of landmines and cluster munitions.

A Monitoring and Research Committee coordinates the Monitor system and has overall decision-making responsibility for the Monitor’s research products, acting as a standing committee of the ICBL-CMC Governance Board. To prepare this report, an Editorial Team gathered information with the aid of a global reporting network comprised of more than a dozen researchers with the assistance of CMC campaigners. Researchers contributed primarily to country profiles, available on the Monitor’s website at www.the-monitor.org.

Unless otherwise specified, all translations were done by the Monitor.

The Monitor is a system that is continuously updated, corrected, and improved, and as was the case in previous years, the Monitor acknowledges that this ambitious report is limited by the time, resources, and information sources available. Comments, clarifications, and corrections from governments and others are sought in the spirit of dialogue and in the common search for accurate and reliable information on this important subject.

ABOUT THIS REPORT

This is the twelfth annual *Cluster Munition Monitor* report. It is the sister publication to the *Landmine Monitor* report, which has been issued annually since 1999.

Cluster Munition Monitor 2021 covers cluster munition ban policy, use, production, transfers, and stockpiling globally; and contains information on developments and challenges in assessing and addressing the impact of cluster munition contamination and casualties through clearance, risk education, and victim assistance. While its principal frame of reference is the Convention on Cluster Munitions, other relevant international law is reviewed, including the Convention on the Rights of Persons with Disabilities (CRPD). The report focuses on calendar year 2020, with information included up to August 2021 where possible.

ACKNOWLEDGMENTS

A broad-based network of individuals, campaigns, and organizations from around the world produced this report. It was assembled by a dedicated team of researchers and editors with the support of a significant number of donors.

Researchers are cited separately on the Monitor website at www.the-monitor.org. The Monitor is grateful to everyone who contributed to the research for this report. We wish to thank the scores of individuals, campaigns, NGOs, international organizations, field practitioners, and governments who provided us with essential information. We are grateful to ICBL-CMC staff for their review of the content of the report and their assistance in the release, distribution, and promotion of Monitor reports.

Responsibility for the coordination of the Monitor lies with the Monitoring and Research Committee comprised of six NGOs, as well as Monitor research team leaders and ICBL-CMC staff. The committee's members include: the Colombian Campaign to Ban Landmines (Camilo Serna), DanChurchAid (Lene Rasmussen), Danish Refugee Council (Richard MacCormac), Human Rights Watch (Stephen Goose), Humanity & Inclusion (Alma Taslidžan Al-Osta), Mines Action Canada (Paul Hannon), Loren Persi Vicentic (Impact research team leader), Kasia Derlicka-Rosenbauer (ICBL-CMC government liaison and policy manager), Diana Carolina Prado Mosquera (ICBL-CMC advocacy and campaigns manager), Marion Loddo (Monitor editorial manager), and *ex officio* member Hector Guerra (ICBL-CMC director).

From January to August 2021, the Monitor's Editorial Team undertook research, updated country profiles, and produced thematic overviews for *Cluster Munition Monitor 2021*. The Editorial Team included:

- **Ban policy:** Mary Wareham, Stephen Goose, Mark Hiznay, Jacquelyn Kantack, and Yeshua Moser-Puangsuwan;
- **Impact:** Loren Persi Vicentic, Ruth Bottomley, and Éléa Boureux, with assistance from Mathilda Englund and Marianne Schulze; and
- **Support for mine action:** Marion Loddo.

Marion Loddo provided final editing in July and August 2021 with assistance from Michael Hart (publications consultant).

Report and cover design was created by Lixar I.T. Inc. Pole Communication printed the report in Switzerland. The front cover photograph was provided by Aris Messinis/AFP and back cover photographs provided by Sean Sutton/Mines Advisory Group (MAG). Additional photographs found within *Cluster Munition Monitor 2021* were provided by multiple photographers, cited with each photograph.

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- Government of Norway
- Government of Switzerland
- Holy See

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ABBREVIATIONS AND ACRONYMS

BAC	battle area clearance
CBU	cluster bomb unit
CHA	confirmed hazardous area
CCW	1980 Convention on Conventional Weapons
CMC	Cluster Munition Coalition
CMR	cluster munition remnants
CRPD	Convention on the Rights of Persons with Disabilities
DCA	DanChurchAid
DPICM	dual-purpose improved conventional munition
DRC	Danish Refugee Council
EORE	explosive ordnance risk education
ERW	explosive remnants of war
HI	Humanity & Inclusion (formerly Handicap International)
HRW	Human Rights Watch
ICBL	International Campaign to Ban Landmines
ICRC	International Committee of the Red Cross
NGO	non-governmental organization
NSAG	non-state armed group
NTS	non-technical survey
SHA	suspected hazardous area
TS	technical survey
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
UNMAS	United Nations Mine Action Service
UXO	unexploded ordnance

GLOSSARY

Battle area clearance (BAC) – The systematic and controlled clearance of dangerous areas where the explosive hazards are known not to include landmines.

Clearance – Tasks or actions to ensure the removal and/or the destruction of all mine and ERW hazards from a specified area to a specified depth.

Cluster bomb – Air-dropped cluster munition.

Cluster munition – According to the Convention on Cluster Munitions a cluster munition is “A conventional munition that is designed to disperse or release explosive submunitions each weighing less than 20 kilograms, and includes those explosive submunitions.” Cluster munitions consist of containers and submunitions. Launched from the ground or air, the containers open and disperse submunitions (or bomblets, from fixed dispensers) over a wide area. Submunitions are typically designed to pierce armor, kill personnel, or both.

Confirmed hazardous area (CHA) – An area where the presence of landmines, mine, unexploded submunition or bomblet, and other ERW (mines/ERW) contamination has been confirmed on the basis of direct evidence of the presence of mines/ERW.

Convention on Cluster Munitions – An international convention adopted in May 2008 and opened for signature in December 2008, which entered into force on 1 August 2010. The United Nations Secretary-General is the depository. The convention prohibits the use, production, stockpiling, and transfer of cluster munitions. It also requires stockpile destruction, clearance, and victim assistance.

Diversity – A term that refers to the different aspects that make up a person’s social identity, for example: age, (dis)ability, faith, and ethnicity, among others.

Dual-purpose improved conventional munition (DPICM) – A type of cluster munition that can be used against both personnel and material targets, including armor.

Explosive ordnance risk education (EORE) – Activities which seek to reduce the risk of death and injury from explosive ordnance by raising the awareness of women, girls, boys, and men in accordance with their different vulnerabilities, roles, and needs and by promoting behavioral change. This includes public information dissemination, education and training, and community liaison.

Explosive remnants of war (ERW) – Under Protocol V to the Convention on Conventional Weapons, explosive remnants of war are defined as unexploded ordnance and abandoned explosive ordnance. Mines are explicitly excluded from the definition.

Gender – A term that refers to the range of characteristics, norms, behaviors, and roles associated with women, men, girls, and boys, as well as relationships with each other, and that are socially constructed. As a social construct, gender varies according to socio-economic, political, and cultural contexts, and can change over time.

Humanitarian mine action (HMA) – All activities aimed at significantly reducing or completely eliminating the threat and impact of landmines and ERW upon civilians and their livelihoods. This includes: the survey and assessment, mapping and marking, and clearance of contaminated areas; capacity-building and coordination; risk education; victim assistance; stockpile destruction; and ban advocacy.

Interoperability – In relation to Article 21 of the Convention on Cluster Munitions, interoperability refers to joint military operations with states not party to the convention that might engage in activities prohibited to a State Party.

Intersectionality – A concept that captures the consequences of two or more combined systems of discrimination, and addresses the manner in which they contribute to create layers of inequality.

Non-state armed groups (NSAGs) – For the Monitor’s purposes, non-state armed groups include organizations carrying out armed rebellion or insurrection, as well as a broader range of non-state entities, such as criminal gangs and state-supported proxy forces.

Non-technical survey (NTS) – The collection and analysis of data, without the use of technical interventions, about the presence, type, distribution, and surrounding environment of mine/ERW contamination, in order to define better where mine/ERW contamination is present, and where it is not, and to support land release prioritization and decision-making processes through the provision of evidence. Non-technical survey activities typically include, but are not limited to, desk studies seeking information from central institutions and other relevant sources, as well as field studies of the suspected area.

Oslo Process – The diplomatic process undertaken from 2006–2008 that led to the negotiation, adoption, and signing of the 2008 Convention on Cluster Munitions.

Self-destruct mechanism – Under the Convention on Cluster Munitions, an “incorporated automatically-functioning mechanism which is in addition to the primary initiating mechanism of the munition and which secures the destruction of the munition into which it is incorporated.”

Self-deactivating – Under the Convention on Cluster Munitions, automatically rendering a munition inoperable by making an essential component (e.g. a battery) non-functional.

Submunition – Any munition that, to perform its task, separates from a parent munition (cluster munition). All air-dropped submunitions are commonly referred to as “bomblets,” although the term bomblet has a specific meaning in the Convention on Cluster Munitions. When ground-launched, they are sometimes called “grenades.”

Suspected hazardous area (SHA) – An area where there is reasonable suspicion of mine/ERW contamination on the basis of indirect evidence of the presence of mines/ERW.

Technical survey (TS) – The collection and analysis of data, using appropriate technical interventions, about the presence, type, distribution, and surrounding environment of mine/ERW contamination, in order to define better where mine/ERW contamination is present, and where it is not, and to support land release prioritization and decision-making processes through the provision of evidence. Technical survey activities may include visual search, instrument-aided surface search, and shallow- or full sub-surface search.

Unexploded submunitions or unexploded bomblets – Submunitions or bomblets that have failed to explode as intended at the time of use, becoming unexploded ordnance.

Unexploded ordnance (UXO) – Munitions that were prepared to explode but for some reason failed to detonate.

Victim – According to the Convention on Cluster Munitions, “all persons who have been killed or suffered physical or psychological injury, economic loss, social marginalization or substantial impairment of the realization of their rights caused by the use of cluster munitions. They include those persons directly impacted by cluster munitions as well as their affected families and communities.”

2008 CONVENTION ON CLUSTER MUNITIONS

Table Key

States Parties: Ratified or acceded as of 15 August 2021

Signatories: Signed, but not yet ratified as of 15 August 2021

Non-signatories: Not yet acceded as of 15 August 2021

The Americas

Antigua & Barbuda	Guyana
Belize	Honduras
Bolivia	Mexico
Canada	Nicaragua
Chile	Panama
Colombia	Paraguay
Costa Rica	Peru
Cuba	Saint Kitts & Nevis
Dominican Rep.	Saint Lucia
Ecuador	Saint Vincent & the Grenadines
El Salvador	Trinidad and Tobago
Grenada	Uruguay
Guatemala	
Jamaica	Haiti
Argentina	Suriname
Bahamas	United States
Barbados	Venezuela
Brazil	
Dominica	

East & South Asia & the Pacific

Afghanistan	Nauru
Australia	Niue
Cook Islands	New Zealand
Fiji	Palau
Japan	Philippines
Lao PDR	Samoa
Maldives	Sri Lanka
Indonesia	
Bangladesh	Mongolia
Bhutan	Myanmar
Brunei Darussalam	Nepal
Cambodia	Pakistan
China	Papua New Guinea
India	Singapore
Kiribati	Solomon Islands
Korea, North	Thailand
Korea, South	Timor-Leste
Malaysia	Tonga
Marshall Islands	Tuvalu
Micronesia, Fed. States of	Vanuatu
	Vietnam

Europe, the Caucasus & Central Asia

Albania	Holy See	Netherlands
Andorra	Hungary	North Macedonia
Austria	Iceland	Norway
Belgium	Ireland	Portugal
Bosnia & Herzegovina	Italy	San Marino
Bulgaria	Liechtenstein	Slovakia
Croatia	Lithuania	Slovenia
Czech Republic	Luxembourg	Spain
Denmark	Malta	Sweden
France	Moldova	Switzerland
Germany	Monaco	United Kingdom
Cyprus	Montenegro	
Armenia	Kazakhstan	Tajikistan
Azerbaijan	Kyrgyzstan	Turkey
Belarus	Latvia	Turkmenistan
Estonia	Poland	Ukraine
Finland	Romania	Uzbekistan
Georgia	Russia	
Greece	Serbia	

Middle East & North Africa

Iraq	Palestine	Tunisia
Lebanon		
Algeria	Kuwait	Syria
Bahrain	Libya	United Arab Emirates
Egypt	Morocco	Yemen
Iran	Oman	
Israel	Qatar	
Jordan	Saudi Arabia	

Sub-Saharan Africa

Benin	Ghana	Rwanda
Botswana	Guinea	São Tomé & Príncipe
Burkina Faso	Guinea-Bissau	Senegal
Burundi	Lesotho	Seychelles
Cameroon	Madagascar	Sierra Leone
Cape Verde	Malawi	Somalia
Chad	Mali	South Africa
Congo, Rep.	Mauritania	Togo
Comoros	Mauritius	Zambia
Côte d'Ivoire	Mozambique	
Eswatini	Namibia	
Gambia	Niger	
Angola	Djibouti	Nigeria
Central African Rep.	Kenya	Tanzania
Congo, Dem Rep.	Liberia	Uganda
Equatorial Guinea	Gabon	Sudan
Eritrea	South Sudan	Zimbabwe
Ethiopia		

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This young girl was injured by a cluster munition in Syria in 2015. She is pictured at the Community Development Center in Irbid governorate, Jordan, where she receives regular follow-up care for her prosthesis.

© Said Khlaifat/Hi, February 2021

MAJOR FINDINGS

STATUS OF THE 2008 CONVENTION ON CLUSTER MUNITIONS

- The Convention on Cluster Munitions has a total of 110 States Parties, as well as 13 signatories which have yet to ratify it. The last country to join the convention was Saint Lucia, which acceded to it in September 2020.
- A record high of 147 states, including 33 non-signatories, voted in favor of an annual United Nations General Assembly (UNGA) resolution promoting the convention in December 2020. For the first time, no country voted against the resolution.

USE OF CLUSTER MUNITIONS

- There have been no reports or allegations of new use of cluster munitions by any State Party since the adoption of the convention in May 2008.
- In the reporting period, between August 2020 and July 2021, cluster munitions were used in Syria, and by Armenia and Azerbaijan in the conflict over Nagorno-Karabakh.
- Syria is the only country to have experienced continued use of these weapons since 2012.
- There were allegations that cluster bombs were used in the Tigray region of Ethiopia in 2020–2021, but there was insufficient evidence to confirm the allegations.

CASUALTIES AND CONTAMINATION

- Globally, 360 new cluster munition casualties were recorded in 2020, killing 107 people and leaving 242 injured. The survival status for 11 casualties was unknown. This marks a continuing increase from the updated annual totals of 317 casualties in 2019 (14%) and 277 casualties in 2018 (30%).
- Civilians accounted for all casualties whose status was recorded in 2020. This is consistent with statistics on cluster munition casualties for all time, due to the indiscriminate and inhumane nature of these weapons.

- With 126 child casualties recorded in 2020, children accounted for 44% of all casualties where the age group was reported.
- Almost a quarter of casualties where the age and sex were reported (24% or 54 casualties) were women and girls.
- Half of all casualties in 2020 were recorded in Syria (182), where casualties occurred both due to cluster munition *remnants* and during cluster munition *attacks*.
- The highest number of casualties resulting from cluster munition *attacks* was recorded in Azerbaijan (107).
- In 2020, casualties due to cluster munition *remnants* were recorded in seven countries—Afghanistan, Cambodia, Iraq, Lao PDR, South Sudan, Syria, and Yemen—and one other area, Nagorno-Karabakh.
- A total of 29 countries and other areas remain contaminated by cluster munition remnants: 10 States Parties, two signatories, 14 non-signatories, and three other areas. New use in 2020 resulted in contamination in non-signatories Armenia, Azerbaijan, and Syria, and other area Nagorno-Karabakh.

STOCKPILE DESTRUCTION

- Since the convention's adoption, States Parties have collectively destroyed 99% of the total global cluster munitions stocks that they declared, destroying nearly 1.5 million cluster munitions and 178 million submunitions.
- In 2020, States Parties Bulgaria, Peru, and Slovakia destroyed a total of 2,273 stockpiled cluster munitions and more than 52,000 submunitions.
- In 2021, two States Parties requested and received extensions to their stockpile destruction deadlines: Bulgaria by two years (until October 2022) and Peru by three years (until April 2024).
- The Czech Republic, the Netherlands, and Slovakia destroyed their respective stocks of cluster munitions retained for permitted research and training purposes in 2020. Only 10 States Parties still see a need to retain live cluster munitions for such purposes.

CLEARANCE OF CLUSTER MUNITION REMNANTS

- In 2020, States Parties reported clearance of approximately 63.4km² of cluster munition contaminated land and the destruction of more than 80,900 submunitions. This represents a 23% decrease from the 82.3km² reported cleared and a 16% decrease from the 96,500 submunitions destroyed in 2019.
- Two States Parties completed clearance of areas contaminated by cluster munition remnants in 2020: Croatia and Montenegro. This brings to six the total number of States Parties that have fulfilled their clearance obligations since the entry into force of the convention.
- Four States Parties appear to be on target to meet their Article 4 deadlines to clear all contaminated areas: Bosnia and Herzegovina (BiH), Chad, Germany, and Lebanon. For another three, it is uncertain or unlikely that they will meet their clearance deadlines: Iraq, Lao PDR, and Somalia.
- Three States Parties requested an extension to their clearance deadlines in 2021: Afghanistan by four years (until March 2026), Chile by one year (until June 2022), and Mauritania by two years (until August 2024). Extension requests will be considered during the Second Review Conference in September 2021.

RISK EDUCATION

- The majority of cluster munition contaminated States Parties have some form of provision of risk education. Only Lao PDR has risk education directed predominantly at addressing the risk behaviors associated with cluster munition remnants.
- In 2020, States Parties Afghanistan, BiH, Chad, Iraq, Lao PDR, and Lebanon provided risk education specifically targeting groups vulnerable to the threat of cluster munition remnants contamination, including children and hard-to-reach nomadic groups. Some efforts were also made to better reach persons with disabilities through adapted materials and approaches.
- Several affected States Parties adapted risk education delivery in 2020 to the changing circumstances brought about by the COVID-19 pandemic, which both restricted operations and created opportunities for testing new innovative approaches.
- During 2020, emergency risk education was carried out to alert communities to the risks of contamination from recent or ongoing conflicts in non-signatories Libya, Syria, Yemen, and other area Nagorno-Karabakh.

VICTIM ASSISTANCE

- Efforts to improve the quality and quantity of rehabilitation programs for survivors were reported in most of the 12 States Parties acknowledging responsibility for cluster munition victims, despite ongoing funding shortages and obstacles to victim assistance services amid the COVID-19 pandemic.
- All these States Parties, except Sierra Leone, had a designated victim assistance focal point for cluster munition victims. Only about half had the necessary national strategies or planning in place for victim assistance: Albania, BiH, Chad, Iraq, Lao PDR, and Lebanon.
- Several states still needed to conduct surveys to establish if they have cluster munition victims and/or collect data on victims and their needs, including BiH, Guinea-Bissau, Iraq, Mauritania, Montenegro, and Sierra Leone.
- Integrating victim assistance into public health systems is increasingly recognized as essential for the sustainability of physical rehabilitation services. But, in all States Parties with cluster munitions victims, there remains a clear need to expand and strengthen the availability, capacity, and quality of—as well as access to—those services.
- Some limited progress was reported in ensuring survivor inclusion in social, economic, and educational activities in Afghanistan, BiH, Chad, Lao PDR, Lebanon, Montenegro, and Sierra Leone.
- Measures to address the trauma and ongoing mental health impacts on cluster munition victims were scarce. Lao PDR was the only State Party to report on psychological support that directly reached cluster munition victims.

PRODUCTION AND TRANSFER

- None of the 16 countries that still produce cluster munitions, or reserve the right to do so, are party to the convention.
- China and Russia are actively researching and developing new types of cluster munitions.
- In the past, at least 15 countries have transferred more than 50 types of cluster munitions to at least 60 other countries.

TRANSPARENCY REPORTING

- A total of 100 States Parties have submitted an initial Article 7 transparency report, which represents more than 90% of those for which the obligation currently applies. Of the 10 States Parties yet to fulfil their initial transparency reporting requirement, Cape Verde and Comoros are a decade late.
- Compliance with the annual reporting requirement is less impressive, with only 60 States Parties having provided their annual updated reports due by 30 April 2021.



A car drives past the remains of a rocket shell on a road near the town of Shusha in the disputed Nagorno-Karabakh region in October 2020, amid the conflict between Armenia and Azerbaijan.

© Karen Minasyan/AFP, October 2020

CLUSTER MUNITION BAN POLICY

INTRODUCTION

The 2008 Convention on Cluster Munitions seeks to provide the vehicle for a world without cluster munitions following the unacceptable harm caused by these weapons. Collaborative work to advance this international treaty continues apace despite the upheavals brought about by the COVID-19 pandemic since March 2020.

Adopted in Dublin, Ireland on 30 May 2008, the convention entered into force on 1 August 2010 and is now into its second decade.¹ Its 110 States Parties are adhering to the convention's comprehensive prohibitions.

Successful implementation can be seen in the 36 States Parties that have destroyed their stocks of cluster munitions, most recently Switzerland in March 2019. Bulgaria, Peru, and Slovakia destroyed a total of 2,273 cluster munitions and more than 52,000 submunitions from their stockpiles in 2020.

There was good news from the Czech Republic, the Netherlands, and Slovakia, which no longer retain cluster munitions for research and development purposes after destroying their respective stocks in 2020. This shows how a vast majority of the convention's states and the Cluster Munition Coalition (CMC) see no need to retain live cluster munitions for such purposes.

The convention's work is not without its challenges. The pace of universalization has slowed and no country has joined the convention since Saint Lucia in September 2020. There was little movement towards ratification in the 13 signatories yet to ratify the convention. None of the 10 States Parties with late initial transparency reports managed to turn them in over the past year and some reports are now more than a decade overdue.

¹ Only 16 of the 107 governments that participated in the Dublin negotiations and adopted the Convention on Cluster Munitions on 30 May 2008 have not joined the convention: Argentina, Bahrain, Brunei Darussalam, Cambodia, Estonia, Finland, Kyrgyzstan, Malaysia, Morocco, Papua New Guinea, Qatar, Serbia, Sudan, Timor-Leste, Vanuatu, and Venezuela. Adoption does not carry any legal obligations.

There have been no confirmed reports or allegations of new production or use of cluster munitions by any State Party since the convention was adopted in 2008. However, a handful of states outside the convention risk their reputation by ignoring this life-saving normative framework.

A total of 16 producers of cluster munitions have yet to commit to never produce them in the future, including China and Russia, which are actively researching and developing new types of cluster munitions at state-owned facilities. Private companies have proven more susceptible to the stigmatization of cluster munitions, largely through sustained disinvestment efforts by the financial sector. After acquiring Israel's last cluster munition manufacturer, Israel Military Industries (IMI), Elbit Systems Ltd. confirmed in October 2020 that it has discontinued production, sales, and deliveries of IMI's cluster munitions. United States (US) defense contractor Northrop Grumman announced in January 2021 that it was ending its participation in a US government stockpile management contract to test the shelf-life of cluster munitions.

Armenia and Azerbaijan's use of cluster munitions in their 2020 conflict over the disputed territory of Nagorno-Karabakh was met with strong condemnation and denials from both sides. There are questions over emerging evidence showing that cluster bombs may have been used in Ethiopia's northern Tigray region since the outbreak of hostilities in 2020. Neither Ethiopia nor Eritrea have responded to requests to confirm or deny their possible involvement.

Any use of cluster munitions must be met with unequivocal condemnation. To uphold the object and purpose of the Convention on Cluster Munitions, States Parties should fulfill their obligations to promote the convention's norms by discouraging the use of cluster munitions.² The strength of the convention's provisions lie in how they are upheld and defended, particularly at the review conferences, which take place every five years.

The convention's community of states and Implementation Support Unit, United Nations (UN) agencies, institutions such as the International Committee of the Red Cross (ICRC), and the non-governmental organizations (NGOs) within the CMC are working hard to adapt the convention's work to the restrictions brought about by the COVID-19 pandemic and hold the milestone Second Review Conference. Part one of the review conference took place entirely virtually in November 2020 and was the first meeting of a humanitarian disarmament treaty convention to be broadcast live on UN Web TV. Part two is scheduled for September 2021, again under the president Ambassador Félix Baumann of Switzerland.

This ban overview covers activities during the second half of 2020 and the first half of 2021. The findings are drawn from detailed country profiles available on the Monitor website.³

UNIVERSALIZATION

The Convention on Cluster Munitions requires its States Parties to encourage other states to ratify, accept, approve, or accede to it, with the goal of attracting adherence by all.⁴

ACCESSIONS

Since the convention entered into force in August 2010, states can no longer sign it but must join through a process known as accession.⁵ Saint Lucia was the last country to accede, in September 2020.

² Human Rights Watch (HRW) and Harvard Law School's International Human Rights Clinic (IHRC), "The Case for Condemnation: Denouncing All Use of Cluster Munitions," April 2021, bit.ly/IHRCCLusterMunitionsApril2021.

³ See ICBL-CMC country profiles, www.the-monitor.org/cp.

⁴ Accession, ratification, and other methods of joining the convention usually require parliamentary approval, typically in the form of legislation.

⁵ Accession is essentially a process that combines signature and ratification into a single step.

There were few notable developments concerning accessions during the reporting period. South Sudan's voluntary Article 7 transparency report for the convention confirmed in April 2021 that its parliament is still considering a proposal to accede to the convention.⁶

Several non-signatories reiterated their largely negative views on the convention in 2020 and the first half of 2021, some repeating their grievances word for word. For example, in November 2020, Brazil reiterated its criticism of the convention's alleged "loopholes" and claimed its effectiveness is "undermined" by the interoperability provisions on relations with states not party contained in Article 21.⁷

A total of nine states acceded to the convention between August 2010 and the First Review Conference in September 2015, while six more states acceded between 2015–2021.⁸ Nearly two-thirds of UN member states have joined the convention, and all except seven North Atlantic Treaty Organization (NATO) member states have joined.⁹ Of the 27 European Union (EU) member states, all except six have joined the convention.¹⁰ In the Americas region, all except eight countries have signed or ratified the convention, while all except seven countries in Sub-Saharan Africa have done so.

The 74 states that remain outside the convention include three members of the UN Security Council—China, Russia, and the US—and 13 more states that also produce cluster munitions.

RATIFICATIONS

In total, 88% of the convention's signatories have ratified and become fully bound by its provisions, demonstrating that the vast majority of signatories ultimately followed through on their pledge to ratify. A total of 40 states ratified the convention before it entered into force on 1 August 2010, while 46 ratified between then and the First Review Conference in September 2015.¹¹ Ten more states have ratified the convention in the five years leading to the Second Review Conference, which demonstrates a significant slowing of the pace of ratification.

During the reporting period, no signatory has ratified the convention. São Tomé and Príncipe was the last country to ratify the convention, in January 2020.

Signatories yet to ratify the Convention on Cluster Munitions

Angola
Central African Republic
Cyprus
Democratic Republic of the Congo
Djibouti
Haiti
Indonesia
Jamaica
Kenya
Liberia
Nigeria
Tanzania
Uganda

⁶ South Sudan Convention on Cluster Munitions Article 7 Report (voluntary), 29 April 2021. See, Convention on Cluster Munitions Article 7 Database, bit.ly/Article7DatabaseCCM.

⁷ Statement of Brazil, UN General Assembly (UNGA) First Committee on Disarmament and International Security, New York, 6 November 2020, bit.ly/BrazilStatement6Nov2020. The statement is identical to the one provided previously, in 2019. Statement of Brazil, UNGA First Committee on Disarmament and International Security, New York, 5 November 2019, bit.ly/BrazilStatement5Nov2019.

⁸ A total of nine states acceded to the convention between August 2010 and the First Review Conference in September 2015: Andorra, Belize, Eswatini, Grenada, Guyana, Palestine, Saint Kitts and Nevis, Slovakia, and Trinidad and Tobago. In the six years since then, six states have acceded to the convention, as of 1 August 2021: Cuba, Maldives, Mauritius, Niue, Saint Lucia, and Sri Lanka.

⁹ The NATO member states that have not signed or ratified the convention are: Estonia, Greece, Latvia, Poland, Romania, Turkey, and the US.

¹⁰ The non-signatories from the EU are: Estonia, Finland, Greece, Latvia, Poland, and Romania.

¹¹ Prior to entry into force, four states ratified upon signing the convention in December 2008: Holy See, Ireland, Norway, and Sierra Leone; while 22 ratified in 2009 and 12 did so in 2010 before 1 August.

Of the 13 signatories still to ratify the convention, nine are in Sub-Saharan Africa, two are in the Caribbean, one is from Europe, and one is from the Asia-Pacific.¹²

Nigeria's Federal Executive Council reportedly approved a memo recommending ratification of the convention in June 2021.¹³

The other signatories still do not appear to have referred requests to ratify the convention to their respective parliaments for consideration and approval. Cyprus remains the last EU state to have signed but not ratified the convention, after its parliament put the ratification "on hold" in 2013.¹⁴

MEETINGS AND ACTIONS ON CLUSTER MUNITIONS

The Permanent Representative of Switzerland to the UN in Geneva, Ambassador Félix Baumann, is serving as president of the convention's Second Review Conference, the first part of which was held virtually on 25–27 November 2020. The second part of the review conference was delayed until September 2021 due to public health requirements brought about by the pandemic.

A total of 76 countries attended the first part of the Second Review Conference in November 2020: 60 States Parties, three signatories, and 13 non-signatories, in addition to UN agencies, the ICRC, and the CMC.

The CMC continues its advocacy work in support of the convention's universalization and implementation, cooperating closely with the convention's presidency, States Parties, the ICRC, and the Implementation Support Unit. During the reporting period, the CMC engaged virtually in bilateral meetings with states not party. It started promoting universalization of the convention through the Human Rights Council process of Universal Periodic Review, resulting in recommendations to Belarus, Estonia, Georgia, Latvia, Libya, Myanmar, Nepal, and Oman to accede to the Convention on Cluster Munitions without delay.

The Convention on Cluster Munitions remains the sole international instrument to eliminate these weapons and the unacceptable harm they cause. During the reporting period there were no formal proposals for the Convention on Conventional Weapons (CCW) to consider cluster munitions again after its failure in 2011 to adopt a new protocol that aimed to legitimize them.

The Permanent Representative of the United Kingdom (UK) to the Conference on Disarmament in Geneva, Ambassador Aidan Liddle, will serve as president of the convention's Tenth Meeting of States Parties, scheduled to be held in 2022.

UN GENERAL ASSEMBLY RESOLUTION 75/62

The annual UN General Assembly (UNGA) resolution promoting the Convention on Cluster Munitions is an indispensable barometer for gauging interest in and support for the convention, particularly from states that have not joined. Since its introduction in 2015, interest in the annual UNGA resolution on the convention has grown steadily.



Physically distanced meeting of the Convention on Cluster Munitions, held in Geneva during the COVID-19 outbreak.

© CCM ISU, September 2020

¹² Signatories are bound by the Vienna Convention on the Law of Treaties not to engage in acts that "would defeat the object and purpose" of any treaty they have signed. The Vienna Convention is considered customary international law and binding on all countries.

¹³ Email from Mimidoo Achakpa, Network Coordinator, IANSA Women's Network Nigeria, 23 June 2021.

¹⁴ Letter from Basil Polemitis, Security Policy Director, Cyprus Ministry of Foreign Affairs, to Mary Wareham, Advocacy Director, Arms Division, HRW, 24 April 2013.

A total of 147 states voted in favor of UNGA Resolution 75/62 on implementation of the convention on 7 December 2020, including 33 non-signatories.¹⁵ As the table below shows, this was the highest number of votes in favor of the annual UNGA resolution on the convention to date. For the first time, no country voted against the resolution, while non-signatories Armenia, Kuwait, Qatar, and Tonga joined the votes in favor.¹⁶

All except three of the 38 states to abstain from voting on the 2020 UNGA resolution are non-signatories to the convention.¹⁷ Madagascar was the only State Party to abstain from the resolution, along with signatories Cyprus and Uganda.¹⁸

Previously, a total of 144 states voted in favor of the 2019 UNGA resolution on the convention, including 29 non-signatories, while Russia was the only country to vote against it.¹⁹

UNGA Resolution on the Convention on Cluster Munitions²⁰

Year	Resolution	In Favour	Against	Abstained
2015	70/54	139	2	39
2016	71/45	141	2	39
2017	72/54	142	2	36
2018	73/54	144	1	38
2019	74/62	144	1	38
2020	75/62	147	0	38

Several states not party—including Argentina, Azerbaijan, Brazil, Iran, Russia, and South Korea—explained their vote on the 2020 UNGA resolution.²¹ Notably, there was no group statement at the 2019 or 2020 UNGA from Estonia, Finland, Greece, Poland, and Romania explaining their vote and lack of accession to the convention, after the group made a joint statement every year from 2015 to 2018.

¹⁵ “Implementation of the Convention on Cluster Munitions,” UNGA Resolution 75/62, 7 December 2020, www.undocs.org/en/A/RES/75/62. The non-signatories that voted in favor of UNGA Resolution 75/62 were Algeria, Armenia, Azerbaijan, Bangladesh, Barbados, Bhutan, Brunei Darussalam, Equatorial Guinea, Eritrea, Ethiopia, Gabon, Jordan, Kazakhstan, Kiribati, Kuwait, Kyrgyzstan, Libya, Malaysia, Marshall Islands, Micronesia, Mongolia, Papua New Guinea, Qatar, Singapore, Solomon Islands, Sudan, Suriname, Thailand, Timor-Leste, Tonga, Tuvalu, Vanuatu, and Yemen.

¹⁶ Previously, Russia voted against the UNGA resolution in 2015–2017 and 2019, while it abstained in 2018. Zimbabwe voted against the UNGA resolution in 2015–2018 and then abstained from the vote in 2019–2020.

¹⁷ The 38 states that abstained from the vote are: Argentina, Bahrain, Belarus, Brazil, China, Cyprus, Egypt, Estonia, Finland, Georgia, Greece, India, Iran, Israel, Latvia, Madagascar, Morocco, Myanmar, Nepal, Oman, Pakistan, Poland, Romania, Russia, Saudi Arabia, Serbia, South Korea, Syria, Tajikistan, Turkey, Uganda, Ukraine, United Arab Emirates (UAE), US, Uzbekistan, Venezuela, Vietnam, and Zimbabwe.

¹⁸ Previously in 2019, Madagascar and Uganda voted in favor of the resolution, while Cyprus abstained.

¹⁹ “Implementation of the Convention on Cluster Munitions,” UNGA Resolution 74/62, 12 December 2019, www.undocs.org/en/A/RES/74/62.

²⁰ See, “Implementation of the Convention on Cluster Munitions,” UNGA Resolution 75/62, 7 December 2020, www.undocs.org/en/A/RES/75/62; “Implementation of the Convention on Cluster Munitions,” UNGA Resolution 74/62, 12 December 2019, www.undocs.org/en/A/RES/74/62; “Implementation of the Convention on Cluster Munitions,” UNGA Resolution 73/54, 5 December 2018, bit.ly/UNGAResolution73-54; “Implementation of the Convention on Cluster Munitions,” UNGA Resolution 72/54, 4 December 2017, bit.ly/UNGAResolution72-54; “Implementation of the Convention on Cluster Munitions,” UNGA Resolution 71/45, 5 December 2016, bit.ly/UNGAResolution71-45; and “Implementation of the Convention on Cluster Munitions,” UNGA Resolution 70/54, 7 December 2015, bit.ly/UNGAResolution70-54.

²¹ Signatory Cyprus also spoke. See, Explanation of vote on draft Resolution A/C.1/L.26, “Implementation of the Convention on Cluster Munitions,” UNGA First Committee on Disarmament and International Security, New York, 6 November 2020, bit.ly/UNGA75FirstCttee6Nov2020.

USE OF CLUSTER MUNITIONS

GLOBAL OVERVIEW

Since the end of World War II, at least 23 governments have used cluster munitions in 41 countries and five other areas. Almost every region of the world has experienced cluster munition use at some point over the past 70 years, including Southeast Asia, Southeast Europe, the Caucasus, the Middle East and North Africa, Sub-Saharan Africa, and Latin America and the Caribbean.

Past use of cluster munitions²²

User state	Locations used
Armenia	Azerbaijan
Azerbaijan	<i>Nagorno-Karabakh</i>
Colombia	Colombia
Eritrea	Ethiopia
Ethiopia	Eritrea
France	Chad, Iraq, Kuwait
Georgia	Georgia, possibly <i>Abkhazia</i>
Iraq	Iran, Iraq
Israel	Egypt, Lebanon, Syria
Libya	Chad, Libya
Morocco	<i>Western Sahara</i> , Mauritania
Netherlands	Former Yugoslavia (<i>Kosovo</i> , Montenegro, Serbia)
Nigeria	Sierra Leone
Russia	<i>Chechnya</i> , Afghanistan (as USSR), Georgia, Syria
Saudi Arabia	Saudi Arabia, Yemen
South Africa	Admitted past use, but did not specify where
Sudan	Sudan
Syria	Syria
Thailand	Cambodia
Ukraine	Ukraine
UK	<i>Falklands/Malvinas</i> , Iraq, Kuwait, former Yugoslavia (<i>Kosovo</i> , Montenegro, Serbia)
US	Afghanistan, Albania, Bosnia and Herzegovina (BiH), Cambodia, Grenada, Iran, Iraq, Kuwait, Lao PDR, Lebanon, Libya, Saudi Arabia, Sudan, Vietnam, former Yugoslavia (<i>Kosovo</i> , Montenegro, Serbia), Yemen
Yugoslavia (former Socialist Republic of)	Albania, BiH, Croatia, <i>Kosovo</i>

Note: Other areas are indicated in *italics*; USSR=Union of Soviet Socialist Republics.

²² This accounting of states using cluster munitions is incomplete as cluster munitions have been used in other countries, but the party responsible for the use is not clear. This includes use in Angola, Armenia, Democratic Republic of the Congo (DRC), Liberia, Mozambique, Myanmar, Somalia, South Sudan, Sri Lanka, Tajikistan, Uganda, and Zambia.

Most states that have not joined the convention have never used cluster munitions. Despite rhetoric to the contrary, only Israel, Russia, and the US are known to be major users *and* producers of cluster munitions.²³

Article 1 of the Convention on Cluster Munitions contains the convention's core preventive measures designed to eliminate future humanitarian problems, most crucially the absolute ban on the use of cluster munitions.

There have been no confirmed reports or allegations of new use of cluster munitions by any State Party since the convention was adopted in 2008.²⁴ Several past users of cluster munitions, such as France, the Netherlands, South Africa, and the UK, are now States Parties to the convention and have committed to never use cluster munitions under any circumstances.

Cluster munitions have been used in eight non-signatories since the convention entered into force in August 2010: Azerbaijan (2020), Cambodia (2011), Libya (2011, 2015, and 2019), South Sudan (2014), Sudan (2012 and 2015), Syria (2012–present), Ukraine (2014–2015), and Yemen (2015–2017).

NEW USE

Cluster munitions were used in Azerbaijan and Nagorno-Karabakh, as well as Syria, during the reporting period (August 2020–July 2021).

Use by Armenia and Azerbaijan

Armenia and Azerbaijan used cluster munitions in the conflict over Nagorno-Karabakh in September–October 2020.

There is compelling evidence that Armenian forces used 300mm Smerch cluster munition rockets or supplied them to Nagorno-Karabakh forces who used them in attacks on at least five locations in Azerbaijan.²⁵ Azerbaijan used Israeli-produced LAR-160 cluster munition rockets, each containing 104 M095 dual-purpose improved conventional munition (DPICM) submunitions, in attacks on Nagorno-Karabakh's Hadrut, Martakert, and Stepanakert.²⁶

²³ Nine non-signatories that produce cluster munitions have stated that they have never used cluster munitions (Brazil, China, Egypt, Greece, Pakistan, Poland, Romania, South Korea, and Turkey), while the Monitor has not verified any use of cluster munitions by four other producers (India, Iran, North Korea, and Singapore). This leaves Israel, Russia, and the US as the only countries to *both* produce and use cluster munitions.

²⁴ However, State Party Lebanon reports that it has experienced the use of cluster munitions from the conflict in Syria. According to its clearance deadline extension request, northeast Lebanon became contaminated by cluster munitions used when fighting in Syria spilled over the border into Lebanon in 2014–2017. Lebanon Convention on Cluster Munitions Article 4 deadline Extension Request, December 2019, bit.ly/LebanonArt4ExtRequestCCMDec2019.

²⁵ HRW, "Armenia: Cluster Munitions Used in Multiple Attacks on Azerbaijan," 15 December 2020, bit.ly/HRWArmeniaAzerbaijan15Dec2020; HRW, "Armenia: Cluster Munitions Kill Civilians in Azerbaijan," 30 October 2020, bit.ly/HRWArmeniaAzerbaijan30Oct2020; and Amnesty International, "Armenia/Azerbaijan: First confirmed use of cluster munitions by Armenia 'cruel and reckless,'" 29 October 2020, bit.ly/AmnestyArmeniaAzerbaijan29Oct2020.

²⁶ Amnesty International, "Armenia/Azerbaijan: Civilians must be protected from use of banned cluster bombs," 5 October 2020, bit.ly/AmnestyArmeniaAzerbaijan5Oct2020; HRW, "Azerbaijan: Cluster Munitions Used in Nagorno-Karabakh," 23 October 2020, bit.ly/HRWNagorno-Karabakh23Oct2020; HRW, "Azerbaijan: Unlawful Strikes in Nagorno-Karabakh," 11 December 2020, bit.ly/HRWNagorno-Karabakh11Dec2020; and Hugh Williamson, "Unlawful Attacks on Medical Facilities and Personnel in Nagorno-Karabakh," HRW, 26 February 2021, bit.ly/HRWNagorno-Karabakh26Feb2021.

There is no complete accounting of the use of cluster munitions by Azerbaijan and Armenian forces during the 2020 conflict as it has not been possible to investigate every reported or alleged attack.²⁷

Armenia and Azerbaijan have both denied using cluster munitions in the 2020 conflict, with each blaming the other side for this use.²⁸

Use in Syria

Syrian government forces have used cluster munitions since 2012, causing immense human suffering both directly from attacks and from explosive remnants left behind. There have been at least 687 cluster munition attacks in Syria since July 2012, including at least one attack during the reporting period of 1 August 2020–31 July 2021.²⁹ The extent of cluster munition use may be higher, as attacks have often gone unrecorded. Previously, *Cluster Munition Monitor 2020* reported at least 11 cluster munition attacks in Syria between July 2019 and July 2020.

Research continues to show that Syrian government forces are primarily responsible for using cluster munitions in the country, but Russian and Syrian government forces use many of the same aircraft and weapons and frequently carry out operations together. There has been no evidence to indicate that the US or its partners have used cluster munitions in Syria.

The Syrian military has denied possessing or using cluster munitions, but rarely responds to or comments on allegations of new use of cluster munitions.³⁰ Russia has not explicitly denied stockpiling cluster munitions in Syria or its involvement in their use.³¹

The civilian harm caused by the use of cluster munitions in Syria has attracted widespread media coverage, public outcry, and condemnation from more than 145 countries.³² Since May 2013, the UNGA has adopted eight resolutions condemning the use of cluster munitions in Syria, including Resolution 75/193 on 16 December 2020, which received 101 votes in favor, 13 against, and 62 abstentions.³³ Since 2014, states have adopted more than 18 Human

27 For example, cluster munition contamination, including unexploded M095 submunitions, has been reported in the Davit Bek area of the Syunik region, which indicates that Armenia may have experienced the use of cluster munitions in 2020. However, at this time there is insufficient information to confirm the circumstances and who was responsible. See Center for Humanitarian Demining and Expertise, “The specialists of the ‘Center for Humanitarian Demining and Expertise’ are in Davit Bek,” 26 February 2021, www.chde.am/news_en.htm.

28 Statement of Azerbaijan, Convention on Cluster Munitions Second Review Conference (held virtually), 25 November 2020; and “Armenian military denies ‘groundless and false’ Azeri accusations on striking Barda,” *ArmenPress*, 28 October 2020, armenpress.am/eng/news/1033021.

29 According to Syria Civil Defense, cluster munitions were used in attacks on Tarhin and Al-Hamran villages, east of Aleppo, on 14 March 2021. See, Syria Civil Defence (SyriaCivilDef). “The regime and Russia’s shelling on Tarhin and Al-Hamran villages east of #Aleppo yesterday has left unexploded cluster bombs that threaten the lives of civilians in the area. The #WhiteHelmets UXO teams scan the area to locate and destroy any unexploded cluster bombs.” 15 March 2021, 16:31 UTC. Tweet, bit.ly/SyriaCivilDefenceTweet15March2021.

30 According to the state-run *Syrian Arab News Agency* (SANA), “the General Command of the Army and the Armed Forces stressed on [15 October 2012] that the misleading media outlets have recently published untrue news claiming the Syrian Arab Army has been using cluster bombs against terrorists.” According to SANA, “the General [in] Command said the Syrian Army does not possess such bombs.” See, “Syria denies using cluster bombs,” *CNN*, 16 October 2012, bit.ly/CNNSyria16Oct2012. In March 2013, Syrian diplomatic representatives denied the evidence of Syrian cluster bomb use. Letter from Firas al Rashidi, Chargé d’affaires *ad interim*, Embassy of the Syrian Arab Republic to Japan, to the Japanese Campaign to Ban Landmines (JCBL), 7 March 2013.

31 “Russia’s Position on the Use of Cluster Munitions in Syria,” Position Paper annexed to letter to HRW from Sergey Lavrov, Minister of Foreign Affairs of the Russian Federation, 9 December 2016, bit.ly/RussiaLetterToHRW2016.

32 More than 145 countries, including 53 non-signatories to the convention, have condemned the use of cluster munitions in Syria via national statements and/or by endorsing resolutions or joint statements.

33 “Situation of human rights in the Syrian Arab Republic,” UNGA Resolution 75/193, 16 December 2020, www.undocs.org/en/A/RES/75/193.

Rights Council resolutions condemning the use of cluster munitions in Syria, while the UN Commission of Inquiry on Syria has issued numerous reports detailing cluster munition attacks.³⁴

ALLEGATIONS OF USE

Ethiopia

There have been indications that cluster munitions may have been used in the Tigray region of Ethiopia during the reporting period. However, the evidence is insufficient to conclusively determine whether cluster munitions were used and to determine who was responsible.

Media reports, and accounts and images shared on social media, indicate that air-dropped cluster bombs may have been used in attacks on Samre and Gijet, southwest of the city of Mekelle, on 20–25 February 2021; and on Menji and Guyya, near the town of Abi-Adi Tembien, on 13 June 2021.³⁵ The cluster munitions reportedly used include RBK-250 PTAB-2.5M and RBK-250-275 AO-1SCh bombs.³⁶

The Ethiopian Air Force and Eritrean Air Force both possess aircraft capable of delivering Soviet or Russian-made RBK-series cluster bombs. Eritrean and Ethiopian forces have both used cluster munitions in the past, including during their 1998–2000 war. As of 31 July 2021, neither country has responded to Monitor requests to confirm or deny their possible use of cluster munitions during the outbreak of hostilities in Tigray in 2020–2021.³⁷

Use by non-state armed groups

Due to the relative complexity of cluster munitions and their delivery systems, very few non-state armed groups (NSAGs) have used them. In the past, use of cluster munitions by NSAGs has been recorded in Afghanistan (by the Northern Alliance), Bosnia and Herzegovina (BiH) (by Croat and Serb militias), Croatia (by a Serb militia), Israel (by Hezbollah), Libya (by the Libyan National Army, LNA), Syria (by Islamic State), and Ukraine (by Russian-backed separatists).

UNILATERAL RESTRICTIONS ON USE

Several states outside the Convention on Cluster Munitions have imposed certain restrictions on using cluster munitions in the future.

The US maintains that cluster munitions have military utility, but it has not used them since 2003 in Iraq, with the exception of a single attack in Yemen in 2009. However, in 2017, the US revoked a decade-old Department of Defense directive requiring it to no longer use cluster munitions that result in more than 1% unexploded ordnance (UXO) after 2018.

³⁴ “Report of the Independent International Commission of Inquiry on the Syrian Arab Republic,” Human Rights Council Report 43/57, 28 January 2020, www.undocs.org/A/HRC/43/57. See also, “They have erased the dreams of my children: children’s rights in the Syrian Arab Republic,” Human Rights Council Report 43/CRP.6, 13 January 2020, bit.ly/SyriaChildRightsHRC13Jan2020; and “The siege and recapture of eastern Ghouta,” Human Rights Council Report 38/CRP.3, 20 June 2018, bit.ly/EasternGhoutaHRC20June2018.

³⁵ For an example of the claims, see, Hiwot, Kindeya G. (ProfKindeya), “These are the bombs that jets of Abiy Ahmed @AbiyAhmedAli are dropping in #Tigray against civilians everytime his forces lose battles. Some of these images seem to suggest the probable use of gas cannisters than ordinary bombs. #tigraygenocide #Tigraywillprevail @antonioguterres.” 21 June 2021, 06:32 UTC. Tweet, bit.ly/ProfKindeyaTweet21June2021; and Martin Plaut, “Situation Report EEPA HORN No. 168 – 14 June 2021,” 14 June 2021, bit.ly/MartinPlautSituationReport168.

³⁶ RBK-250 ZAB-2.5 incendiary weapons may have also been used and delivered submunitions containing an incendiary payload similar in effect to white phosphorus.

³⁷ Letter from Mary Wareham, HRW, to H.E. Demeke Mekonnen, Deputy Prime Minister and Minister of Foreign Affairs of Ethiopia, 21 June 2021; and letter from Mary Wareham, HRW, to H.E. Osman Saleh, Minister of Foreign Affairs of Eritrea, 21 June 2021.

Estonia, Finland, Poland, and Romania have committed not to use cluster munitions outside of their own territory. Thailand claims to have removed cluster munitions from its operational stocks.

PRODUCTION OF CLUSTER MUNITIONS

Historically, at least 34 states developed or produced more than 200 types of cluster munitions. Eighteen of these countries ceased manufacturing cluster munitions prior to or upon joining the Convention on Cluster Munitions.³⁸

PRODUCERS

There were no changes during the reporting period to the list of 16 countries that produce cluster munitions and have yet to commit to never produce them in the future, as shown in the following table. None of these states are party to the Convention on Cluster Munitions.

It is unclear how many of these countries produced cluster munitions in 2020 and/or the first half of 2021 due to a lack of transparency and available data. However, China and Russia were actively researching and developing new types of cluster munitions in 2020, and that activity likely continues.³⁹

Financial institutions have sought to uphold the convention's object and purpose by undertaking divestment measures, which in turn has impacted cluster munition producers, as shown by the following examples:

- After acquiring Israel's last cluster munition manufacturer, Israel Military Industries (IMI) in late 2018, Elbit Systems Ltd. announced it would discontinue the production of cluster munitions.⁴⁰ In October 2020, Elbit Systems Ltd. confirmed that it had "discontinued production, sales and deliveries of IMI's M999 submunition, as well as all other munitions that are prohibited under the Convention on Cluster Munitions."⁴¹

Cluster munition producers

Brazil	Korea, South
China	Pakistan
Egypt	Poland
Greece	Romania
India	Russia
Iran	Singapore
Israel	Turkey
Korea, North	US

³⁸ The loading, assembling, and packaging of submunitions and carrier munitions into a condition suitable for storage or use in combat is considered production of cluster munitions. Modifying the original manufacturers' delivery configuration for improved combat performance is also considered a form of production.

³⁹ In August 2020, China's state broadcaster, China Central Television (CCTV), reported on state-owned China North Industries Group (Norinco) development of the Tianlei 500, a 500kg air-to-surface cluster munition capable of dispensing 240 submunitions. CCTV-7, reported in Kristin Huang, "Details of the Tianlei 500 were released on state broadcaster CCTV," *South China Morning Post*, 17 August 2020, bit.ly/SouthChinaMorningPost17August2020. In July 2020, NPO Splav, which is part of Russian state-owned arms company Rostec, displayed a new generation of multi-barrel rocket launchers and 9M55K 300mm cluster munition rockets that deliver 9N235 fragmentation submunitions. "Russia cluster munition production – questions + media coverage JULY 2020," *TulaTV*, 25 July 2020, bit.ly/TulaTV25July2020; and Rostec, "The New Rocket System Passes Official Tests," 25 January 2017, www.rostec.ru/en/news/4519813/. See also the relevant country profiles as well as the ban policy overview in *Cluster Munition Monitor 2020*.

⁴⁰ According to Elbit Systems Ltd. vice president David Vaknin, "As part of the Elbit Systems organization, IMI Systems will not be continuing its prior activities with respect to cluster munitions. All of Elbit Systems activities relating to munitions, including those activities to be continued by IMI Systems, will be conducted in accordance with applicable international conventions or US law." See, Tovah Lazaroff, "Elbit rejects HSBC's BDS disclaimer stating: 'We don't produce cluster bombs,'" *Jerusalem Post*, 3 January 2019, bit.ly/JerusalemPost3Jan2019. See also, PAX Stop Explosive Investments, "Elbit Systems confirms cluster munitions exit," 23 January 2019, bit.ly/PAXElbitSystems23Jan2019.

⁴¹ Email to PAX from David Block Temin, Executive Vice President, Chief Compliance Officer and Senior Counsel, Elbit Systems Ltd., 14 October 2020.

- Singapore's only cluster munition manufacturer, Singapore Technologies Engineering, announced in 2015 that it no longer produces cluster munitions, stating that "As a responsible military technology manufacturer we do not design, produce and sell anti-personnel mines and cluster munitions and any related key components."⁴²
- The last US manufacturer of cluster munitions, Textron Systems Corporation, announced in 2016 that it was ending its production.⁴³
- US defense contractor Northrop Grumman announced in January 2021 that it was ending participation in a US government stockpile management contract to test the shelf-life of cluster munitions.⁴⁴

Greece, Poland, Romania, Singapore, Turkey, and the US have indicated no active production, but the Monitor will continue to list them as producers until they commit to never produce cluster munitions in the future.⁴⁵

FORMER PRODUCERS

Under Article 1(1)(b) of the Convention on Cluster Munitions, States Parties undertake to never develop, produce, or acquire cluster munitions. Since the convention took effect in August 2010, there have been no confirmed instances of new production of cluster munitions by any State Party.

Former producers of cluster munitions

Argentina	Italy
Australia	Japan
Belgium	Netherlands
BiH	Slovakia
Chile	South Africa
Croatia	Spain
France	Sweden
Germany	Switzerland
Iraq	UK

Eighteen states have ceased production of cluster munitions, as shown in the table. There were no changes to this list during the reporting period. All former producers are now States Parties to the Convention on Cluster Munitions except non-signatory Argentina, which has committed not to produce cluster munitions in the future.

Several States Parties have provided information on the conversion or decommissioning of production facilities in their Article 7 transparency reports, including Croatia, France, Japan, Slovakia, Sweden, and Switzerland.⁴⁶

⁴² See, Singapore Technologies Engineering website, www.stengg.com/en. See also, PAX, "Singapore Technologies Engineering stops production of cluster munitions," 19 November 2015, bit.ly/StopExplosiveSTE2015; and Local Authority Pension Fund Forum, "ST Engineering Quits Cluster Munitions," 18 November 2015. The president of the company said the decision came about in part because "we often get asked by the investment community [about] our stand on cluster munitions." Letter to PAX from Tan Pheng Hock, President and Chief Executive Officer, Singapore Technologies Engineering, 11 November 2015.

⁴³ Orbital ATK (formerly Alliant Techsystems) of Hopkins, Minnesota, manufactured a solid rocket motor for the BLU-108 canisters contained in the CBU-105, but produced it only for use in that weapon. See Majorie Censer, "Textron to discontinue production of sensor-fuzed weapon," *Inside Defense*, 30 August 2016, bit.ly/TextronDiscontinue; and "Last US cluster-bomb maker to cease production," *Agence France-Presse (AFP)*, 1 September 2016, bit.ly/AFPUSClusterBombs1Sept2016.

⁴⁴ Marcus Weisgerber, "Northrop Grumman Says It Will Walk Away From Cluster Bomb Contract," *Defense One*, 28 January 2021, bit.ly/DefenseOne28Jan2021.

⁴⁵ For example, Greece has not formally committed to never produce cluster munitions; but in 2011, a Ministry of Foreign Affairs official claimed that "the last production of cluster munitions in Greece was in 2001." Email from Yannis Mallikourtis, Permanent Mission of Greece to the UN in Geneva, 14 June 2011.

⁴⁶ Belgium, Germany, Italy, the Netherlands, Spain, and the UK did not report on the conversion or decommissioning of production facilities, most likely because production of cluster munitions ceased before they became States Parties to the convention. BiH, which inherited some of the production capacity of the former Yugoslavia, has declared that "There are no production facilities for [cluster munitions] in Bosnia and Herzegovina." BiH Convention on Cluster Munitions Article 7 Report, Form E, 20 August 2011.

In South Africa, Rheinmetall Denel Munition has not responded to the Monitor's 2018 request to clarify whether it produced cluster munitions in 2008–2012.⁴⁷

TRANSFER OF CLUSTER MUNITIONS

Since joining the Convention on Cluster Munitions, no State Party is known to have transferred cluster munitions other than for the purposes of stockpile destruction or to retain them for research and training in the detection and clearance of cluster munition remnants, as permitted by the convention.⁴⁸

There were no recorded exports or imports of cluster munitions by any state during the reporting period.

The true scope of the global trade in cluster munitions is difficult to ascertain due to the overall lack of transparency on arms transfers. Despite this challenge, the Monitor has identified at least 15 countries that have in the past transferred more than 50 types of cluster munitions to at least 60 other countries.⁴⁹

While the historical record is incomplete and there are variations in publicly available information, the US was probably the world's leading exporter as it transferred hundreds of thousands of cluster munitions containing tens of millions of submunitions to at least 30 countries and other areas.⁵⁰

Cluster munitions of Russian/Soviet origin are reported to be in the stockpiles of at least 36 states, including countries that inherited stocks after the dissolution of the Soviet Union.⁵¹ The full extent of China's exports of cluster munitions is not known, but unexploded submunitions of Chinese origin have been found in Iraq, Israel, Lebanon, and Sudan.

Non-signatories Brazil, Israel, South Korea, Turkey, and the US are known to have exported cluster munitions since 2000. Non-signatories Georgia, India, Oman, Pakistan, Saudi Arabia, Singapore, South Korea, Taiwan, Turkey, and the United Arab Emirates (UAE) have imported cluster munitions since 2005.

At least two non-signatories—Singapore and the US—have enacted a partial or complete export moratorium.

⁴⁷ Letter from the Monitor to Rheinmetall Denel Munition, 6 July 2018. German company Rheinmetall Defence acquired four Denel divisions in 2008 and is the majority owner of Rheinmetall Denel Munition in South Africa. The Monitor sought comment after South Africa's initial Article 7 report stated in regard to the decommissioning of production facilities: "None. Production ceased in 2012 at Rheinmetall, denel." South Africa Convention on Cluster Munitions Article 7 Report, Form E, 8 September 2017.

⁴⁸ States Parties Chile, France, Germany, Moldova, Slovakia, Spain, and the UK exported cluster munitions before they adopted the Convention on Cluster Munitions. At least 11 States Parties have transferred cluster munition stocks to other countries for the purposes of destruction, including Austria, Belgium, Canada, Denmark, Germany, Japan, the Netherlands, Slovenia, Sweden, Switzerland, and the UK.

⁴⁹ There is no comprehensive accounting available of global transfers of cluster munitions, but at least seven States Parties exported them in the past (Chile, France, Germany, Moldova, Slovakia, Spain, and the UK), in addition to exports by non-signatories Brazil, Egypt, Israel, Russia, South Korea, Turkey, the US, and the former Yugoslavia.

⁵⁰ Recipients of US exports include Argentina, Australia, Bahrain, Belgium, Canada, Colombia, Denmark, Egypt, France, Germany, Greece, Honduras, India, Indonesia, Israel, Italy, Japan, Jordan, Morocco, the Netherlands, Norway, Oman, Pakistan, Saudi Arabia, South Korea, Spain, Thailand, Turkey, the UAE, and the UK, as well as Taiwan.

⁵¹ Algeria, Angola, Azerbaijan, Belarus, Bulgaria, Republic of the Congo, Côte d'Ivoire, Croatia, Cuba, Czech Republic, Egypt, Hungary, Georgia, Guinea, Guinea-Bissau, India, Iran, Iraq, Kazakhstan, Kuwait, Libya, Moldova, Mongolia, Mozambique, North Korea, North Macedonia, Peru, Poland, Romania, Slovakia, Syria, Turkmenistan, Uganda, Ukraine, Uzbekistan, and Yemen. In addition, Soviet cluster munition remnants have been identified in South Sudan and Sudan.

STOCKPILES OF CLUSTER MUNITIONS AND THEIR DESTRUCTION

GLOBAL STOCKPILES

The Monitor estimates that prior to the start of the global effort to ban cluster munitions, 95 countries stockpiled millions of cluster munitions containing more than one billion submunitions, as shown in the table on the following page.⁵²

Stockpiles possessed by States Parties

In the past, the convention's States Parties stockpiled nearly 1.5 million cluster munitions containing more than 179 million submunitions. At least 39 countries—36 States Parties, two signatories, and one non-signatory—that once possessed cluster munitions stocks have now destroyed them, as detailed in the following section on stockpile destruction.

Four States Parties have reported a collective total of 11,274 stockpiled cluster munitions and 733,243 submunitions that they are in the process of destroying, as listed in the following table.

Cluster munitions held by States Parties still to complete stockpile destruction (as of 31 December 2020)⁵³

State Party	Quantity of cluster munitions	Quantity of submunitions
Bulgaria	6,862	190,566
Peru	1,847	152,215
Slovakia	1,080	290,997
South Africa	1,485	99,465
Total	11,274	733,243

In addition, Guinea and Guinea-Bissau must clarify if they knowingly possess cluster munitions, as the status of their respective stocks remains unclear:

- Guinea imported cluster munitions in the past and may possess them, but still has not provided its Article 7 transparency report for the convention, which was due in April 2015.⁵⁴ Its stockpile destruction deadline is 1 April 2023.
- Guinea-Bissau has reported that it possesses cluster munitions, but a January 2020 review of storage facilities by technical experts did not identify any stocks.⁵⁵ Its stockpile destruction deadline was 1 May 2019.

⁵² The number of countries that have stockpiled cluster munitions has increased significantly since 2002, when HRW provided the first list identifying 56 states that stockpiled cluster munitions. This is largely due to new information disclosed by States Parties under the Convention on Cluster Munitions. HRW, "Memorandum to CCW Delegates: A Global Overview of Explosive Submunitions," 20 May 2002.

⁵³ This table reflects the total amount of cluster munitions declared by these States Parties, while a subsequent table details the amount of cluster munitions they have destroyed to date.

⁵⁴ Moldova has reported that it transferred 860 9M27K cluster munition rockets, each containing 30 fragmentation submunitions, to Guinea in the year 2000 for use in its 220mm Uragan multi-barrel rocket launchers. Submission of the Republic of Moldova, UN Register of Conventional Arms, Report for calendar year 2000, 30 May 2001.

⁵⁵ A January 2020 assessment visit by ammunition management experts from the Geneva International Centre for Humanitarian Demining (GICHD) reported that their inspection of storage facilities did not identify any cluster munitions. GICHD Report, Project Number 91023, "To assist the Guinea-Bissau authorities in the identification of suspected cluster munitions," 11–17 January 2020.

Countries that stockpiled cluster munitions⁵⁶

States Parties	Signatories	Non-signatories	
Afghanistan	Angola	Algeria	UAE
Austria	Cent. African Rep.	Argentina	US
Belgium	Cyprus	Armenia	Uzbekistan
BiH	Indonesia	Azerbaijan	Venezuela
Botswana	Nigeria	Bahrain	Yemen
Bulgaria		Belarus	Zimbabwe
Cameroon		Brazil	
Canada		Cambodia	
Chile		China	
Colombia		Egypt	
Congo, Rep. of		Eritrea	
Côte d'Ivoire		Estonia	
Croatia		Ethiopia	
Cuba		Finland	
Czech Republic		Georgia	
Denmark		Greece	
Ecuador		India	
France		Iran	
Germany		Israel	
Guinea		Jordan	
Guinea-Bissau		Kazakhstan	
Honduras		Korea, North	
Hungary		Korea, South	
Iraq		Kuwait	
Italy		Libya	
Japan		Mongolia	
Moldova		Morocco	
Montenegro		Oman	
Mozambique		Pakistan	
Netherlands		Poland	
North Macedonia		Qatar	
Norway		Romania	
Peru		Russia	
Philippines		Saudi Arabia	
Portugal		Serbia	
Slovakia		Singapore	
Slovenia		Sudan	
South Africa		Syria	
Spain		Thailand	
Sweden		Turkey	
Switzerland		Turkmenistan	
UK		Ukraine	
42 (6 current)	5 (3 current)	48 (47 current)	

Note: Countries in **bold** still possess stockpiles.

⁵⁶ This information is drawn from Cluster Munition Monitor ban policy country profiles, which in turn use information provided by states in their Article 7 transparency reports as well as statements and other sources. Armenia has been added to the list of stockpilers following evidence of its use of cluster munitions in 2020.

Stockpiles possessed by signatories

At least three signatories to the Convention on Cluster Munitions stockpile cluster munitions:

- Cyprus transferred 3,760 4.2-inch OF mortar projectiles containing 2,559 M20G submunitions to Bulgaria in 2014 for the purposes of destruction and private company EXPAL Bulgaria completed destruction of the cluster munitions in August 2019.⁵⁷ Yet Cyprus has never made a public statement on the matter or provided a transparency report to confirm whether it has destroyed all of its stockpiled cluster munitions.
- Indonesia has acknowledged possessing cluster munitions, but has not shared any information on the types and quantities stockpiled or indicated if it has a plan to destroy them.
- Nigeria has appealed for cooperation and assistance to destroy its stockpile of cluster munitions, which includes UK-made BL755 cluster bombs.⁵⁸

Two signatories possessed cluster munitions in the past:

- Angola stated in 2017 that all of its stockpiled cluster munitions had been destroyed in or by 2012.⁵⁹
- The Central African Republic stated in 2011 that it had destroyed a “considerable” stockpile of cluster munitions and no longer had stocks on its territory.⁶⁰

Stockpiles possessed by non-signatories

It is not possible to provide a global estimate of the quantity of cluster munitions held by non-signatories to the Convention on Cluster Munitions, as few have publicly shared information on the types and quantities in their possession.

The US said in 2011 that its stockpile was comprised of “more than six million cluster munitions.”⁶¹ However, the US appears to have made significant progress since then to remove cluster munitions from its active inventory and place them in the demilitarization inventory for destruction.

Georgia destroyed 844 RBK-series cluster bombs containing 320,375 submunitions in 2013.⁶² Venezuela destroyed an unspecified quantity of cluster munitions belonging to its air

57 Bulgaria Convention on Cluster Munitions Article 7 Report, Form B, 29 June 2017; Bulgaria Convention on Cluster Munitions Article 7 Report, Form B, 30 April 2019; and Bulgaria Convention on Cluster Munitions Article 7 Report, Form B, 25 April 2020. The Greek-made GRM-20 4.2-inch (107mm) mortar system uses these projectiles, each of which contain 20 submunitions.

58 Statement of Nigeria, Convention on Cluster Munitions intersessional meetings, Geneva, 18 April 2012, bit.ly/NigeriaStatement18April2012. Jane’s Information Group has reported that the Nigerian Air Force possesses British-made BL755 cluster bombs. Robert Hewson, ed., *Jane’s Air-Launched Weapons*, Issue 44 (Surrey: Jane’s Information Group, 2004), p. 843.

59 Statement of Angola, Convention on Cluster Munitions Seventh Meeting of States Parties, Geneva, 4 September 2017, bit.ly/CCMStatementAngola4Sep2017.

60 Statement of the Central African Republic, Convention on Cluster Munitions Second Meeting of States Parties, Beirut, 14 September 2011, bit.ly/CARStatement14Sept2011.

61 Statement of the US, CCW Fourth Review Conference Geneva, 14 November 2011, bit.ly/CCWUSStatement14Nov2011. The types of cluster munitions included in this figure were listed on a slide projected during an informal briefing to CCW delegates by a member of the US delegation. Several of the types (such as CBU-58, CBU-55B, and M509A1) were not listed in the “active” or “total” inventory by the US Department of Defense in a report to Congress in late 2004.

62 “Time schedule for cluster bomb disposal: Attachment 1.4,” undated. The document was provided by the press office of the Organization for Security and Co-operation in Europe (OSCE) Secretariat, 7 May 2014.

force in 2011.⁶³ Greece and Ukraine have disclosed partial figures on their stockpiled cluster munitions.⁶⁴

STOCKPILE DESTRUCTION

Under Article 3 of the Convention on Cluster Munitions, each State Party is required to declare and destroy all stockpiled cluster munitions under its jurisdiction or control as soon as possible, but no later than eight years after entry into force for that State Party.

States Parties that have completed stockpile destruction

Of the 42 States Parties that have stockpiled cluster munitions, at least 36 have now completed destruction of those stocks, collectively destroying nearly 1.5 million cluster munitions containing 178 million submunitions. This represents 99% of all cluster munitions that States Parties have reported stockpiling.

Switzerland was the last State Party to complete stockpile destruction under the convention, in March 2019.

Four States Parties that once stockpiled cluster munitions are not listed in the table on the following page due to insufficient information on the quantities destroyed:

- Afghanistan and Iraq have reported completing stockpile destruction, but neither provided a specific date of completion or information on the types and quantities destroyed. Both countries have reported the discovery and destruction of cluster munitions that the Monitor understands were found in abandoned arms caches.
- The Republic of the Congo has stated that it has no stockpiles of cluster munitions on its territory, but must provide a transparency report to formally confirm that it does not possess stocks.⁶⁵
- Honduras provided a transparency report in 2017, but did not declare any cluster munitions because it destroyed the stockpile long before the convention's entry into force.⁶⁶

63 "El Ministerio de la Defensa de Venezuela destruye bombas de racimo" ("The Ministry of Defense of Venezuela destroys cluster bombs"), *Infodefensa.com*, 26 August 2011, bit.ly/VenezuelaDestroysClusterBombs.

64 Email from Yannis Mallikourtis, Permanent Mission of Greece to the UN in Geneva, 14 June 2011; and presentation of Ukraine, "Impact of the CCW Draft Protocol VI (current version) on Ukraine's Defense Capability," slide 2, Geneva, 1 April 2011.

65 In September 2011, the Republic of the Congo stated that it had no stockpiles of cluster munitions on its territory. In May 2013, it reported that it had destroyed its remaining 372 antipersonnel landmines that were held for training and research purposes following the massive explosions at a weapons depot in Brazzaville in March 2012. It reported that it was now a country free of landmines and cluster munitions. Statement of the Republic of the Congo, Convention on Cluster Munitions Second Meeting of States Parties, Beirut, 15 September 2011, bit.ly/RepCongoStatement15Sept2011; statement by Col. Nkoua, National Focal Point of the Struggle Against Mines, seminar to mark the 20th Anniversary of the ICBL hosted by the Congolese Campaign to Ban Landmines and Cluster Bombs, Kinshasa, 19 December 2012; and statement of the Republic of the Congo, Lomé Regional Seminar on the Universalization of the Convention on Cluster Munitions, Lomé, 22 May 2013. Notes by Action on Armed Violence (AOAV).

66 According to officials, the stockpile of air-dropped Rockeye cluster bombs and an unidentified type of artillery-delivered cluster munition were destroyed before 2007. HRW meetings with Honduran officials, in San José, 5 September 2007; and in Vienna, 3–5 December 2007.

States Parties that have completed stockpile destruction⁶⁷

State Party (year of completion)	Quantity of cluster munitions	Quantity of submunitions
Austria (2010)	12,672	798,336
Belgium (2010)	115,210	10,138,480
BiH (2011)	445	148,059
Botswana (2018)	510	14,400
Cameroon (2017)*	6	906
Canada (2014)	13,623	1,361,958
Chile (2013)	249	25,896
Colombia (2009)	72	10,832
Côte d'Ivoire (2013)	68	10,200
Croatia (2018)	7,235	178,318
Cuba (2017)**	1,856	0
Czech Republic (2010)	480	16,400
Denmark (2014)	42,176	2,440,940
Ecuador (2004)	117	17,199
France (2016)	34,876	14,916,881
Germany (2015)	573,700	62,923,935
Hungary (2011)	287	3,954
Italy (2015)	4,963	2,849,979
Japan (2015)	14,011	2,027,907
Moldova (2010)	1,385	27,050
Montenegro (2010)	353	51,891
Mozambique (2015)	293	12,804
Netherlands (2012)	193,643	25,867,510
North Macedonia (2013)	2,426	39,980
Norway (2010)	52,190	3,087,910
Philippines (2011)	114	0
Portugal (2011)	11	1,617
Slovenia (2017)	1,080	52,920
Spain (2018)	6,837	293,652
Sweden (2015)	370	20,595
Switzerland (2019)	206,061	12,211,950
UK (2013)	190,832	38,759,034
Total	1,478,151	178,311,493

* Cameroon did not destroy its stockpiled cluster munitions, but instead retained them all for research and training.

** Cuba reported the total number of cluster munitions destroyed, but not the quantity of submunitions destroyed.

⁶⁷ See the relevant Monitor country profiles for further information, www.the-monitor.org/cp. Some quantities of cluster munitions and/or submunitions have changed since previous reports due to adjusted information provided in Article 7 reports. In addition, before the convention took effect, Belgium, Germany, the Netherlands, Switzerland, and the UK destroyed a total of 712,977 cluster munitions containing more than 78 million submunitions.

Destruction underway

During 2020, four States Parties destroyed a total of 2,277 cluster munitions and more than 52,000 submunitions, as shown in the following table.

Cluster munitions destroyed by States Parties in 2020

State Party	Cluster munitions destroyed	Submunitions destroyed
Bulgaria	1,991	38,234
Peru	160	8,595
Slovakia	122	5,980
UK	4	136
Total	2,277	52,945

Slovakia has committed to destroying its stockpiled cluster munitions by its deadline of 1 January 2024, “using its own capacities.”⁶⁸

In March 2021, Bulgaria’s stockpile destruction deadline was extended for a second time, to 1 October 2022.⁶⁹ Peru’s stockpile destruction deadline was also increased by three years to 1 April 2024.⁷⁰

The UK completed the destruction of its stockpiled cluster munitions in 2013, but recently discovered some previously unknown stocks, which it destroyed in December 2020.⁷¹

South Africa destroyed 139 cluster munitions and 78,994 submunitions before September 2012. It has not destroyed any cluster munitions since then and its stockpile destruction deadline is 1 November 2023.

Additionally, Guinea-Bissau may have missed its 1 May 2019 stockpile destruction deadline, and must clarify whether it still knowingly possesses cluster munition stocks.

RETENTION

Article 3 of the Convention on Cluster Munitions permits the retention of cluster munitions and submunitions for the development of training in detection, clearance, and destruction techniques, and for the development of countermeasures such as armor to protect troops and equipment from the weapons.

Most States Parties see no need or reason to retain and use live cluster munitions for such purposes, including 29 States Parties that once stockpiled cluster munitions.⁷² However, 10 States Parties have chosen to retain cluster munitions for training and research.

⁶⁸ Letter No. 590.7564/2015-OKOZ, from Karol Mistrik, Ministry of Foreign and European Affairs of the Slovak Republic, to Mary Wareham, Arms Division, HRW, 16 April 2015.

⁶⁹ Bulgaria Convention on Cluster Munitions Second Article 3 deadline Extension Request, March 2020, bit.ly/BulgariaCCMArticle3ExtensionRequest2020. Previously, States Parties approved a request to extend Bulgaria’s stockpile destruction deadline from the original date of 1 October 2019 to 1 April 2021.

⁷⁰ Peru Convention on Cluster Munitions Article 3 deadline Extension Request, March 2020, bit.ly/PeruCCMArt3ExtensionRequest2020; and Peru Convention on Cluster Munitions Article 3 updated deadline Extension Request, May 2020, bit.ly/PeruCCMArt3ExtensionRequest2020Updated.

⁷¹ In November 2020, the UK told States Parties that it had discovered previously unknown stocks comprised of “four 120mm High Explosive Anti-Tank (HEAT) Mortar bombs, each containing 24 bomblets, as well as two boxes each containing 40 BL755 Warheads, which were formerly used in the UK’s 600 lb Cluster Bomb.” According to the statement, a “private British organization” alerted the Ministry of Defence in June 2020, after it discovered the munitions at an unspecified location. See Statement of the UK, Convention on Cluster Munitions Review Conference (held virtually), Geneva, 26 November 2020; and UK Convention on Cluster Munitions Article 7 Report, Form B, 30 April 2021.

⁷² Afghanistan, Australia, Austria, BiH, Botswana, Canada, Chile, Colombia, Côte d’Ivoire, Croatia, Cuba, Czech Republic, Ecuador, Honduras, Hungary, Iraq, Italy, Japan, Moldova, Montenegro, Mozambique, Netherlands, North Macedonia, Norway, Peru, Portugal, Slovenia, South Africa, and UK.

Cluster munitions retained for training (as of 31 December 2020)⁷³

State Party	Quantity of cluster munitions (submunitions)			Date first reported
	Retained in 2020	Consumed in 2020	Initially retained	
Germany	187 (16,496)	21 (1,737)	685 (62,580)	2011
Belgium	186 (16,368)	0 (0)	276 (24,288)	2011
Switzerland	42 (2,097)	4 (224)	138 (7,346)	2013
Bulgaria	7 (350)	0 (0)	8 (400)	2017
Cameroon	6 (906)	0 (0)	6 (906)	2014
Spain	3 (522)	1 (28)	711 (16,652)	2011
France	3 (189)	0 (0)	55 (10,284)	2011
Denmark	0 (2,816)	0 (0)	170 (-)	2011
Sweden	0 (113)	0 (4)	0 (125)	2013
BiH	0 (30)	0 (0)	0 (30)	2013

Three States Parties have been removed from the list of States Parties retaining cluster munitions after destroying their respective stocks in 2020. The Netherlands destroyed 75 retained cluster munitions and 4,262 submunitions, while the Czech Republic destroyed its six remaining submunitions. A Slovakian Ministry of Defence official told the Monitor in July 2021 that “we can declare that Slovakia is NOT retaining cluster munitions for research and training purposes anymore,” after it destroyed five cluster munitions and 3,220 submunitions in 2020.⁷⁴

Germany, Spain, Sweden, and Switzerland reduced their number of retained cluster munitions during 2020.

BiH and Cameroon have not destroyed any of their cluster munitions and/or submunitions, more than five years after reporting that they needed to retain them for research and training purposes.

Most States Parties retaining cluster munitions for training have destroyed their stocks or significantly reduced them since making their initial declarations, indicating that the initial amounts retained were likely too high. It is unclear if current stocks retained by States Parties constitute the “minimum number absolutely necessary” as required by the convention for the permitted purposes.

Some States Parties such as Chile, Croatia, Moldova, and the Netherlands have declared retaining inert items or those rendered free from explosives, which are no longer considered to be cluster munitions or submunitions under the convention.

TRANSPARENCY REPORTING

Under Article 7 of the Convention on Cluster Munitions, States Parties are obliged to submit an initial transparency report within 180 days of the convention taking effect for that country.

⁷³ For more information on retention, including the specific types of cluster munitions retained by each country, see Monitor country profiles, www.the-monitor.org/cp; and Convention on Cluster Munitions Article 7 Database, bit.ly/Article7DatabaseCCM. The quantity totals may also include individual submunitions retained, which are not contained in a delivery container.

⁷⁴ Email to the Monitor from Katarina Joscakova, Slovak Verification Centre, Ministry of Defence of the Slovak Republic, 22 July 2021; and Slovakia Convention on Cluster Munitions Article 7 Report, Form C, Chart 3, April 2021.

As of 1 August 2021, 100 States Parties have submitted an initial transparency report.⁷⁵ This represents 93% of States Parties for which the obligation applied at the time, which is the highest compliance rate recorded to date. However, none of the 10 States Parties with outstanding initial transparency reports submitted them during the reporting period.

Timely submission of the report is a legal obligation.⁷⁶ The initial reports from Cape Verde and Comoros are now a decade overdue.

After providing an initial transparency report, States Parties must submit an updated annual report by 30 April each year, covering developments during the previous calendar year. Compliance with the annual reporting requirement is not impressive.⁷⁷ Of the States Parties for which the obligation applied at the time, only 60 provided the annual updated report due by 30 April 2021, covering activities in 2020.⁷⁸ This 60% reporting rate is similar to previous years.

Some States Parties have never submitted an updated annual report. Cluster munition stockpiler South Africa submitted an initial Article 7 transparency report for the convention on 8 September 2017, but has not provided an updated annual report since then.

In 2021, non-signatory South Sudan provided a voluntary transparency report; while previously, signatory the Democratic Republic of the Congo (DRC) turned in voluntary transparency reports in 2011, 2012, and 2014, and signatory Brunei submitted a voluntary transparency report in 2020. Canada and Palau also provided voluntary transparency reports prior to ratifying the convention.

Only a few states have used voluntary Form J to report on actions to promote universalization and discourage the use of cluster munitions, to provide details on

States Parties with initial Article 7 reporting deadlines

State Party	Date due
Cape Verde	28 September 2011
Comoros	30 June 2011
Guinea	19 April 2015
Madagascar	30 April 2018
Niue	30 July 2021
Republic of the Congo	28 August 2015
Rwanda	31 July 2016
Saint Lucia	28 August 2021
São Tomé and Príncipe	28 December 2020
Togo	29 May 2013

⁷⁵ Afghanistan, Albania, Andorra, Antigua and Barbuda, Australia, Austria, Belgium, Belize, Benin, BiH, Bolivia, Botswana, Bulgaria, Burkina Faso, Burundi, Cameroon, Canada, Chad, Chile, Colombia, Cook Islands, Costa Rica, Côte d'Ivoire, Croatia, Cuba, Czech Republic, Denmark, Dominican Republic, Ecuador, El Salvador, Eswatini, Fiji, France, The Gambia, Germany, Ghana, Grenada, Guatemala, Guinea-Bissau, Guyana, Holy See, Honduras, Hungary, Iceland, Iraq, Ireland, Italy, Japan, Lao PDR, Lebanon, Lesotho, Liechtenstein, Lithuania, Luxembourg, Malawi, Maldives, Mali, Malta, Mauritania, Mauritius, Mexico, Moldova, Monaco, Montenegro, Mozambique, Namibia, Nauru, Netherlands, New Zealand, Nicaragua, Niger, North Macedonia, Norway, Palau, Palestine, Panama, Paraguay, Peru, Philippines, Portugal, Saint Kitts and Nevis, Saint Vincent and the Grenadines, Samoa, San Marino, Senegal, Seychelles, Sierra Leone, Slovakia, Slovenia, Somalia, South Africa, Spain, Sri Lanka, Sweden, Switzerland, Trinidad and Tobago, Tunisia, UK, Uruguay, and Zambia. See, Convention on Cluster Munitions Article 7 Database, bit.ly/Article7DatabaseCCM.

⁷⁶ The transparency report should be emailed to the UN Secretary-General via the UN Office for Disarmament Affairs at ccm@un.org. For more information, see: www.clusterconvention.org/documents/transparency-reports/.

⁷⁷ Previously, *Cluster Munition Monitor 2020* reported a 93% compliance rate for the submission of initial transparency reports. *Cluster Munition Monitor 2019* reported an 89% compliance rate. *Cluster Munition Monitor 2018* reported an 87% compliance rate. *Cluster Munition Monitor 2017* and *Cluster Munition Monitor 2016* reported an 82% compliance rate. *Cluster Munition Monitor 2015* reported an 80% compliance rate. *Cluster Munition Monitor 2014* reported a 77% compliance rate. The compliance rate was reported as "three-quarters" of states in *Cluster Munition Monitor 2012* and *Cluster Munition Monitor 2013*.

⁷⁸ Afghanistan, Albania, Andorra, Antigua and Barbuda, Australia, Austria, Belgium, BiH, Botswana, Bulgaria, Canada, Chad, Chile, Colombia, Côte d'Ivoire, Croatia, Cuba, Czech Republic, Denmark, Ecuador, France, Germany, Guatemala, Guyana, Holy See, Hungary, Iraq, Ireland, Italy, Japan, Lao PDR, Lebanon, Liechtenstein, Lithuania, Maldives, Mauritania, Mauritius, Mexico, Moldova, Monaco, Montenegro, Namibia, Netherlands, New Zealand, Nicaragua, Panama, Peru, Portugal, Saint Kitts and Nevis, Samoa, Slovakia, Slovenia, Spain, Sweden, Switzerland, Trinidad and Tobago, Tunisia, UK, Uruguay, and Zambia. List as of 1 August 2021.

cooperation and assistance support, or to report on other important matters such as their position on interpretive issues.⁷⁹

The CMC continues to encourage states to submit their transparency reports by the deadline and provide complete information, including definitive statements.⁸⁰

NATIONAL IMPLEMENTATION LEGISLATION

According to Article 9 of the Convention on Cluster Munitions, States Parties are required to take “all appropriate legal, administrative and other measures to implement this Convention, including the imposition of penal sanctions.” The CMC urges all States Parties to enact

States Parties with implementing legislation for the Convention on Cluster Munitions

State Party (year enacted)	
Afghanistan (2018)	Ireland (2008)
Australia (2012)	Italy (2011)
Austria (2008)	Japan (2009)
Belgium (2006)	Liechtenstein (2013)
Bulgaria (2015)	Luxembourg (2009)
Cameroon (2016)	Mauritius (2016)
Canada (2014)	Namibia (2019)
Colombia (2012)	New Zealand (2009)
Cook Islands (2011)	Norway (2008)
Czech Republic (2011)	Saint Kitts and Nevis (2014)
Ecuador (2010)	Samoa (2012)
France (2010)	Spain (2015)
Germany (2009)	Sweden (2012)
Guatemala (2012)	Switzerland (2012)
Hungary (2012)	Togo (2015)
Iceland (2015)	UK (2010)

comprehensive national legislation to enforce the convention’s provisions and provide binding, enduring, and unequivocal rules.

A total of 32 States Parties have enacted specific implementing legislation for the convention. Prior to the convention’s entry into force in August 2010, 11 states had enacted implementing legislation, while 21 states have done so since.

No State Party adopted specific implementing legislation for the convention in 2020 or the first half of 2021. The last State Party to do so was Namibia, which amended its Arms and Ammunition Act in March 2019.⁸¹

Another 20 States Parties have indicated that they are planning or are in the process of drafting, reviewing, or adopting specific legislative measures to implement the convention.⁸² In January 2020, Guinea-Bissau reported that it is drafting implementing legislation for the convention.⁸³

Another 43 States Parties have indicated that they regard existing legislation and regulations as sufficient to enforce their adherence to the convention.⁸⁴

⁷⁹ For example, Austria, Belgium, Colombia, DRC, France, Guatemala, Ireland, Japan, Lao PDR, Lebanon, New Zealand, Norway, Slovakia, Spain, and Zambia utilized Form J in their initial Article 7 transparency reports.

⁸⁰ Often states do not provide definitive statements throughout their reports. Notably, some simply submit “not applicable.” States should, for example, include a short narrative statement on Form E on conversion of production facilities, i.e., “Country X never produced cluster munitions,” instead of simply putting “N/A” on the form. In addition, only a small number of states used voluntary Form J.

⁸¹ Namibia Convention on Cluster Munitions Article 7 Report, Form A, 27 August 2019.

⁸² Antigua and Barbuda, Belize, Botswana, Burkina Faso, Burundi, Republic of the Congo, Eswatini, Ghana, Grenada, Guinea-Bissau, Lao PDR, Lebanon, Lesotho, Malawi, Mali, Niger, Seychelles, Sierra Leone, Somalia, and Zambia.

⁸³ Guinea-Bissau Convention on Cluster Munitions Article 7 Report, Form A, 1 January 2020. Previously, an official said the country’s Penal Code provides sanctions for any violations of the Convention on Cluster Munitions. Statement of Guinea-Bissau, Lomé Regional Seminar on the Universalization of the Convention on Cluster Munitions, Lomé, 23 May 2013.

⁸⁴ Albania, Andorra, Benin, BiH, Bolivia, Chad, Chile, Costa Rica, Côte d’Ivoire, Croatia, Cuba, Denmark, El Salvador, Fiji, Guyana, Holy See, Honduras, Iraq, Lithuania, Malta, Mauritania, Mexico, Moldova, Monaco, Montenegro, Mozambique, Nauru, Netherlands, Nicaragua, North Macedonia, Palau, Panama, Paraguay, Peru, Portugal, San Marino, Senegal, Slovakia, Slovenia, South Africa, Trinidad and Tobago, Tunisia, and Uruguay.

At least eight States Parties are still considering if specific implementation legislation for the convention is needed. In seven States Parties, the status of national implementation measures is unknown or unclear.⁸⁵

There are several models to guide the preparation of strong laws, including model legislation prepared by the CMC in 2020.⁸⁶ Human Rights Watch (HRW) and Harvard Law School's International Human Rights Clinic (IHRC) have identified key components of comprehensive legislation.⁸⁷ The ICRC has proposed a model law for common law states.⁸⁸ New Zealand has prepared a model law for small states that do not possess cluster munitions and are not contaminated by their remnants.⁸⁹

INTERPRETIVE ISSUES

During the Oslo Process and the final negotiations in Dublin, where the Convention on Cluster Munitions was adopted on 30 May 2008, it appeared that there was not a uniform view on certain important issues relating to states' interpretation and implementation of the convention. The CMC encourages States Parties and signatories that have not yet done so to express their views on three key issues of concern:

1. The prohibition on assistance during joint military operations with states not party that may use cluster munitions ("interoperability");
2. The prohibitions on transit and foreign stockpiling of cluster munitions; and,
3. The prohibition on investment in the production of cluster munitions.

Several States Parties and signatories have elaborated their views on these issues, including through Article 7 transparency reports, statements at meetings, parliamentary debates, and direct communications with the CMC and the Monitor. Several strong implementation laws provide useful models for how to implement certain provisions of the convention. Yet, more than three dozen States Parties had not articulated their views on even one of these interpretive issues, and there were no new statements during the reporting period.⁹⁰ Please refer to previous *Cluster Munition Monitor* reports, in addition to Monitor country profiles, for detailed positions on key interpretive issues.

More than 400 US Department of State cables made public by Wikileaks in 2010–2011 demonstrate how the US—despite not participating in the Oslo Process—made numerous attempts to influence its allies, partners, and other states on the content of the draft Convention on Cluster Munitions, particularly with respect to interoperability, US stocks, and foreign stockpiling.⁹¹

85 Cape Verde, Comoros, Dominican Republic, Guinea, Madagascar, Rwanda, and Saint Vincent and the Grenadines.

86 CMC, "Model Legislation to implement the Convention on Cluster Munitions," 2020, bit.ly/CMCModelLegislation2020.

87 HRW and Harvard Law School's IHRC, "Staying Strong: Key Components and Positive Precedent for Convention on Cluster Munitions Legislation," September 2014, bit.ly/StayingStrong2014.

88 ICRC, "Model Law: Convention on Cluster Munitions: Legislation for Common Law States on the 2008 Convention on Cluster Munitions," March 2013, bit.ly/ICRCModelLawCCM.

89 New Zealand, "Model Legislation: Cluster Munitions Act," 7 September 2011, bit.ly/ModelLegislationNZ2011.

90 The States Parties that have yet to publicly elaborate a view on any of these interpretive issues include: Afghanistan, Albania, Andorra, Antigua and Barbuda, Belize, Benin, Bolivia, Botswana, Cape Verde, Cook Islands, Côte d'Ivoire, Cuba, Dominican Republic, El Salvador, Eswatini, Fiji, Guinea, Guinea-Bissau, Honduras, Iraq, Lesotho, Lithuania, Maldives, Mauritania, Moldova, Monaco, Mozambique, Nauru, Palau, Palestine, Panama, Paraguay, Saint Vincent and the Grenadines, San Marino, São Tomé and Príncipe, Seychelles, Sierra Leone, Slovakia, Sri Lanka, Trinidad and Tobago, Tunisia, and Uruguay.

91 As of July 2012, Wikileaks had made public a total of 428 cables relating to cluster munitions that originated from 100 locations between 2003 and 2010.

INTEROPERABILITY AND THE PROHIBITION ON ASSISTANCE

Article 1 of the convention obliges States Parties “never under any circumstances to...assist, encourage or induce anyone to engage in any activity prohibited to a State Party under this Convention.” Yet during the Oslo Process, some states expressed concern about the application of the prohibition on assistance during joint military operations with countries that have not joined the convention. In response to these “interoperability” concerns, Article 21 on “Relations with States not Party to this Convention” was included in the convention. The CMC has strongly criticized Article 21 for being politically motivated and for leaving a degree of ambiguity about how the prohibition on assistance would be applied in joint military operations.

Article 21 states that States Parties “may engage in military cooperation and operations with States not party to this Convention that might engage in activities prohibited to a State Party.” It does not, however, negate a State Party’s obligations under Article 1 to “never under any circumstances” assist with prohibited acts. The article also requires States Parties to discourage use of cluster munitions by those not party, and to encourage them to join the convention.

Together, Article 1 and Article 21 should have a unified and coherent purpose, as the convention cannot require States Parties to both discourage the use of cluster munitions and, by implication, allow them to encourage it. Furthermore, to interpret Article 21 as qualifying Article 1 would run counter to the object and purpose of the convention, which is to eliminate cluster munitions and the harm they cause to civilians.

The CMC’s position is therefore that States Parties must not intentionally or deliberately assist, induce, or encourage any activity prohibited under the Convention on Cluster Munitions, even when engaging in joint operations with states not party.

At least 38 States Parties and signatories have agreed that the convention’s Article 21 provision on interoperability should not be read as allowing states to avoid their specific obligation under Article 1 to prohibit assistance with prohibited acts.⁹²

States Parties Australia, Canada, Japan, and the UK have indicated their support for the contrary view, that the convention’s Article 1 prohibition on assistance with prohibited acts may be overridden by the interoperability provisions contained in Article 21. In discussions relating to the Second Review Conference, these States Parties and Lithuania have argued forcefully against unequivocally condemning new use of cluster munitions.

States Parties France, the Netherlands, and Spain have provided the view that Article 21 permits military cooperation in joint operations, but have not indicated the forms of assistance allowed.

TRANSIT AND FOREIGN STOCKPILING

The CMC has stated that the injunction not to provide any form of direct or indirect assistance with prohibited acts contained in Article 1 of the Convention on Cluster Munitions should be seen as banning the transit of cluster munitions across or through the national territory, airspace, or waters of a State Party. The convention should also be seen as banning the stockpiling of cluster munitions by a state not party on the territory of a State Party.

92 Austria, Belgium, BiH, Bulgaria, Burundi, Cameroon, Chile, Colombia, Costa Rica, Croatia, Czech Republic, DRC, Ecuador, Germany, Ghana, Guatemala, Holy See, Hungary, Iceland, Ireland, Lao PDR, Lebanon, Madagascar, Malawi, Mali, Mauritius, Mexico, Montenegro, New Zealand, Nicaragua, Norway, Portugal, Saint Kitts and Nevis, Senegal, Slovenia, Sweden, Switzerland, and Togo. See, CMC, *Cluster Munition Monitor 2012* (Geneva: ICBL-CMC, August 2012), pp. 34–35; CMC, *Cluster Munition Monitor 2011* (Ottawa: Mines Action Canada, October 2011), pp. 25–27; ICBL, *Cluster Munition Monitor 2010* (Ottawa: Mines Action Canada, October 2010), pp. 20–21; and HRW and Landmine Action, *Banning Cluster Munitions: Government Policy and Practice* (Ottawa: Mines Action Canada, May 2009), pp. 25–26. See also, HRW and Harvard Law School’s IHRC, “Staying Strong,” 3 September 2014, pp. 19–23, bit.ly/StayingStrong2014.

At least 35 States Parties and signatories have declared that transit and foreign stockpiling are prohibited by the convention.⁹³

States Parties Australia, Canada, Japan, the Netherlands, Portugal, Sweden, and the UK have indicated support for the opposite view—that transit and foreign stockpiling are not prohibited by the convention.

US stockpiling and transit

States Parties Norway and the UK have confirmed that the US removed its stockpiled cluster munitions from their respective territories during 2010.

The US Department of State cables released by Wikileaks show that the US has stockpiled and therefore may still store cluster munitions in States Parties Afghanistan, Germany, Italy, Japan, and Spain, as well as in non-signatories Israel, Qatar, and possibly Kuwait.

DISINVESTMENT

Several States Parties, as well as the CMC, view the convention's Article 1 ban on assistance with prohibited acts as constituting a prohibition on investment in the production of cluster munitions. The Dubrovnik Action Plan, adopted by States Parties at the convention's First Review Conference in 2015, encourages the adoption of national legislation prohibiting investments in producers of cluster munitions.⁹⁴

Since 2007, 11 States Parties have enacted legislation that explicitly prohibits investment in cluster munitions, as shown in the table.⁹⁵

No country enacted legislation relating to cluster munitions disinvestment in 2020 or the first half of 2021.

At least 38 States Parties and signatories have stated that they regard investments in cluster munition production as a form of assistance that is prohibited by the convention.⁹⁶

A few States Parties to the convention have expressed the contrary view that the convention does not prohibit investment in cluster munition production, including Germany, Japan, and Sweden.

Government pension funds in Australia, France, Ireland, Luxembourg, New Zealand, Norway, and Sweden have either fully or partially withdrawn investments, or banned investments, in cluster munition producers.

Disinvestment laws on cluster munitions

State Party	Year enacted
Belgium	2007
Ireland	2008
Italy	2011
Liechtenstein	2013
Luxembourg	2009
Netherlands	2013
New Zealand	2009
Saint Kitts and Nevis	2014
Samoa	2012
Spain	2015
Switzerland	2013

⁹³ Austria, Belgium, BiH, Bulgaria, Burkina Faso, Burundi, Cameroon, Colombia, Comoros, Costa Rica, Croatia, Czech Republic, DRC, Ecuador, France, Germany, Ghana, Guatemala, Holy See, Ireland, Lao PDR, Luxembourg, Madagascar, Malawi, Malta, Mexico, New Zealand, North Macedonia, Norway, Philippines, Saint Kitts and Nevis, Senegal, Slovenia, Spain, and Zambia. See CMC, *Cluster Munition Monitor 2011* (Ottawa: Mines Action Canada, October 2011), pp. 27–29; ICBL, *Cluster Munition Monitor 2010* (Ottawa: Mines Action Canada, October 2010), pp. 20–21; and HRW and Landmine Action, *Banning Cluster Munitions: Government Policy and Practice* (Ottawa: Mines Action Canada, May 2009), pp. 25–26.

⁹⁴ Dubrovnik Action Plan, First Review Conference of the Convention on Cluster Munitions, Dubrovnik, 10 September 2015, bit.ly/DubrovnikActionPlan.

⁹⁵ Italy's Law No. 95 bans financial assistance to anyone for any act prohibited by the convention, a provision that supports a ban on investment in the production of cluster munitions. However, the Italian Campaign to Ban Landmines has advocated for a separate, more detailed law.

⁹⁶ Australia, BiH, Cameroon, Canada, Chad, Chile, Colombia, Republic of the Congo, Costa Rica, Croatia, Czech Republic, Denmark, DRC, Ecuador, France, The Gambia, Ghana, Guatemala, Holy See, Hungary, Lao PDR, Lebanon, Madagascar, Malawi, Malta, Mauritania, Mexico, Montenegro, Niger, Norway, Peru, Philippines, Rwanda, Senegal, Slovenia, Trinidad and Tobago, UK, and Zambia.

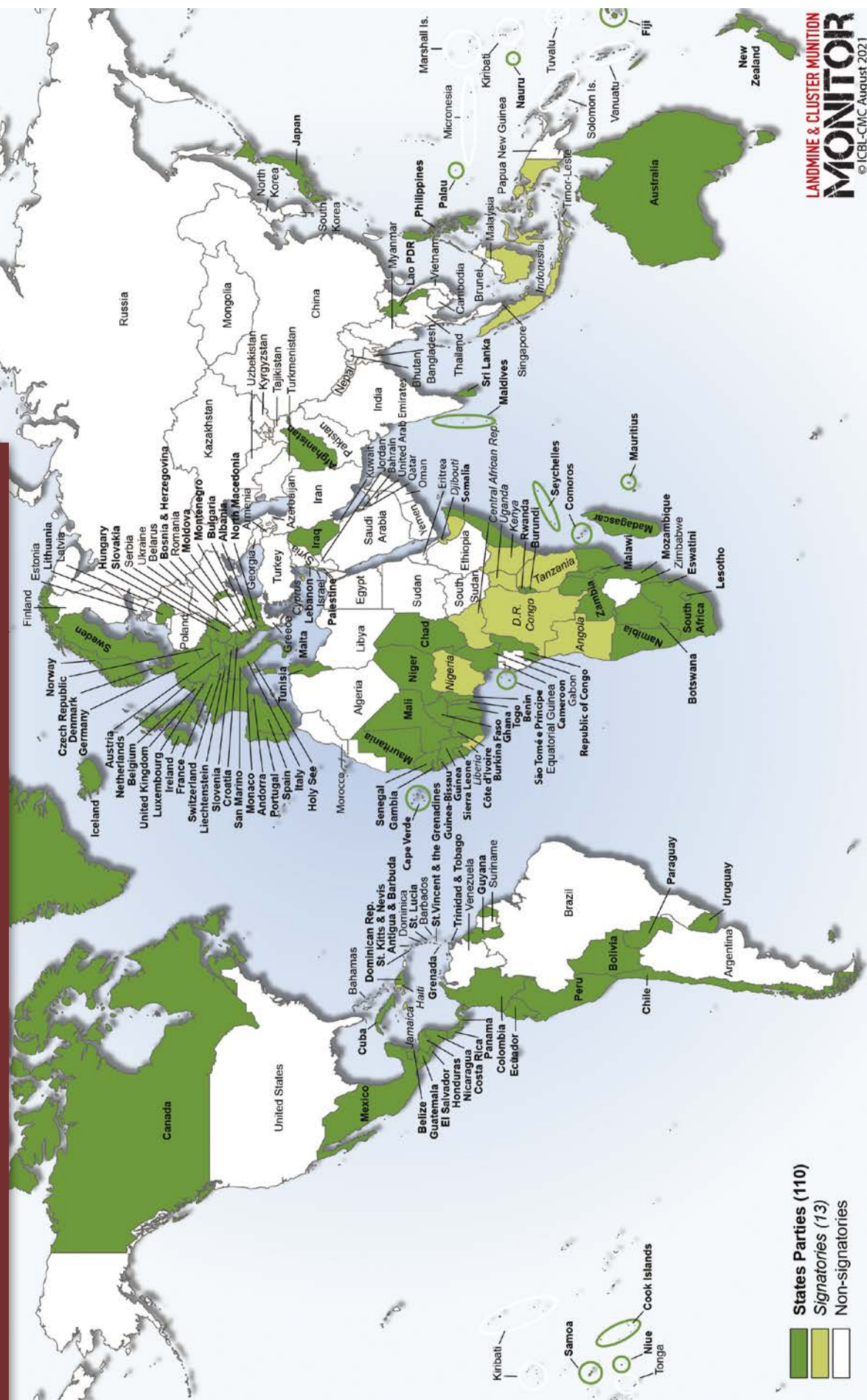
Financial institutions have acted to stop investment in cluster munition producers and promote socially responsible investment in States Parties Australia, Belgium, Canada, Denmark, France, Germany, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Spain, Sweden, Switzerland, and the UK.

Several private companies in non-signatory states have ceased production of cluster munitions, in part due to numerous inquiries from financial institutions keen to screen their investments for prohibited weapons: Elbit Systems Ltd. of Israel, Singapore Technologies Engineering, and US companies Lockheed Martin, Orbital ATK, and Textron Systems.

CMC co-founder and member PAX continues to lead advocacy and research to encourage governments to legislate against investment in cluster munition producers and provide clear guidance to financial institutions and investors.⁹⁷

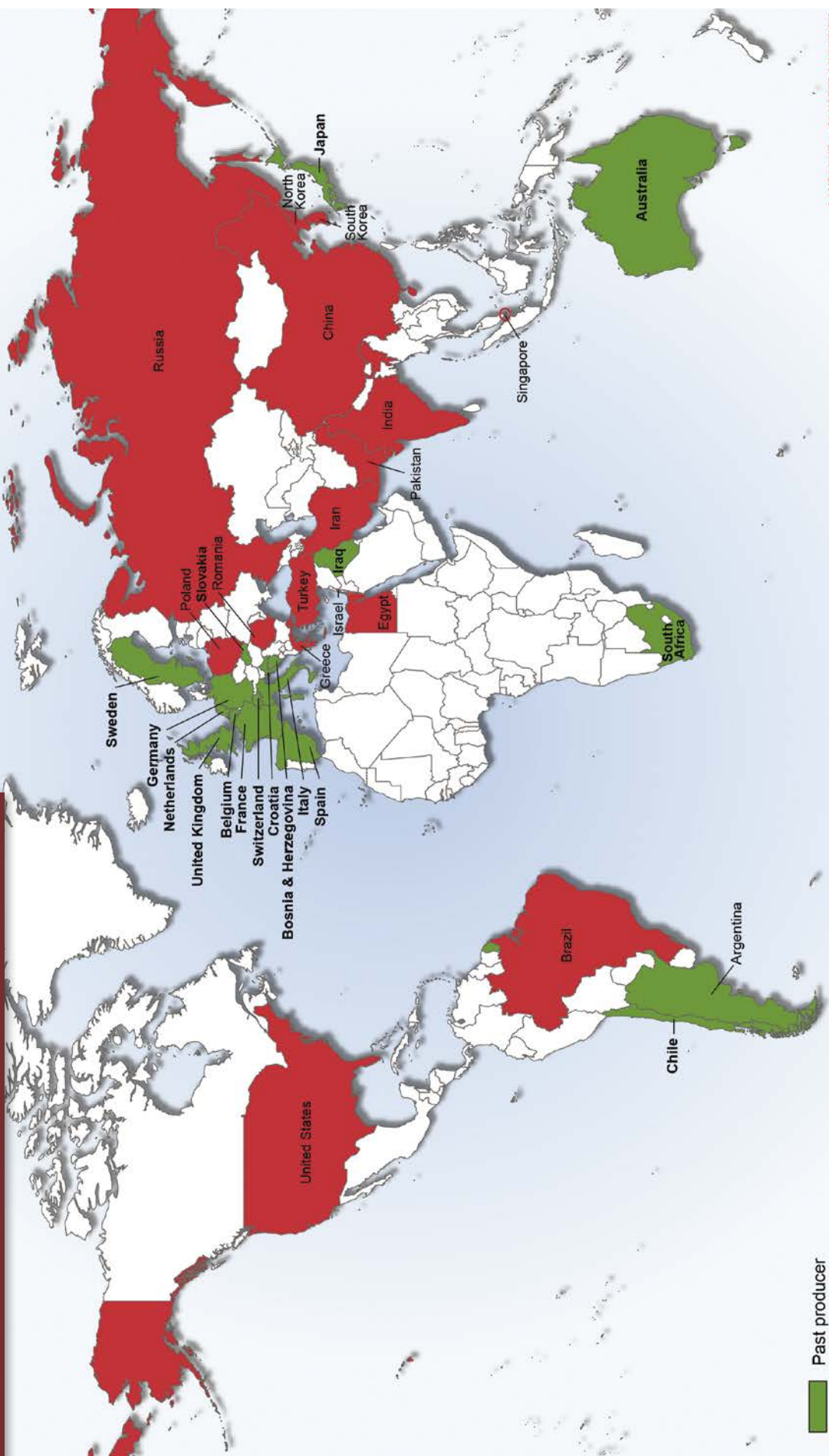
⁹⁷ PAX, *Worldwide Investments in Cluster Munitions: a shared responsibility* (Utrecht: PAX, December 2018), [bit.ly/PAXReportDecember2018](https://www.pax-international.org/en/our-work/reports-and-publications/worldwide-investments-in-cluster-munitions-a-shared-responsibility).

STATUS OF THE 2008 CONVENTION ON CLUSTER MUNITIONS



States Parties (110)
 Signatories (13)
 Non-signatories

PRODUCTION OF CLUSTER MUNITIONS



■ Past producer
■ Current producer
■ N/A

Note: States Parties to the Convention on Cluster Munitions are bold, non-signatories are plain text.



Children in Sulaymaniyah governorate, in the Kurdistan region of Iraq, are educated by MAG operators about the risk of explosive remnants of war.

© Sean Sutton/MAG, May 2021

THE IMPACT

INTRODUCTION

This summary reports on the impact of cluster munitions globally and the efforts and challenges to address the impact in the States Parties with responsibility for clearance of cluster munition remnants and to cluster munition victims. The period covering 2020 into 2021 proved to be a challenging time for the implementation by States Parties of their obligations under the Convention on Cluster Munitions. In many countries, the COVID-19 pandemic resulted in restrictions that hampered clearance and risk education operations and created additional challenges for victims to access services and support. The first part of the convention's Second Review Conference was held virtually in November 2020, while the second part was postponed until 2021. As a result, the Lausanne Action Plan—the new set of five-year strategic commitments to further states' efforts to address the impact of cluster munitions—has not yet been formally adopted at the time of writing this report. In effect, 2021 saw a prolonged transition period between the Dubrovnik and Lausanne action plans, while States Parties endeavored to make progress in much altered national and international environments.

A total of 360 cluster munition casualties in eight countries and one other area were recorded in 2020, marking a continued increase from the annual casualty totals for 2019 and 2018. Of the casualties in 2020, 142 were from new attacks in Azerbaijan and ongoing attacks in Syria, while 218 were caused by cluster munition remnants. As has been the case each year since 2012, Syria had the highest annual casualties of any country. As of the end of 2020, the total number of cluster munition casualties for all time, recorded by the Monitor, reached 22,930 including casualties from both cluster munition attacks and from unexploded submunitions. Estimates calculated from various sources range from 56,500 to 86,500 casualties for all time, globally.

Cluster munitions continue to significantly impact children. Children accounted for 44% of all casualties from attacks and cluster munition remnants during 2020, where the age was recorded. In 2020, more than three quarters of casualties (76%) were men and boys where the sex was recorded. Although the age and sex of cluster munition casualties are not adequately disaggregated in historical data, men have consistently accounted for a majority of all casualties over time. Before the adoption of the Convention on Cluster Munitions in 2008, men and boys accounted for the vast majority of casualties (84%) where the sex of casualties was recorded.

Some positive progress in the clearance of cluster munition remnants was made in 2020. Two States Parties, Croatia and Montenegro, fulfilled their obligations under Article 4 to complete clearance; while the United Kingdom (UK), which completed mine clearance in the Falkland Islands/Islas Malvinas, also confirmed that no cluster munitions remained to be cleared. States Parties reported clearing more than 63km² of land in 2020, and at least 80,925 cluster munition remnants.¹ While this represents a drop in clearance output since 2019, it still represents steady progress given the unique and uncharted challenges created by the pandemic.

However, there was also less welcome news. In four States Parties—Afghanistan, Chile, Mauritania, and Somalia—no clearance took place in 2020. Afghanistan, initially optimistic about meeting its March 2022 deadline, became the third State Party to submit an extension request in 2021, after Chile and Mauritania.² New cluster munition contamination occurred in Azerbaijan and the area of Nagorno-Karabakh as a result of the use of cluster munitions in multiple locations in October 2020, including in populated urban areas.³ Cluster munition remnants contamination was also noted in Armenia after the 2020 conflict.⁴ Ten States Parties remain contaminated with cluster munitions while two signatories, 14 non-signatories, and three other areas have, or are believed to have, land containing cluster munition remnants.

Risk education remained a crucial intervention in 2020, given the number of people continuing to live in contaminated areas. Some States Parties demonstrated efforts to target specific groups vulnerable to the threat of cluster munition remnants contamination, such as children through school programs or hard-to-reach nomadic groups known to traverse contaminated areas with animal herds. Efforts were also made in some countries to better reach persons with disabilities through adapted materials and approaches, including the use of sign language or subtitles, and disability inclusive training for community focal points. In 2020, emergency risk education was conducted in non-signatories Libya, Syria, and Yemen, as well as in the other area Nagorno-Karabakh. The COVID-19 pandemic restricted efforts to reach affected communities via interpersonal risk education methods, but operators responded by moving messaging online—on social media and mobile applications—or through more traditional methods such as broadcasting on TV and radio.

Victim assistance efforts under Article 5 continued in the face of increasing challenges. In most States Parties, progress was reported despite numerous barriers to services, including ongoing funding constraints and the COVID-19 pandemic. Yet, significant gaps remained in increasing the availability, accessibility, and sustainability of healthcare and rehabilitation services via national ownership, and through integration with efforts under the Convention on the Rights of Persons with Disabilities (CRPD). Some progress was reported in the provision of economic inclusion and financial assistance to victims; although this was an

1 Cluster munition remnants include abandoned cluster munitions, unexploded submunitions, and unexploded bomblets, as well as failed cluster munitions. Unexploded submunitions are “explosive submunitions” that have been dispersed or released from a cluster munition but failed to explode as intended. Unexploded bomblets are similar to unexploded submunitions, but refer to “explosive bomblets,” which have been dispersed or released from an affixed aircraft dispenser and failed to explode as intended. Abandoned cluster munitions are unused explosive submunitions or cluster munitions that have been left behind or dumped, and are no longer under the control of the party that abandoned them. See, Convention on Cluster Munitions, Article 2 (5), (6), (7), and (15).

2 Afghanistan Convention on Cluster Munitions Article 4 deadline Extension Request, 3 August 2021, bit.ly/AfghanistanCCMArt4ExtRequest2021; and email from Directorate of Mine Action Coordination (DMAC), 17 July 2021. Afghanistan has reported finding additional contaminated areas, some of which are in areas controlled by non-state actors.

3 See Amnesty International, “Armenia/Azerbaijan: First confirmed use of cluster munitions by Armenia ‘cruel and reckless,’” 29 October 2020, bit.ly/AmnestyInternational29Oct2020; Human Rights Watch (HRW), “Armenia: Cluster Munitions Kill Civilians in Azerbaijan,” 30 October 2020, bit.ly/HRWArmeniaAzerbaijan30Oct2020; and HRW, “Azerbaijan: Cluster Munitions Used in Nagorno-Karabakh,” 23 October 2020, bit.ly/HRWNagorno-Karabakh23Oct2020.

4 Center for Humanitarian Demining and Expertise, (CHDE), “The specialists of the ‘Center for Humanitarian Demining and Expertise’ are in Davit Bek,” 26 February 2021, www.chde.am/news_en.htm.

area where few sustainable measures were noted. As in past years, psychological support—particularly psychosocial support through peer-to-peer approaches—was severely lacking considering the level of need for such services.

ASSESSING THE IMPACT

CLUSTER MUNITION REMNANTS CONTAMINATION

GLOBAL CONTAMINATION

A total of 26 states and three other areas were known or suspected to be contaminated by cluster munition remnants, as of 1 August 2021. Ten of these are States Parties to the Convention on Cluster Munitions and have Article 4 clearance obligations, while two are signatories. Fourteen non-signatories and three other areas are also affected by cluster munitions.

Estimated cluster munition remnants contamination in states and other areas

More than 1,000km ²	100–1,000km ²	10–99km ²	Less than 10km ²	Residual contamination/ Unknown
Lao PDR Vietnam	Cambodia Iraq	Afghanistan Azerbaijan Chile <i>Kosovo</i> Libya Mauritania <i>Nagorno-Karabakh</i> Syria Ukraine Yemen	Bosnia and Herzegovina Chad Georgia Germany Iran Lebanon Serbia Somalia South Sudan Sudan Tajikistan <i>Western Sahara</i>	<u>Angola</u> Armenia <u>Dem. Rep. Congo</u>

Note: States Parties are indicated in **bold**; signatories are underlined; and other areas are in *italics*.

CLUSTER MUNITION REMNANTS CONTAMINATION IN STATES PARTIES

States Parties that have completed clearance

Under Article 4 of the Convention on Cluster Munitions, States Parties are obliged to clear and destroy all cluster munition remnants in areas under their jurisdiction or control as soon as possible, but not later than 10 years after becoming party to the convention.

A total of 10 States Parties have reported completing clearance of cluster munition remnants. In 2020, States Parties Croatia and Montenegro declared that clearance of all cluster munition remnants on their territories was complete. States Parties the Republic of the Congo (2012), Grenada (2012), Norway (2013), and Mozambique (2016) have also each

declared completion of clearance. States Parties Albania, Guinea-Bissau, Palau, and Zambia all completed clearance before the entry into force of the convention in 2010.⁵

Mauritania, which had reported fulfilment of its clearance obligations in September 2013, has since reported finding new cluster munition remnants contamination.⁶

Extent of contamination in States Parties

Massive cluster munition remnants contamination (more than 1,000km²) exists in one State Party, Lao PDR, while large contamination (between 100–1,000km²) exists in one State Party, Iraq. Three States Parties—Afghanistan, Chile, and Mauritania—are believed to have medium contamination (between 10–99km²). Afghanistan previously had below 10km², but in 2021 recorded new contamination. Five States Parties—Bosnia and Herzegovina (BiH), Chad, Germany, Lebanon, and Somalia—have less than 10km² of contamination.

Lao PDR is the State Party most heavily contaminated by cluster munition remnants. Though the full extent of contamination is not known, 15 of Lao PDR's 18 provinces are contaminated, with nine heavily contaminated.⁷ Survey is ongoing in six provinces, with limited survey in three others. As of the end of December 2020, the total extent of confirmed hazardous area (CHA) in surveyed areas totaled 1,298.34km².⁸ By June 2021, 1,371km² of CHA had been identified.⁹ Clearance operators have reported the presence of at least 186 types of munitions in Lao PDR.¹⁰

The Regional Mine Action Center (RMAC) South in Iraq reported to the Monitor that as of the end of 2020, cluster munition remnants covered a total area of 162.81km² in the north, center, and south of the country.¹¹ The majority of contaminated areas are found in southern Iraq (147.65km²), but cluster munition remnants are also found in the Middle Euphrates region (10.99km²) and in the north, including in the Kurdistan region of Iraq (4.17km²).¹² In 2020, survey discovered 220 contaminated areas in Basrah and Muthanna, in southern Iraq, covering 17.14km².¹³

In its revised Article 4 deadline extension request of 29 June 2020, Chile stated that the estimate of contamination in the country was 64.61km², across four sites, according to a non-technical survey completed in 2019.¹⁴ However, it is expected that this estimate will be further reduced by technical survey.

5 Convention on Cluster Munitions, Country Profiles, www.clusterconvention.org/country-profiles/; Albania Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F; Guinea-Bissau Convention on Cluster Munitions Article 7 Report (for calendar year 2019), Form F; Palau Convention on Cluster Munitions voluntary Article 7 Report (for calendar year 2010), Form F; and Zambia Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F. See, Convention on Cluster Munitions Article 7 Database, bit.ly/Article7DatabaseCCM.

6 Mauritania Convention on Cluster Munitions Article 7 Report (for calendar year 2019), Form F.

7 Lao PDR Convention on Cluster Munitions Article 4 deadline Extension Request, Part B, detailed narrative, 26 February 2019, p. 1, bit.ly/LaosCCMArt4ExtRequest2019.

8 Response to Monitor questionnaire by Chomyaeng Phengthongsawat, Director General, National Regulatory Authority for the UXO/Mine Action Sector in Lao PDR (NRA), 22 June 2020; Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, p. 5; and NRA, "UXO Operational Dashboard," undated.

9 NRA, "UXO Operational Dashboard," undated. The NRA dashboard is regularly updated.

10 Lao PDR Convention on Cluster Munitions Article 4 deadline Extension Request, Part B, detailed narrative, 26 February 2019, p. 1, bit.ly/LaosCCMArt4ExtRequest2019.

11 Response to Monitor questionnaire by Haitham F. Lafta, National Focal Point CCM and Operations Manager, RMAC South, 5 March 2021.

12 Ibid.

13 Response to Monitor questionnaire by Ahmed Al-Jasim, Director of Planning and Information and Focal Point APMBC, Directorate of Mine Action (DMA), 13 April 2021.

14 Chile Convention on Cluster Munitions Article 4 deadline Extension Request (revised), 29 June 2020, pp. 4–5, bit.ly/ChileCCMArt4ExtRequestJune2020.

In 2019, Mauritania discovered previously unknown contaminated areas, dating from 1980 and 1990.¹⁵ After an initial assessment of the contamination in February 2021, 14.02km² was found to be contaminated with cluster munition remnants. These areas are all located in the region of Tiris Zemmour in the north of Mauritania, bordering Western Sahara.¹⁶ Further survey will be needed to determine the exact size of the contaminated areas.¹⁷

As of the end of 2020, Afghanistan reported 10 cluster munition contaminated areas, totaling 7.54km², located in Faryab, Nangarhar, and Paktya provinces.¹⁸ However, in the first quarter of 2021, a further 11 areas were identified as contaminated in the provinces of Bamyan, Paktya, and Samangan, bringing the total remaining contamination to more than 13km².¹⁹ Further contamination, around 3km², was also suspected in Paktya province, but survey had not been conducted due to the area being under the control of a non-state armed group (NSAG).²⁰

Germany has found evidence of ShOAB-0.5 submunitions on or just below the natural ground surface (not exceeding some 30cm) over an area not exceeding 11km².²¹ It has reported clearing 3.5km² of contaminated area between 2017 and 2020, leaving 7.5km² still to clear.²²



Shepherd herding in contaminated land in Jurud Aarsal, northeast Lebanon.

© Hala Amhaz/NPA, December 2020

The Lebanon Mine Action Center (LMAC) told the Monitor that as of the end of 2020, cluster munition remnants contamination covered 7.29km² in three areas: Bekaa, Mount Lebanon, and southern Lebanon.²³ This included 0.92km² of new contamination discovered in 2020 in the northeast.²⁴

Cluster munition remnants contamination in BiH primarily results from the 1992–1995 conflict related to the break-up of the former Yugoslavia.²⁵ BiH reported that as of the end of 2020, 2.05km² of contamination remained, estimated to contain some 2,300 KB-1 unexploded cluster submunitions.²⁶

- 15 Mauritania Convention on Cluster Munitions Article 7 Report (for calendar year 2019), Form F.
- 16 Mauritania Convention on Cluster Munitions Article 4 deadline Extension Request, 30 June 2021, p. 2, bit.ly/MauritaniaCCMArt4ExtRequest2021.
- 17 Ibid., p. 5.
- 18 Response to Monitor questionnaire by DMAC, 21 February 2021; Afghanistan Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F.
- 19 The contamination includes 3.58km² in Faryab and Paktya (expected to be cleared by the end of December 2021), 4.23km² in Nangarhar, 5.25km² in Paktya, 0.39km² in Bamyan, and 0.01km² in Samangan. Afghanistan Convention on Cluster Munitions Article 4 deadline Extension Request, 3 August 2021, p. 10, bit.ly/AfghanistanCCMArt4ExtRequest2021.
- 20 Email from DMAC, 17 July 2021; and Afghanistan Convention on Cluster Munitions Article 4 deadline Extension Request, 3 August 2021, p. 10, bit.ly/AfghanistanCCMArt4ExtRequest2021.
- 21 Germany Convention on Cluster Munitions Article 7 Report (for calendar year 2019), Form F, pp. 15–18.
- 22 Ibid., p. 17.
- 23 Response to Monitor questionnaire by Lt.-Col. Fadi Wazen, Operations Section Head, LMAC, 15 February 2021; and Lebanon Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, pp. 15–16.
- 24 Response to Monitor questionnaire by Lt.-Col. Fadi Wazen, Operations Section Head, LMAC, 15 February 2021; and email from Lt.-Col. Fadi Wazen, Operations Section Head, LMAC, 2 June 2021.
- 25 BiH Convention on Conventional Weapons (CCW) Protocol V Article 10 Report (for calendar year 2016), Form A. See, CCW Protocol V Database, bit.ly/Article10DatabaseCCWPV.
- 26 BiH Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, p. 1.

Chad's remaining cluster munition contamination is small. The National High Commission for Demining (Haut Commissariat National de Déminage, HCND) reported to the Monitor in June 2021 that the last area known to be contaminated—742,657m² in Delbo village, West Ennedi province—had been cleared and was awaiting quality assurance to complete the land release process.²⁷ However, Mines Advisory Group (MAG) previously indicated that most of Tibesti province had yet to be surveyed, and noted the possibility that cluster munition remnants could be found around former Libyan military bases.²⁸

The extent of contamination in Somalia is unknown but thought to be small. Cluster munition remnants are thought to remain along border areas with Kenya, in the north of Jubaland state, but no survey of contaminated areas has been possible primarily due to a lack of funding.²⁹

Unconfirmed contamination in States Parties

State Party Colombia may have a small amount of residual contamination, although no known evidence has been found.³⁰ A World War II-type “cluster adapter” of United States (US) origin was used during an attack at Santo Domingo in 1998.³¹ The Inter-American Court of Human Rights found the Colombian Air Force used an AN-M1A2 bomb, which it said meets the definition of a cluster munition.³²

The UK completed clearance of mines in the Falkland Islands/Islands Malvinas in 2020 and confirmed there are no remaining areas where cluster munition remnants are suspected there. But it is estimated that more than 2,000 crates of AN-M1A1 and/or AN-M4A1 “cluster adapter” type bombs are remaining in UK waters in the cargo of a sunken World War II ship off the east coast of England.³³

CLUSTER MUNITION REMNANTS CONTAMINATION IN SIGNATORIES

Two signatories to the Convention on Cluster Munitions—Angola and the Democratic Republic of the Congo (DRC)—remain listed as having cluster munition remnants contamination. Signatory Uganda completed clearance in 2008.³⁴

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- 27 Response to Monitor questionnaire by Brahim Djibrim Brahim, Coordinator, HCND, 18 June 2021; and Chad Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, p. 5.
- 28 Emails from Romain Coupez, Regional Security Manager, MAG, 10 May 2017 and 31 May 2018; and response to Monitor questionnaire by Romain Coupez, Regional Security Manager, MAG, 3 May 2017.
- 29 Somalia draft Convention on Cluster Munitions Article 7 Report (for calendar year 2020), provided to the Monitor by Dahir Abdirahman Abdulle, National Director General, Somali Explosives Management Authority (SEMA), 17 July 2021.
- 30 Colombia Convention on Cluster Munitions Article 7 Report (for calendar year 2017), Form F.
- 31 Inter-American Commission on Human Rights, “Masacre de Santo Domingo, Colombia, Caso 12.416” (“Massacre of Santo Domingo, Colombia, Case 12.416”), 22 April 2011.
- 32 Inter-American Human Rights Court, “Case of the Santo Domingo Massacre v. Colombia,” 30 November 2012, bit.ly/IACHRJudgment30Nov2012. The Colombian government reportedly paid a total of 5,700 million pesos to victims of the attack. See also, “Condenan a 30 años a dos oficiales por bombardeo a Santo Domingo” (“Two officers sentenced to 30 years for bombing Santo Domingo”), *El Tiempo*, 23 November 2017, bit.ly/ElTiempoBombingSantoDomingo.
- 33 The SS Richard Montgomery, carrying a cargo of munitions, was stranded and wrecked off the Thames Estuary, near Sheerness, in August 1944 and remains submerged there. The former UK Defence Evaluation and Research Agency has listed best estimates of the munitions which remain aboard the ship, including 2,297 cases of fragmentation bomb clusters with AN-M1A1 and/or AN-M4A1 “cluster adapter” submunitions. Surveys from November 2017 and April 2018 indicated that the wreck is generally stable but is showing accelerated levels of deterioration. See, “Masts to be cut from Thames Estuary wreck packed with explosives,” *BBC*, 4 June 2020, www.bbc.com/news/uk-england-kent-52918221; Maritime and Coastguard Agency, “Report On The Wreck Of The SS Richard Montgomery,” November 2000, p. 20; and “Fears grow that WW2 wreck could explode on Kent coast,” *The Guardian*, 17 August 2019, bit.ly/TheGuardian17Aug2019.
- 34 Email from Vicent Woboya, Director, Uganda Mine Action Centre (UMAC), 8 April 2010.

Angola has no confirmed contamination, but there may remain abandoned cluster munitions or unexploded submunitions. Some cluster munition remnants have been found and destroyed through explosive ordnance disposal (EOD) call-outs.³⁵

DRC is suspected to have some small remaining areas of cluster munition contamination. The Congolese Mine Action Center (Centre Congolais de Lutte Antimines, CCLAM) reported to the Monitor in August 2020 that cluster munition remnants are thought to be present in five provinces – Ituri, Maniema, South-Kivu, Tanganyika, and Tshuapa – but that survey would need to be conducted to confirm the extent of contamination.³⁶

CLUSTER MUNITION REMNANTS CONTAMINATION IN NON-SIGNATORIES AND OTHER AREAS

Fourteen non-signatories and three other areas have, or are believed to have, land containing cluster munition remnants on their territories.³⁷ The only non-signatory to have completed clearance of cluster munition remnants is Thailand, in 2011.

The full extent of contamination in many of the non-signatories and other areas is not known. However, Vietnam is believed to have massive cluster munition remnants contamination (more than 1,000km²), while Cambodia has large contamination (between 100–1,000km²). Five non-signatories and two other areas are each believed to have between 10–99km² of contamination, while six non-signatories and one other area are each thought to have less than 10km². The extent of contamination in Armenia is not known.

Vietnam is massively contaminated by cluster munition remnants, but no accurate estimate of the extent exists. In 2020, the Vietnam Mine Action Centre (VNMAC) reported to the Monitor that areas contaminated with explosive remnants of war (ERW) of all types comprised more than 5.7 million hectares (57,000km²). This represents more than 17% of Vietnam’s total land area, but contamination is concentrated mainly in the central provinces of Quang Tri, Quang Binh, Ha Tinh, Nghe An, and Quang Ngai.³⁸

Cambodia has raised its estimate of cluster munition contamination in recent years due to the implementation of survey. The Cambodian Mine Action and Victim Assistance Authority (CMAA) reported 658km² of contamination as of the end of December 2020.³⁹ Most of this contamination is concentrated in the northeastern provinces, along the borders with Lao PDR and Vietnam.⁴⁰

Non-signatories thought to have between 10–99km² of contamination are Azerbaijan, Libya, Syria, Ukraine, and Yemen, and the other areas Kosovo and Nagorno-Karabakh.

The extent of contamination in both Azerbaijan and the area of Nagorno-Karabakh is unknown. Use of cluster munitions in October 2020 resulted in new contamination in both

³⁵ Email from Robert Iga Afedra, Capacity Development Advisor, National Intersectoral Demining and Humanitarian Assistance Commission (Comissão Nacional Intersectorial de Desminagem e Assistência Humanitária, CNIDAH), 12 August 2020.

³⁶ Response to Monitor questionnaire by Sudi Alimasi Kimputu, National Coordinator, CCLAM, 18 August 2020.

³⁷ Armenia, Azerbaijan, Cambodia, Georgia, Iran, Libya, Serbia, South Sudan, Sudan, Syria, Tajikistan, Ukraine, Vietnam, Yemen, and other areas Kosovo, Nagorno-Karabakh, and Western Sahara.

³⁸ Response to Monitor questionnaire by Nguyen Hang Phuc, Deputy Director General, VNMAC, 4 May 2021.

³⁹ Email from Prum Sophakmonkol, Secretary General, CMAA, 3 June 2021. Data provided by CMAA staff.

⁴⁰ Southeast Asia Air Sortie Database, cited in Dave McCracken, “National Explosive Remnants of War Study, Cambodia,” Norwegian People’s Aid (NPA) in collaboration with CMAA, March 2006, p. 15; HRW, “Cluster Munitions in the Asia-Pacific Region,” 17 October 2008, [bit.ly/HRWClusterMunitionsAsia-Pacific2008](https://www.hrw.org/report/2008/10/17/cluster-munitions-in-the-asia-pacific-region); and Humanity & Inclusion, formerly Handicap International (HI), *Fatal Footprint: The Global Human Impact of Cluster Munitions* (Brussels: HI, November 2006), p. 11.

Azerbaijan and Nagorno-Karabakh.⁴¹ Before the conflict in 2020, the HALO Trust had reported 70.48km² of cluster munition remnants contamination in Nagorno-Karabakh.⁴² In Armenia, new contamination from the conflict over Nagorno-Karabakh was identified in the Syunik region bordering Azerbaijan in 2021, but the extent of cluster munition contamination is not known.⁴³

Contamination in Libya is a consequence of armed conflict in 2011 and renewed conflict since 2014, particularly in urban areas. In 2019, there were several instances or allegations of cluster munition use in Libya by forces affiliated with the Libyan National Army (LNA), including in an attack on Zuwarah airport in August 2019 where RBK-500 cluster munition remnants were found, and during attacks in and around Tripoli in May and December 2019.⁴⁴

Cluster munitions have been used extensively in Syria in 13 of the country's 14 governorates since 2012. From late April until June 2019, Human Rights Watch (HRW) reported attacks against opposition-controlled areas of Aleppo, Hama, and Idlib governorates on a daily basis.⁴⁵ Prior to that, cluster munition use and cluster munition remnants contamination were reported in the governorates of Aleppo, Dar'a, Deir-ez-Zor, Hama, Homs, Idlib, and Quneitra, as well as in the Damascus suburb of Eastern Ghouta.⁴⁶ Reported cluster munition attacks in Syria have decreased since mid-2017,⁴⁷ but they were still in use throughout 2019 and into 2020.⁴⁸

Ukraine has reported that unexploded submunitions contaminate the Donetsk and Luhansk regions, in the east of the country.⁴⁹ The extent of contamination is not yet known.

In 2014, Yemen identified approximately 18km² of suspected cluster munition hazards, but the escalation of armed conflict since March 2015 has increased the extent of contamination in northwestern and central Yemen.⁵⁰ The United Nations Development Programme (UNDP) confirmed that cluster munitions and other ERW contamination is widespread in the north, resulting from the air campaign and ground fighting.⁵¹ In the south, with the exception of a few areas where the frontlines have shifted, there is no cluster munition remnants contamination.⁵²

41 HRW, "Armenia: Cluster Munitions Kill Civilians in Azerbaijan," 30 October 2020, [bit.ly/HRWArmeniaAzerbaijan30Oct2020](https://www.hrw.org/news/2020/10/30/armenia-cluster-munitions-azerbaijan); and HRW, "Azerbaijan: Cluster Munitions Used in Nagorno-Karabakh," 23 October 2020, [bit.ly/HRWNagorno-Karabakh23Oct2020](https://www.hrw.org/news/2020/10/23/azerbaijan-cluster-munitions-nagorno-karabakh).

42 Email from Alina Aslanian, Program Officer, HALO Trust, 30 July 2020.

43 CHDE, "The specialists of the 'Center for Humanitarian Demining and Expertise' are in Davit Bek," 26 February 2021, www.chde.am/news_en.htm. Hazard areas including cluster munition remnants in Kornidzor village, Tegh community of the Syunik region, were identified during non-technical survey in 2017, but no cluster munition remnants were found during clearance in 2020. Response to Monitor questionnaire by Margaret Lazyan, Head of Mine Risk Education and Victim Assistance, CHDE, 22 March 2021.

44 UN Security Council (UNSC), "Final report of the Panel of Experts on Libya established pursuant to Security Council resolution 1973 (2011)," S/2019/914, Annex 17, 9 December 2019, [bit.ly/UNSCLibya9Dec2019](https://www.un.org/News/Press/docs/2019/1912/S1919914.html); HRW, "Libya: Banned Cluster Munitions Used in Tripoli," 20 February 2020, [bit.ly/HRWLibya13Feb2020](https://www.hrw.org/news/2020/02/20/libya-cluster-munitions-tripoli); and Sami Zaptia, "Tripoli forces claim successes and accuse Hafter of using cluster bombs and internationally banned phosphorus bombs," *Libya Herald*, 20 June 2019, [bit.ly/LibyaHerald20June2019](https://www.libyaherald.com/news/2019/06/20/tripoli-forces-claim-successes-and-accuse-hafter-of-using-cluster-bombs-and-internationally-banned-phosphorus-bombs/).

45 HRW, "Russia/Syria: Flurry of Prohibited Weapons Attacks," 3 June 2019, [bit.ly/HRWRussiaSyria3June2019](https://www.hrw.org/news/2019/06/03/russia-syria-prohibited-weapons-attacks).

46 Ibid.

47 HRW, "Cluster Munitions: Ban Treaty is Working," 29 August 2019, [bit.ly/HRWBanTreatyWorking29Aug2019](https://www.hrw.org/news/2019/08/29/cluster-munitions-ban-treaty-working).

48 See, HRW, "Russia/Syria: Flurry of Prohibited Weapons Attacks," 3 June 2019, [bit.ly/HRWRussiaSyria3June2019](https://www.hrw.org/news/2019/06/03/russia-syria-prohibited-weapons-attacks); Syrian Network for Human Rights (SNHR), "Nearly 457 attacks by the Syrian and Russian Regimes Using Cluster Munitions were Documented, 24 of them since the Sochi Agreement," 16 April 2019, sn4hr.org/blog/2019/04/16/53566/; SNHR, "Four Cluster Munition attacks documented since the start of the last offensive in December 2019, two of which were against schools," 27 February 2020, [bit.ly/SNHRSchoolAttacks27Feb2020](https://www.sn4hr.org/blog/2020/02/27/53566/); and Amnesty International, "Nowhere is safe for us: Unlawful attacks and mass displacement in Northwest Syria," 11 May 2020, [bit.ly/AmnestySyria15May2020](https://www.amnesty.org/en/documents/mde11/53566/).

49 National Security and Defense Council (NSDC) and State Emergency Services of Ukraine (SESU), "Humanitarian demining in Ukraine: current issues and challenges," Mine Ban Treaty Fourteenth Meeting of States Parties, side event, Geneva, 2 December 2015.

50 UNDP, "Grant Progress Report for 1 October–31 December 2015," 25 January 2016.

51 UNDP, "Yemen Emergency Mine Action Project: Annual Report 2020," February 2021, p. 8.

52 Email from Stephen Bryant, Chief Technical Mine Action Advisor, UNDP, 11 August 2020.

In Kosovo, as of January 2021, the Kosovo Mine Action Centre (KMAC) reported 11.4km² of cluster munition remnants contamination in 45 affected areas.⁵³

Non-signatories Georgia, Iran, Serbia, South Sudan, Sudan, Tajikistan, and the area of Western Sahara each have less than 10km² of known cluster munition remnants contamination.

Georgia is thought to be free of contamination, with South Ossetia being a possible exception.

The extent of contamination in Iran and Sudan is not known but is believed to be small.

Serbia reported a total of 2.09km² of contamination as of the end of 2020, made up of 0.71km² of CHA and 1.38km² of suspected hazardous area (SHA).⁵⁴

South Sudan reported 5.78km² of contamination, but noted that analysis of previous clearance suggests that the projection underestimates the size of the problem.⁵⁵

Tajikistan reported 0.79km² of cluster munition contaminated land, classified as CHA.⁵⁶

Western Sahara reported 2.09km² of cluster munition contamination as of December 2020.⁵⁷

CLUSTER MUNITION CASUALTIES

GLOBAL CLUSTER MUNITION CASUALTIES

The Monitor gathers available data on cluster munition casualties recorded annually in individual countries and compiles statistics for each full calendar year. The Monitor also collects data on past casualties and records casualties over time for country profiles, and to revise aggregated global historical data on cluster munition casualties as new information becomes available.

As of the end of 2020, the total number of cluster munition casualties recorded by the Monitor globally for all time reached 22,930. The total includes casualties resulting directly from cluster munition attacks (4,656 casualties) in addition to casualties from unexploded remnants (18,274 casualties). Data begins in the mid-1960s amid extensive cluster munition attacks by the US in Southeast Asia, and continues to the end of 2020. The three countries with the highest recorded numbers of cluster munition casualties are Lao PDR (7,763), Syria (4,281), and Iraq (3,101).

As many casualties have gone unrecorded, a better representation of total casualties globally is roughly 56,500; a figure that has been calculated from various country estimates. Some higher end estimates put the total number of casualties for all time at between 86,500 and 100,000. However, these are based on extrapolations from limited data samples, which may not be representative of national averages or the actual number of casualties.⁵⁸

53 US Department of State, Bureau of Political-Military Affairs, "Factsheet: US Conventional Weapons Destruction Program in Europe," 5 April 2021, bit.ly/FactsheetAlbania5Apr2021.

54 Responses to Monitor questionnaire by Slađana Košutić, Senior Advisor for Planning, International Cooperation and European Integrations, Serbian Mine Action Center (SMAC), 8 March and 28 April 2021.

55 South Sudan Convention on Cluster Munitions voluntary Article 7 Report (for calendar year 2020), Form F; and response to Monitor questionnaire by Jurkuch Barach Jurkuch, Chairperson, National Mine Action Authority (NMAA), 8 March 2021.

56 Response to Monitor questionnaire by Muhabbat Ibrohimzoda, Director, Tajikistan National Mine Action Centre (TNMAC), 9 April 2021; and Tajikistan Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F.

57 Response to Monitor questionnaire by Leon Louw, Programme Manager, United Nations Mine Action Service (UNMAS), 4 March 2021.

58 Calculated by the Monitor based on known data and various country estimates recorded in HI data. See HI, *Circle of Impact: The Fatal Footprint of Cluster Munitions on People and Communities* (Brussels: HI, May 2007), bit.ly/MonitorHICircleofImpact2007.

Casualties directly caused by cluster munition attacks before the convention entered into force have been grossly under-reported. For example, no data or estimate is available for the most heavily bombed country, Lao PDR. Many thousands of cluster munition casualties from past conflicts have gone unrecorded, particularly casualties that occurred during extensive use in Southeast Asia, Afghanistan, and the Middle East (notably in Iraq, where there have been estimates of between 5,500 and 8,000 casualties from cluster munitions since 1991).⁵⁹

However, since the entry into force of the convention in 2010, recording of the impact of cluster munition attacks has improved significantly. Concerningly, due to new use, casualties recorded from attacks have outnumbered those due to cluster munition remnants during this period.

Prior to the adoption of the convention in 2008, data on casualties from cluster munition attacks was severely lacking, including those among military personnel and other direct conflict actors, such as NSAG combatants and militias. Even with improved reporting, the disproportionately high ratio of civilian casualties identified during the Oslo Process to establish the convention has remained apparent.

Before 2008, a total of 13,306 recorded cluster munition casualties had been identified globally.⁶⁰ Since then, the number of recorded casualties has increased due to updated casualty surveys identifying pre-convention casualties, new casualties that have resulted from historical cluster munition remnants, as well as new use of cluster munitions during attacks and the remnants they have left behind.

Cluster munition casualties have been identified as having occurred in 14 States Parties, four signatory states, 17 non-signatories, and three other areas as of the end of 2020.

The first cluster munition casualty in Mauritania was reported in 2021.⁶¹ Although no casualties were identified in Mauritania before 2021, it is possible that cluster munition incidents occurred in the past that were not disaggregated from casualties caused by mines and other ERW.

Among the 14 States Parties that had cluster munition casualties recorded up to the end of 2020, 12 have a recognized responsibility for victims under the Convention on Cluster Munitions.⁶² At least two States Parties—Colombia⁶³ and Mozambique⁶⁴—have had cluster munition casualties reported, but do not believe that they have cluster munition victims and therefore have not recognized a responsibility to assist cluster munition victims. Both are

59 HI, *Circle of Impact: The Fatal Footprint of Cluster Munitions on People and Communities* (Brussels: HI, May 2007), p. 104, bit.ly/MonitorHICircleofImpact2007; and UNDP, “Cluster Munitions Maim and Kill Iraqis—Every Day,” 10 November 2010.

60 Global cluster munition casualty data used by the Monitor includes the global casualty data collected by HI in 2006 and 2007. In 2007, HI reported an all-time total of 13,306 cluster munition casualties. See, HI, *Circle of Impact: The Fatal Footprint of Cluster Munitions on People and Communities* (Brussels: HI, May 2007), bit.ly/MonitorHICircleofImpact2007.

61 Mauritania Mine Ban Treaty Article 5 deadline Extension Request, 24 March 2021, p. 8, bit.ly/MauritaniaMBTA5ExtRequest2021.

62 Afghanistan, Albania, BiH, Chad, Croatia, Guinea-Bissau, Iraq, Lao PDR, Lebanon, Montenegro, Sierra Leone, and Somalia.

63 In its initial and annual Article 7 transparency reports for the convention, Colombia noted no reports or records on victims of cluster munitions. In November 2017, the Supreme Court of Colombia upheld the decision of the Inter-American Court of Human Rights case, *Santo Domingo Massacre vs. the Republic of Colombia*, regarding redress for cluster munition victims of a cluster munition attack in Santo Domingo, Colombia, in 1998. As identified in the case of the Santo Domingo Massacre, 17 civilians were killed and 27 injured. All casualties occurred at the time of the attack and no unexploded submunition casualties have been reported. See, “César Romero Pradilla vs. Johan Jiménez Valencia,” Supreme Court of the Republic of Colombia, 23 November 2017, bit.ly/CorteSupremaColombia2017; and Inter-American Court of Human Rights, “Case: Massacre of Santo Domingo vs. Colombia Sentence of 30 November 2012,” 30 November 2012, bit.ly/IACHRColombia30Nov2012.

64 In 2020, Mozambique reported that “at the moment there is no evidence of victims of cluster munitions,” having previously stated that “Additional surveys are needed to identify victims of cluster munitions.” No such surveys were reported to date.

also States Parties to the Mine Ban Treaty, and have recognized their responsibility to assist landmine survivors.

States and other areas with cluster munition casualties (as of 31 December 2020)⁶⁵

More than 1,000 casualties	100–1,000 casualties	10–99 casualties	Less than 10 casualties/unknown
Iraq Lao PDR Syria Vietnam	Afghanistan <u>Angola</u> Azerbaijan* BiH Cambodia Croatia <u>Dem. Rep. Congo</u> Eritrea Ethiopia <i>Kosovo</i> Kuwait Lebanon Russia Serbia South Sudan <i>Western Sahara</i> Yemen	Albania Colombia Georgia Israel <i>Nagorno-Karabakh</i> Sierra Leone Sudan Tajikistan <u>Uganda</u> Ukraine	Chad Guinea-Bissau <u>Liberia</u> Libya Montenegro Mozambique Somalia

Note: States Parties are indicated in **bold**; signatories are underlined; and other areas are in *italics*.
*Azerbaijan is included as having casualties for the first time due to cluster munition attacks in 2020.

The majority of all recorded cluster munition casualties for all time (57%, or 13,018) occurred in States Parties. As noted above, casualties directly caused by attacks in States Parties before the convention have been grossly under-reported.

A total of 604 casualties have been recorded in signatory states Angola, the DRC, Liberia, and Uganda.⁶⁶

In non-signatory states, 8,897 cluster munition casualties have been recorded for all time. Since 2010, casualties from cluster munition attacks have only occurred in non-signatory states, with these casualties recorded in Azerbaijan, Libya, Syria, Ukraine, and Yemen. Of the 4,656 recorded casualties which occurred during cluster munition attacks, for all countries and areas for all time, just under half (45%, or 2,137) were reported in Syria since 2012.

In other areas where cluster munition casualties have occurred—Kosovo, Nagorno-Karabakh, and Western Sahara—a total of 411 casualties were recorded for all time to the end of 2020.

⁶⁵ No precise number, or estimate, of casualties is known for Guinea-Bissau, Liberia, or Mozambique. No cluster munition victims have been reported by Chile. However, media reporting in 2021 on two survivors of a military ERW accident in Chile in 1995 described the item as a cluster munition remnant. These would be the first recorded cluster munition casualties for Chile. It is possible that cluster munition casualties have occurred but gone unrecorded in other countries where cluster munitions were used, abandoned, or stored in the past, such as State Party Zambia, and non-signatories Iran, Saudi Arabia, and Zimbabwe. Better identification and disaggregation of cluster munition casualties is needed in most cluster munition affected states and areas.

⁶⁶ Since *Cluster Munition Monitor 2019*, Liberia has been added as a state with cluster munition casualties due to a casualty reported in newly identified incidents that occurred during cluster munition attacks in the 1990s.

CLUSTER MUNITION CASUALTIES IN 2020

The Monitor recorded a total of 360 cluster munition casualties in 2020. These casualties occurred in eight countries and one other area, including three States Parties to the Convention on Cluster Munitions and five non-signatories.⁶⁷

The total figure for annual casualties in 2020 includes those incurred at the time of attack (142) and people killed and injured in incidents from explosive cluster munition remnants (218).

The real number of new casualties each year, including 2020, is likely to be far higher. Due to a lack of consistency in the availability and disaggregation of annual casualty data, fluctuations and comparisons with previous annual reporting are not necessarily indicative of definitive trends.

Data on casualties is adjusted over time as new information becomes available. For example, data on cluster munition remnants casualties for past years in Syria, collected by the HALO Trust, was newly available in 2020. This significantly increased annual casualty totals and the casualty total for all time for Syria by more than 500 casualties since 2015. The new data confirmed that casualties in the country had previously been severely under-reported.

The 2020 cluster munition casualty total of 360 marks a continued increase from the updated annual totals, of 317 casualties for 2019 and 277 casualties for 2018.⁶⁸ However, 2018 was the year with the lowest annual global casualty figure recorded since the Monitor started recording cluster munition casualties from new use in Syria in 2012.

Cluster munition casualties in 2020

Cluster munition attacks casualties

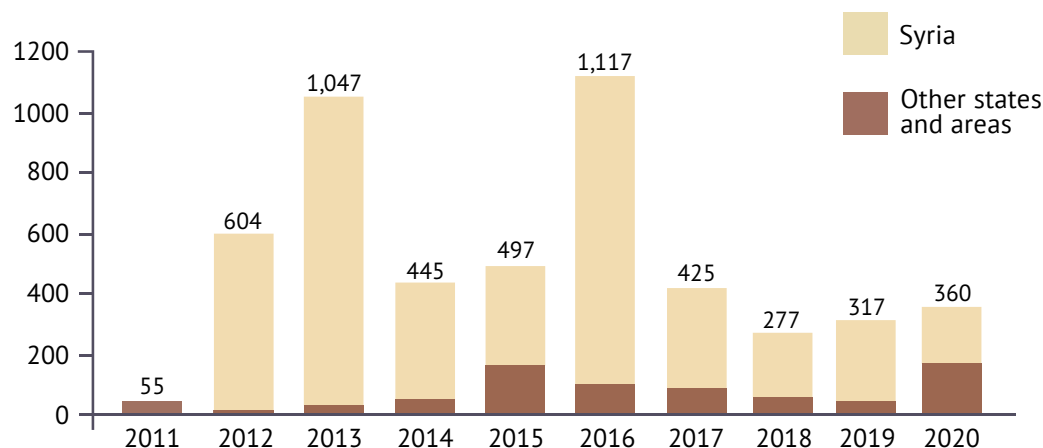
Azerbaijan	107
Syria	35

Cluster munition remnants casualties

Syria	147
Iraq	31
South Sudan	16
Yemen	11
Lao PDR	8
Afghanistan	3
Cambodia	1
<i>Nagorno-Karabakh</i>	1

Note: States Parties are indicated in **bold**, other areas in *italics*.

Cluster munition casualties in Syria and all other states and areas 2011–2020



Note: Numbers above each bar indicate the total number of annual casualties.

In 2020, as in past years, Syria had the most recorded annual cluster munition casualties of any country, with 182 casualties, representing just over half (52%) of all casualties recorded for the year. Despite a huge decrease proportionally, with Syria having recorded 83% of total cluster munition casualties in 2019, this continued the trend for each year since 2012

⁶⁷ The Monitor systematically collects data from a wide array of sources including national reports, mine action centers, clearance operators, victim assistance service providers, and national and international media reporting.

⁶⁸ Previously, the Monitor had reported a global annual total of 286 casualties in 2019, and 149 in 2018.

whereby Syria had the most annual casualties.⁶⁹ Since 2012, 80% of all cluster munition casualties globally were recorded in Syria.

Casualties from cluster munition attacks

More rapidly available reporting of casualties that have occurred during cluster munition attacks has been a significant outcome of increased international focus on the convention's promise of ending casualties and suffering caused by cluster munitions.

A total of 142 casualties from cluster munition airstrikes in Syria (35) and shelling in Azerbaijan (107) were recorded in 2020, with 44 people killed and 98 injured. There may also have been casualties from attacks in Nagorno-Karabakh, but none were specifically documented.⁷⁰

In 2020, several cluster munition attacks on schools and near hospitals were reported to have caused casualties.

On 1 January and 25 February 2020, schools in Syria's Idleb governorate were hit by cluster munition shelling, resulting in civilian casualties including schoolchildren and teachers. The attack in January killed at least 12 civilians, including five schoolchildren, and injured at least 13 people at Abdo Salama School in the town of Sarmin, Idleb governorate.⁷¹ In the attack in February 2020, Thawra school (also known as Al Baraem school) in Idleb was struck by cluster munition shelling, resulting in the death of three teachers and injuries to five other people.⁷²

On 28 October 2020, a cluster munition attack on Barda, Azerbaijan, that killed 21 people and left another 60 injured, struck a residential neighborhood close to a hospital.⁷³

Repeatedly during cluster munition attacks in Syria since 2012, and also in other countries prior to entry into force of the convention in 2010, civilian casualties during attacks hitting hospitals, markets, and schools have been widely reported as a horrific trend in cluster munition use.⁷⁴

Casualties from cluster munition remnants

Cluster munition remnants pose an ongoing threat. Regardless of the time since they were used, unexploded submunitions and bomblets disproportionately harm civilians, including

⁶⁹ This data includes casualties both directly from cluster munition attacks and from cluster munition remnants.

⁷⁰ Several ground-launched cluster munition attacks were reported in Nagorno-Karabakh during periods of shelling and rocket strikes in October 2020. Barrages during which casualties were recorded involved various ordnance, not only cluster munitions. There may have been cluster munition casualties among those people killed and injured by the shelling and strikes, but the number has not been identified. According to a question to the European Parliament regarding cluster munition use in Nagorno-Karabakh: "The capital Stepanakert, in particular, was attacked with cluster bombs, resulting in an unknown number of civilian deaths." However, no further evidence was available. See, "Use of cluster bombs in the Nagorno-Karabakh conflict," European Parliament, parliamentary question E-005485/2020, 7 October 2020, bit.ly/EUParliament7Oct2020. See also, Amnesty International, "Armenia/Azerbaijan: Civilians must be protected from use of banned cluster bombs," 5 October 2020, bit.ly/AmnestyArmeniaAzerbaijan5Oct2020; and HRW, "Azerbaijan: Cluster Munitions Used in Nagorno-Karabakh," 23 October 2020, bit.ly/HRWNagorno-Karabakh23Oct2020.

⁷¹ HRW, "Syria: Cluster Munition Attack on School: 12 killed in first day of new decade," 22 January 2020, bit.ly/HRWSyriaSchool22Jan2020; and SNHR, "Four Cluster Munition attacks documented since the start of the last offensive in December 2019, two of which were against schools," 27 February 2020, bit.ly/SNHRSchoolAttacks27Feb2020.

⁷² SNHR, "Four Cluster Munition attacks documented since the start of the last offensive in December 2019, two of which were against schools," 27 February 2020, bit.ly/SNHRSchoolAttacks27Feb2020; and Amnesty International, "Nowhere is safe for us: Unlawful attacks and mass displacement in north-west Syria" 11 May 2020, p. 19, bit.ly/AmnestySyria15May2020.

⁷³ Amnesty International, "Armenia/Azerbaijan: First confirmed use of cluster munitions by Armenia 'cruel and reckless,'" 29 October 2020, bit.ly/AmnestyInternational29Oct2020.

⁷⁴ CMC, *Cluster Munition Monitor 2016*, (Geneva: ICBL-CMC, 2016), pp. 99–118, bit.ly/ClusterMunitionMonitor2016.

children. In 2020, cluster munition remnants caused 218 casualties, killing 63 people and leaving 144 injured. The outcome for 11 casualties was not recorded.

Afghanistan recorded three cluster munition remnants casualties in one incident.

Cambodia recorded one cluster munition remnant casualty in 2020; the first since 2017.

Iraq reported 31 cluster munition remnants casualties in 2020; a substantial rise from 20 during 2019, and the highest annual number recorded in Iraq since 2010.

Lao PDR recorded eight cluster munition remnants casualties in 2020; an increase from five in 2019, but still a significant reduction from the 51 casualties recorded in 2016.

South Sudan recorded 16 cluster munition remnants casualties in 2020, the highest since 2010.

In Syria, 147 cluster munition remnants casualties were recorded in 2020, a clear indication of the ongoing impact of recent contamination.

In Yemen, 11 cluster munition remnants casualties were recorded in 2020; yet substantial challenges with data collection indicates that casualties were significantly under-reported.

In the area of Nagorno-Karabakh, one unexploded submunition casualty was recorded in 2020, prior to the conflict. In 2021, at least two incidents from new cluster munition remnants contamination had been recorded by July.

Lebanon reported no cluster munition remnants casualties in 2020, making it the first year without such casualties since before the entry into force of the convention.

Cluster munition remnants casualties were recorded in Serbia in 2019, but not in 2020.

The area of Western Sahara did not record any cluster munition remnants casualties in 2020, but recorded a casualty in early 2021.

Cluster munition remnants contamination significantly impacts children, who made up nearly half (47%) of cluster munition remnants casualties globally in 2020.⁷⁵



Since being injured in an aerial bombing in Yemen, this 12-year-old boy has received an adapted prosthesis, psychological support, and has undergone rehabilitation to learn to walk again at the Physiotherapy and Prosthetic Center in Sanaa.

© ISNA Agency/HI, February 2021

Cluster munition casualty demographics

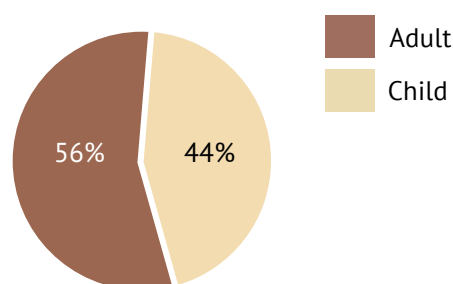
Civilians accounted for all casualties who had their status recorded in 2020, while no military or deminer casualties were reported. The civilian status was unknown for 99 casualties.

A very high ratio of civilian casualties corresponds with findings based on analysis of historical data on cluster munition casualties. This consistent and foreseeable disproportionate impact on civilians is due to the indiscriminate and inhumane nature of these weapons.

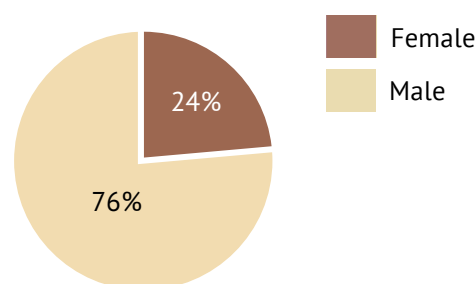
⁷⁵ In 2020, cluster munition remnants casualties included 102 children, 114 adults, and two casualties of unknown age.

Children accounted for 44% of all cluster munition casualties where the age group was reported in 2020.⁷⁶ The average age of child casualties in 2020 was 11 years old. Thirty of the children were under 10 years old, with the youngest recorded casualty being just two years of age. Among the child casualties in 2020, 73% were boys and 27% were girls.

2020 casualties by age group



2020 casualties by sex



Almost a quarter of all casualties were recorded as ‘female’ where the sex was known (24%, or 54 of 227).⁷⁷ Among those casualties, 43% were girls and 57% were women. Among casualties recorded as ‘male,’ the ratio of children to adults was lower, as 36% were boys and 64% were men. There was a significant difference in survival outcome in relation to the sex of casualties. Just under a third (32%) of male casualties were killed, but half of female casualties were killed.

MANAGEMENT AND COORDINATION

COORDINATION, STRATEGIES, AND PLANNING

CLEARANCE

Strong coordination is an important aspect of national ownership of mine action programs, enabling efficient and effective operations. In 2020, clearance programs in eight States Parties with remaining contamination—Afghanistan, Bosnia and Herzegovina (BiH), Chad, Iraq, Lao PDR, Lebanon, Mauritania, and Somalia—were coordinated through national mine action centers. In States Parties Chile and Germany, where cluster munition contamination is found on former military bases, the defense ministries are responsible for coordinating clearance. In both Croatia and Montenegro, mine action management functions were incorporated under departments within their respective ministries of interior.⁷⁸

In States Parties with more complex and widespread contamination, planning and management functions are decentralized to regional mine action centers. In Iraq, the Directorate of Mine Action (DMA), which coordinates and manages the mine action sector in Federal Iraq, has three regional mine action centers covering the North, Middle Euphrates, and the South.⁷⁹ Regional Mine Action Center (RMAC) South, based in Basrah, is responsible

⁷⁶ “Children” means persons under 18 years old, or those casualties listed as “child” in existing data or reporting. The 44% figure represents 126 children among 285 casualties where the age group was known. The age of 75 casualties in 2020 was not recorded.

⁷⁷ The sex of 132 casualties in 2020 was not recorded.

⁷⁸ Montenegro Convention on Cluster Munitions Article 7 Report (for calendar year 2020), p. 3; and email from Slavenka Ivšić, Ministry of the Interior, Republic of Croatia, 20 September 2019.

⁷⁹ Iraq Mine Ban Treaty Article 5 deadline Extension Request, 6 April 2017, p. 24, bit.ly/IraqMBTA5ExtRequest2017.

for the clearance of the majority of cluster munition remnants in Iraq, with over 90% of contaminated land under its responsibility.⁸⁰

In Somalia, a lack of government funding has weakened the ability of the Somali Explosives Management Authority (SEMA) to take on its coordination and management role.⁸¹ Norwegian People's Aid (NPA) and the United Nations Mine Action Service (UNMAS) have supported SEMA with salaries and operational incentives.⁸²

One of the guiding principles and actions of the draft Lausanne Action Plan is for States Parties to develop evidence-based, costed, and time-bound national strategies and workplans.

States Parties Afghanistan, BiH, Chad, Croatia, Germany, Iraq, Lao PDR, Lebanon, and Somalia had a mine action strategy or plan in place in 2020, but not all included reference to cluster munition contamination survey and clearance.

BiH's National Mine Action Strategy for 2018–2025 was adopted in January 2019 and addresses all contamination in BiH, including landmines and cluster munition remnants. Lebanon has a new Humanitarian Mine Action Strategy for 2020–2025, which includes an objective to release all cluster munition contaminated areas by 2025.⁸³ A strategy implementation plan has also been elaborated and an annual workplan should be developed in 2021.⁸⁴

In 2020, Afghanistan, Lao PDR, and Iraq were all in the process of developing new strategic plans. Afghanistan was developing a new five-year plan, focusing on all explosive ordnance, supported by the Geneva International Centre for Humanitarian Demining (GICHD).⁸⁵ Lao PDR was elaborating a long-term national strategic plan to 2030, expected to be finalized in mid-2021.⁸⁶ The National Regulatory Authority for the UXO/Mine Action Sector in Lao PDR (NRA) was also developing a new five-year implementation plan, covering 2021–2025.⁸⁷ In Iraq, the DMA and the Iraqi Kurdistan Mine Action Agency (IKMAA) were working on a new strategic plan for 2022–2028, supported by GICHD and UNMAS, but the focus was primarily to reflect new priorities arising from the mine contamination that occurred during the conflict with the Islamic State.⁸⁸

Chile has still to develop a workplan for the clearance of cluster munitions. It stated that this would be developed following the implementation of technical survey during 2021.⁸⁹

Somalia reported in July 2021 that there was no plan for the clearance of cluster munition remnants on its territory.⁹⁰ Its mine action strategy expired at the end of 2020.

80 Response to Monitor questionnaire by Haitham F. Lafta, Head of Operations and Quality Assurance/Quality Control (QA/QC), RMAC South, 14 April 2020.

81 Email from Dahir Abdirahman Abdulle, National Director General, SEMA, 17 July 2021.

82 Ibid.

83 LMAC, "Annual Report 2019," 2020, p. 9, bit.ly/LMACAnnualReport2019.

84 Response to Monitor questionnaire by Lt.-Col. Fadi Wazen, Operations Section Head, LMAC, 15 February 2021; and Lebanon Convention on Cluster Munitions Article 7 Report (for calendar year 2020), p. 16.

85 Response to Monitor questionnaire by DMAC, 21 February 2021.

86 UNDP, "Background paper for UXO donor and media field visit," 31 March–2 April 2021.

87 Ibid.

88 Response to Monitor questionnaire by Ahmed Al-Jasim, Director of Planning and Information and Focal Point for APMB, DMA, 13 April 2021; and Iraq Mine Ban Treaty Article 7 Report (for calendar year 2020), Form C, p. 26. See, Mine Ban Treaty Article 7 Database, bit.ly/Article7DatabaseMBT.

89 Chile Convention on Cluster Munitions Article 4 deadline Extension Request (revised), 29 June 2020, p. 18, bit.ly/ChileCCMArt4ExtRequestJune2020.

90 Email from Dahir Abdirahman Abdulle, National Director General, SEMA, 17 July 2021.

RISK EDUCATION

In 2020, 10 States Parties had institutions in place as risk education focal points: Afghanistan, BiH, Chad, Chile, Croatia, Iraq, Lao PDR, Lebanon, Mauritania, and Somalia. In Afghanistan, Iraq, Lao PDR, and Lebanon, risk education coordination mechanisms were in place; but in 2020, meetings were either irregular or were held remotely due to the COVID-19 pandemic.

In most cases, the risk education program is coordinated by the respective national mine action center. For school-based programs in Chile, Iraq, and Lao PDR, the education ministry in each country takes on a coordination role.⁹¹ In Croatia, the former risk education department of the Croatian Mine Action Centre was transferred in 2019 to the National Education Center in the Civil Protection Directorate, within the Ministry of the Interior.⁹²

Risk education is included within the national mine action strategies of Afghanistan, BiH, Lao PDR, and Lebanon, although the extent to which risk education goals and activities are defined is frequently limited.

Lebanon's strategy includes no specific risk education objective or output, with the exception that all community liaison, risk education and non-technical survey teams should be gender-balanced.⁹³ However, Outcome 1 of the strategy ensures that all affected individuals and communities should receive risk education and notes that refugees from Syria have special risk education needs.⁹⁴ Lebanon's 2021 annual risk education workplan was developed in 2020, in consultation with non-governmental organizations (NGOs) and the United Nations (UN).⁹⁵

In Lao PDR, the current national strategic plan, "Safe Path Forward II," includes a sub-section on risk education.⁹⁶ The initial goal of reducing casualties from more than 300 to less than 75 per year has been achieved, and a more ambitious target of keeping annual casualties to fewer than 40 was agreed in 2015 during a review of the strategy.⁹⁷

VICTIM ASSISTANCE

In Afghanistan, no specific victim assistance coordination meetings took place in 2020 due to COVID-19 prevention measures and administrative challenges. However, the victim assistance department within the Directorate of Mine Action Coordination (DMAC) actively participated in various other meetings on the rights of persons with disabilities.

In Lao PDR, the Victim Assistance Technical Working Group continued to hold meetings on a quarterly basis. In Lebanon, 10 meetings were held in 2020 and focused on organizing a national victim survey and classifying the data collected. Similarly, Somalia's coordination efforts were carried out specifically to develop its victim assistance strategy. Albania and Iraq had ad hoc coordination processes in 2020, addressing specific needs as they arose.

In BiH, the recently formed victim assistance coordinating body had planned to hold quarterly meetings, but none were held in 2020 due to COVID-19 related measures.

⁹¹ Chile Mine Ban Treaty Article 7 Report (for calendar year 2019), Form J, p. 23; responses to Monitor questionnaire by Tamsin Haigh, Programme Officer, HALO Trust, 30 April 2020; by Shajeevdhar Mahalingam, Community Liaison Manager, MAG, 11 May 2020; and by Julien Kempeneers, Mine Action Coordinator, HI, 20 May 2020.

⁹² Response to Monitor questionnaire by the Civil Protection Directorate, 28 April 2020.

⁹³ LMAC, "Lebanon Mine Action Program Strategy 2020–2025," 2020, bit.ly/LebanonMineAction2020-2025.

⁹⁴ Email from Lt.-Col. Fadi Wazen, Operations Section Head, LMAC, 2 June 2021.

⁹⁵ Lebanon Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form G, p. 20.

⁹⁶ Lao PDR, "The Safe Path Forward II: National Strategic Plan for the UXO Sector in the Lao People's Democratic Republic 2011–2020," 22 June 2012, bit.ly/LaosSafePathForwardII.

⁹⁷ Lao PDR Convention on Cluster Munitions Article 4 deadline Extension Request, 26 February 2019, p. 16, bit.ly/LaosCCMArt4ExtRequest2019; email from Olivier Bauduin, UXO Program Advisor, US Department of State, Bureau of Political-Military Affairs, Office of Weapons Removal and Abatement (PM/WRA), 13 July 2020; and response to Monitor questionnaire by Reinier Carabain, Operations Manager, HI Lao PDR, 14 June 2021.

Similarly, Chad held no victim assistance coordination meetings in 2020. Croatia's national victim assistance coordination body remained in hiatus, with its membership pending reappointment. Guinea-Bissau did not have any specific victim assistance coordination mechanism and lacked supporting legislation. Montenegro and Sierra Leone also had no coordination mechanism, but had broader mechanisms on disability rights.

Among States Parties with cluster munition victims, all had a designated victim assistance focal point, except Sierra Leone, which has not provided a Convention on Cluster Munitions Article 7 transparency report since 2011.

As of the end of 2020, six of the States Parties with cluster munition victims had strategies or specific plans in place for victim assistance: Albania, BiH, Chad, Iraq, Lao PDR, and Lebanon. However, Chad's National Plan of Action on Victim Assistance, adopted in 2018, has not been implemented.⁹⁸ Iraq's plan, developed from the Iraq National Victim Assistance Dialogue held in 2018, was not implemented during 2020 due to the impact of COVID-19 restrictions.⁹⁹

Two states had draft plans that were almost final and in the process of being officially adopted. Afghanistan and Somalia had each developed a new national disability strategy in 2019, with both strategies still pending formal approval as of the end of 2020.

Four of the States Parties with cluster munition victims did not have an active strategy or draft plan in 2020. Croatia has not replaced its Action Plan to Help Victims of Mines and UXO (unexploded ordnance), which expired in 2014. Guinea-Bissau presented a national victim assistance plan in 2013, which has long since expired.¹⁰⁰ Montenegro and Sierra Leone did not have a victim assistance plan in place, but both had a comparatively small number of recorded victims and managed broader disability legislation at the national level.

Mine action management and coordination

Coordination mechanism	Clearance strategy/plan	Risk education coordination	Risk education strategy	Victim assistance strategy/plan
Afghanistan				
Directorate of Mine Action Coordination (DMAC)	Mine Action Strategic Plan 2016–2020 (new strategy in development)	DMAC through RE-TWG	Included in mine action strategy	Disability strategy pending approval
Albania				
Albanian Mine and Munitions Coordination Office (AMMCO)	N/A	AMMCO	N/A	National Action Plan for Persons with Disabilities (NAPPD) 2016–2020

⁹⁸ Responses to Monitor questionnaire by Marie-Cécile Tournier, Country Director, HI, 11 June 2021; by Brahim Djibril Brahim, Coordinator, HCND, 18 June 2021; and FSD France, report on the national workshop on the implementation of Article 5 of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines in Chad, April 2021, p. 6.

⁹⁹ Response to Monitor questionnaire by Alaa Fadhil, Head of Victim Assistance Department, DMA, 13 April 2021.

¹⁰⁰ Statement of Guinea-Bissau, Mine Ban Treaty Thirteenth Meeting of States Parties, Geneva, 4 December 2013, bit.ly/Guinea-BissauStatement4Dec2013.

Coordination mechanism	Clearance strategy/plan	Risk education coordination	Risk education strategy	Victim assistance strategy/plan
BiH				
BiH Mine Action Center (BHMAC)	National Mine Action Strategy 2018–2025	BHMAC	Included in mine action strategy	Included in mine action strategy
Chad				
National Mine Action Authority in Chad (HCND)	National Mine Action Plan 2020–2024	HCND	None	Plan adopted in 2018, but not implemented
Chile				
Ministry of National Defense	Workplan to be developed based on technical survey	Ministry of National Defense in coordination with Ministry of Education	N/A	None
Croatia				
Ministry of the Interior/ Civil Protection Directorate	National Mine Action Strategy 2020–2026	Ministry of the Interior through the Civil Protection Directorate and Police Directorate	N/R	None
Germany				
Federal Ministry of Defence	Clearance workplan included within its 2019 extension request	N/A	N/A	N/A
Guinea-Bissau				
National Mine Action Coordination Centre (CAAMI)	N/A	CAAMI	N/A	None
Iraq				
Directorate of Mine Action (DMA) and Iraqi Kurdistan Mine Action Agency (IKMAA)	National Mine Action Strategy 2017–2021 (under revision)	DMA and Ministry of Education	N/R	Plan drafted in 2018 and adopted by DMA, but not implemented
Lao PDR				
National Regulatory Authority (NRA)	Safe Path Forward II, 2011–2020 (new strategy in development)	NRA through RE-TWG and Ministry of Education and Sports	Included in mine action strategy	UXO/Mine Victim Assistance Strategy 2014–2020

Coordination mechanism	Clearance strategy/plan	Risk education coordination	Risk education strategy	Victim assistance strategy/plan
Lebanon				
Lebanon Mine Action Center (LMAC)	Humanitarian Mine Action Strategy 2020–2025	LMAC through Risk Education Steering Committee	Included in mine action strategy	Humanitarian Mine Action Strategy 2020–2025
Mauritania				
National Humanitarian Demining Programme for Development (PNDHD)	Workplan included in its 2021 clearance extension request	PNDHD	None	None
Montenegro				
Ministry of Internal Affairs, Directorate for Emergency Situations	N/A	N/A	N/A	None
Sierra Leone				
N/A	N/A	N/A	N/A	None
Somalia				
Somali Explosives Management Authority (SEMA)	National Mine Action Strategic Plan 2018–2020	SEMA	None	Disability and victim assistance strategy pending approval

Note: N/A=not applicable; N/R=not reported; RE-TWG=Risk Education-Technical Working Group; UXO=unexploded ordnance.

DATA

MINE ACTION DATA

Eight States Parties—Afghanistan, Chad, Chile, Iraq, Lao PDR, Lebanon, Mauritania, and Somalia—use the Information Management System for Mine Action (IMSMA), although not all contain accurate and up-to-date data.

BiH has its own database, with a specific database for cluster munition contamination. The United Nations Development Programme (UNDP) is supporting a project funded by the European Union (EU), to improve information management in BiH through the development of an online database.¹⁰¹

¹⁰¹ European Commission (EC), “EU Support to the Creation of the Bosnia and Herzegovina Mine Action Centre’s (BHMCA) Information System Web Platform,” undated, bit.ly/EuropeanCommissionBiH; statement of GICHD, Mine Ban Treaty intersessional meetings, Geneva, 7 June 2018; and BiH Mine Ban Treaty Second Article 5 deadline Extension Request (revised), 7 September 2018, p. 6, bit.ly/BiHMBTArt5ExtRequest2018.

The IMSMA system of the DMA in Iraq was updated in 2019 to provide an online operations dashboard, task management system, and online reporting tool (FIRST).¹⁰² RMAC South, with support from the Information Management and Mine Action Programs (iMMAP), developed a field map application, offering high-resolution thematic spatial datasets for analysis.¹⁰³

The IMSMA database of the NRA in Lao PDR is updated regularly and made publicly available online through a dashboard.¹⁰⁴

In Lebanon in 2020, the Lebanon Mine Action Center (LMAC), with support from GICHD, had begun the process of data migration to IMSMA Core. The system was expected to be fully operational in 2021.¹⁰⁵

The IMSMA databases in Chad, Mauritania, and Somalia are either older versions of IMSMA or not yet updated systematically.¹⁰⁶

Germany uses its own information management system.¹⁰⁷

VICTIM ASSISTANCE DATA

In Afghanistan, the State Ministry for Martyrs and Disabled Affairs, with the support of the DMAC, was finalizing a national health and disability information system in 2020. The DMAC, with technical support from GICHD, also installed a new victim assistance database of which the pilot was being tested by three service provider organizations. Afghanistan also reviewed existing data and re-registered persons with war-related disabilities to provide them with pensions.¹⁰⁸

BiH reported in 2020 that further survey was needed to establish detailed information on cluster munition victims, including those who had already been identified through initial survey.¹⁰⁹

In Croatia, the Civil Protection Directorate, within the Ministry of the Interior, reported that data on landmine and explosive remnants of war (ERW) victims and family members was collated for a new victim database, as part of a four-year project funded by Switzerland.¹¹⁰

In Lao PDR, data on victims and services provided was available through the NRA's online dashboard. The system is intended to help civil society organizations prepare their workplans and funding requests to address the needs of survivors.¹¹¹

¹⁰² Iraq Mine Ban Treaty Article 7 Report (for calendar year 2019), p. 35; and response to Monitor questionnaire by Ahmed Al-Jasim, Director of Planning and Information and Focal Point for APMBC, DMA, 13 April 2021.

¹⁰³ Mark Steyn and Arie Claassens, "Operationalized Management Information Systems in Iraq's DMA," *Journal of Conventional Weapons Destruction*, Vol. 24, Issue 2, December 2020, bit.ly/SteynClaassensIraqDMA2020.

¹⁰⁴ NRA, "Operations Dashboard," undated, bit.ly/NRALaosOperationsDashboard.

¹⁰⁵ Response to Monitor questionnaire by Lt.-Col. Fadi Wazen, Operations Section Head, LMAC, 15 February 2021; and Lebanon Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, pp. 15–16.

¹⁰⁶ Response to Monitor questionnaire by Brahim Djibrim Brahim, Coordinator, HCND, 18 June 2021; Swiss Demining Foundation (Fondation Suisse de Déminage, FSD), report on national workshop on implementation of Article 5 of the Mine Ban Treaty, 30–31 March 2021, N'Djamena, April 2021, p. 4; email from Dahir Abdirahman Abdulle, National Director General, SEMA, 17 July 2021; and Mauritania Mine Ban Treaty Article 7 Report (for calendar year 2019).

¹⁰⁷ Germany Convention on Cluster Munitions Article 4 deadline Extension Request, Answers to the Analysis Group, 30 January 2019, p. 5, bit.ly/GermanyArt4ExtRequestJan2019.

¹⁰⁸ Afghanistan Mine Ban Treaty Article 7 Report (for calendar year 2020), Form J.

¹⁰⁹ BiH Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form H.

¹¹⁰ Response to Monitor questionnaire by Civil Protection Directorate, 16 March 2021; and statement of Croatia, Mine Ban Treaty Eighteenth Meeting of States Parties (held virtually), 16–20 November 2020.

¹¹¹ NRA, "Operations Dashboard," undated, bit.ly/NRALaosOperationsDashboard; and Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form H.

In Lebanon, LMAC undertook a national survey in 2020 to update data on mine/ERW victims, enabling the prioritization of victims for monthly financial support and rehabilitation services provided by the state.¹¹² This was the first national needs assessment reported since 2013.¹¹³

A mine/ERW victim census was planned in Chad to update the national database, while further survey was needed to identify cluster munition victims and/or needs in Guinea-Bissau, Iraq, Montenegro, and Sierra Leone.¹¹⁴ Mauritania and Zambia had yet to conduct initial surveys to identify or confirm whether they have cluster munition victims.

INTEGRATION OF MINE ACTION INTO DEVELOPMENT GOALS AND FRAMEWORKS

Recognizing the impact of cluster munition contamination on sustainable development, several States Parties have considered integrating mine action into broader national development goals.

In Afghanistan, mine action is included in Sustainable Development Goals (SDGs) 15 and 16, related to the social protection sector. Afghanistan is also integrating mine action within other national development programs, including for agriculture, and has established agreements with other government ministries to enable cross-sectoral coordination. Afghanistan's new five-year strategic plan will have objectives to boost advocacy and coordination for the role mine action plays as an enabler for sustainable development, peace, and human security.¹¹⁵

Chad's National Mine Action Plan 2020–2024 is in line with the SDGs and with Chad's National Development Plan 2017–2021, particularly in terms of allowing the safe return of populations to formerly contaminated areas.¹¹⁶

In 2020, Iraq was coordinating with the Ministry of Planning to include mine action in national development plans, poverty reduction strategies, and humanitarian response, in line with government priorities.¹¹⁷

In addition to having a specific goal, SDG-18, to address cluster munition remnants and ERW contamination, Lao PDR has included a specific output on clearance of contamination within its ninth National Socio-Economic



A BLU3-B bomblet, also known as a “pineapple” bomb, poking out of the ground as MAG clearance team members are marking the area in Lao PDR.

© Sean Sutton/MAG, February 2020

¹¹² Response to Monitor questionnaire by Col. Mansour Shtay, Victim Assistance Section Head, LMAC, 27 February 2021; and Lebanon Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form H, p. 23.

¹¹³ Response to Monitor questionnaire by Brig.-Gen. Ziad Nasar, Director, LMAC, 28 February 2019.

¹¹⁴ Chad Mine Ban Treaty Fourth Article 5 deadline Extension Request (revised), 13 August 2019, p. 29, bit.ly/ChadMBTArt5ExtRequest2019.

¹¹⁵ Response to Monitor questionnaire by DMAC, 21 February 2021.

¹¹⁶ Response to Monitor questionnaire by Brahim Djibrim Brahim, Coordinator, HCND, 15 April 2020; and Chad Mine Ban Treaty Fourth Article 5 deadline Extension Request (revised), 13 August 2019, p. 15, bit.ly/ChadMBTArt5ExtRequest2019.

¹¹⁷ Committee on Article 5 Implementation, “Preliminary observations on the implementation of Article 5 by Iraq,” Mine Ban Treaty intersessional meetings (held virtually), 22–24 June 2021, bit.ly/CtteeMBTArt5ImplementationJune2021.

Development Plan, for 2021–2025.¹¹⁸ The plan provides a target to clear 10,000 hectares (100km²) of land per year for socio-economic development.¹¹⁹ Lao PDR's SDG-18 also includes a victim assistance target for 2030, aspiring to “Meet the health and livelihoods needs of all identified UXO survivors.”¹²⁰

The preamble of the Convention on Cluster Munitions refers to the mission of the Convention on the Rights of Persons with Disabilities (CRPD), “to ensure and promote the full realisation of all human rights and fundamental freedoms of all persons with disabilities.”

Among the 12 States Parties to the Convention on Cluster Munitions with cluster munition victims, all but Lebanon are also States Parties to the CRPD.

Lebanon has been a signatory to the CRPD since 2007, yet its 2011–2020 mine action strategy has the goal that the rights of victims are fulfilled “as per the Convention on Cluster Munitions (CCM) obligations, in the spirit of the Mine Ban Treaty (MBT), and in accordance with the UN Convention on the Rights of Persons with Disabilities (UNCRPD).”¹²¹

Chad and Somalia ratified the CRPD in 2019, due to the efforts of organizations representing persons with disabilities.¹²²

In the context of the 2030 Agenda for Sustainable Development, the SDGs are complementary to the victim assistance obligations of the Convention on Cluster Munitions and the CRPD, and present opportunities to bridge the overarching goals of relevant frameworks including peace, stability, and development (SDG-16) and to ensure healthy lives and promote wellbeing (SDG-3).¹²³

Furthermore, in addition to including persons with disabilities in data collection and monitoring (SDG-17), persons with disabilities are referred to directly in several of the SDGs, including education (SDG-4), employment (SDG-8), reducing inequality (SDG-10), and accessibility of human settlements (SDG-11).

STANDARDS SURVEY AND CLEARANCE

States Parties Afghanistan, BiH, Chad, Iraq, Lao PDR, Lebanon, and Somalia all had national standards in place consistent with the International Mine Action Standards (IMAS). However, the standards in Chad and Somalia do not include cluster munition remnants clearance and survey. Chile uses IMAS and a Joint Demining Manual for its armed forces, while clearance and survey in Germany are conducted according to federal legislation.

In Lao PDR, there are separate standards for unexploded ordnance (UXO) clearance operations and mine clearance operations.¹²⁴

¹¹⁸ Statement of Lao PDR on National Implementation Efforts, Convention on Cluster Munitions Seventh Meeting of States Parties, Geneva, 4–5 September 2017; and Lao PDR Convention on Cluster Munitions Article 4 deadline Extension Request, Part B, detailed narrative, 26 February 2019, p. 4, bit.ly/LaosCCMArt4ExtRequest2019.

¹¹⁹ UNDP, “Background paper for UXO donor and media field visit,” 31 March–April 2021, p. 4; and email from Olivier Bauduin, UXO Project Advisor, US Department of State, PM/WRA, 8 June 2021.

¹²⁰ UNDP Lao PDR, “Moving Towards Achieving SDG 18: Removing the UXO Obstacle to Development in Lao PDR,” undated, bit.ly/UNDPLaosAchievingSDG18; statement of Lao PDR on National Implementation Efforts, Convention on Cluster Munitions Seventh Meeting of States Parties, Geneva, 4–5 September 2017; and Lao PDR Convention on Cluster Munitions Article 4 deadline Extension Request, Part B, detailed narrative, 26 February 2019, p. 4, bit.ly/LaosCCMArt4ExtRequest2019.

¹²¹ LMAC “Mine Victim Assistance (MVA) Department,” undated, bit.ly/LMAC-MVADepartment.

¹²² Patrick Onyango, “One Year On: Somalia’s Commitments to Persons with Disabilities Signify a Return to the International Human Rights System,” Disability Rights Fund, October 2019, bit.ly/DisabilityRightFundSomalia2019; and Djimet Wiche Wahili, “People with disabilities demand the ratification of the United Nations Convention on their protection,” *Alwihda Info*, 11 November 2017, bit.ly/AlwidhaInfo11Nov2017.

¹²³ GICHD and UNDP, “Leaving No One behind: Mine Action and the Sustainable Development Goals,” July 2017, bit.ly/GICHDUNDPLeavingNoOneBehind.

¹²⁴ Lao PDR National UXO/Mine Action Standards, “Chapter 0: Introduction and Glossary,” undated, p. xi.

In 2020–2021, national mine action standards in Iraq were being reviewed and updated with the support of UNMAS.¹²⁵ Lebanon also conducted a full review of its national standards in 2020.¹²⁶ Mauritania plans to conduct a review of its standards during its requested two-year Article 4 extension period from 2022–2024.¹²⁷

Some States Parties developed COVID-19 prevention and control guidelines for mine action operations during 2020, for example Afghanistan and Iraq.¹²⁸

RISK EDUCATION

Afghanistan, BiH, Chad, Iraq, Lao PDR, and Lebanon all have national standards in place for risk education. BiH also has an accreditation guide for risk education organizations.¹²⁹

Both Lao PDR and Lebanon reported that they were planning to update their risk education standards in line with the second edition of IMAS 12.10 on Explosive Ordnance Risk Education from September 2020.¹³⁰

Chad plans to update its national standards for risk education in 2022.¹³¹

VICTIM ASSISTANCE

The first specific draft IMAS on victim assistance was developed in 2018–2019. IMAS 13.10 on Victim Assistance was in the process of approval as of July 2021. The draft IMAS on victim assistance noted that the mine action sector, under the governance of national mine action authorities, is well placed to gather information about victims and their needs, to provide information on services, and refer victims to government bodies for support. According to the draft IMAS, national mine action authorities and mine action centers can, and should, “play a role in monitoring and facilitating the ongoing, multi-sector efforts to address the needs of victims,” and help in “ensuring the inclusion of survivors and indirect victims, and their views in the development of relevant national legislation and policy decisions.”¹³²

¹²⁵ Response to Monitor questionnaire by Ahmed Al-Jasim, Director of Planning and Information and Focal Point for APMBC, DMA, 13 April 2021; Iraq Mine Ban Treaty Article 7 Report (for calendar year 2020), Form C, p. 27; and Iraq Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form A, p. 10.

¹²⁶ Response to Monitor questionnaire by Lt.-Col. Fadi Wazen, Operations Section Head, LMAC, 15 February 2021.

¹²⁷ Convention on Cluster Munitions Article 4 Analysis Group, “Mauritania response to observations and comments of the CCM Article 4 Analysis Group on the Extension Request submitted by Mauritania in accordance with Article 4.5 of the Convention,” 28 July 2021, bit.ly/CCMArt4AnalysisGroupMauritania2021.

¹²⁸ Iraq Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form A, p. 10; responses to Monitor questionnaire by Haitham F. Lafta, National Focal Point for CCM and Operations Manager, RMAC South, 5 March 2021; and by DMAC, 21 February 2021.

¹²⁹ BHMAL, “Accreditation Guide for Mine Risk Education Organizations,” undated, bit.ly/BHMACAccreditationGuide.

¹³⁰ Response to Monitor questionnaire by Jonty Taylor, Operations Officer, HALO Trust, 9 March 2021; and email from Lt.-Col. Fadi Wazen, Operations Section Head, LMAC, 2 June 2021.

¹³¹ Global Protection Cluster, “Chad Protection Cluster Strategy, 2019,” undated, p. 3, bit.ly/ChadProtectionCluster2019; responses to Monitor questionnaire by Brahim Djibrim Brahim, Coordinator, HCND, 18 June 2021; by Jason Lufuluabo Mudingay, Chief of Operations, HI, 13 March 2021; and by Ludovic Kouassi, Community Liaison Manager, MAG, 8 May 2020.

¹³² IMAS 13.10, First Edition (February 2020), p. vi. As of 1 August 2021, no official version of IMAS 13.10 was available online. The February 2020 edition of IMAS 13.10 was taken offline to be reviewed and to address concerns raised by international stakeholders. The IMAS Review Board and Steering Group approved a revised version of the standard in May and July 2021 respectively. The revised IMAS 13.10 still needed to be formally endorsed by the Inter-Agency Coordination Group on Mine Action at the Principals’ level, after which the revised version would be published online. “IMAS Review Board Progress Update,” 7 January 2021, bit.ly/IMASReviewBoard7Jan2021; “Minutes: IMAS Review Board Meeting, May 2021,” 24 May 2021, bit.ly/IMASReviewBoardMtgMay2021; and email from Sasha Logie, IMAS Secretary and Policy Advisor, GICHD, 29 July 2021.

Both Iraq and Lao PDR demonstrated their interest in the draft and are positioned to become the first adopters of national standards aligned with IMAS 13.10. In 2020, the International Committee of the Red Cross (ICRC), and Humanity & Inclusion (HI), held meetings with Iraq's DMA on preparing a national standard for victim assistance and on the mechanism for collecting standardized victim data.¹³³ In Lao PDR, the NRA, which already has a National Standard on UXO and Mine Victim Assistance, planned to update its standards in line with IMAS 13.10 in 2021, with the support of HI.¹³⁴

GENDER AND DIVERSITY

Delivering mine action with inclusive, equal, and meaningful gender-balanced participation is a guiding principle of the draft Lausanne Action Plan. Afghanistan, BiH, Iraq, Lao PDR, and Lebanon have all made substantial efforts to include gender and diversity considerations within their mine action programs.¹³⁵

Both DMAC in Afghanistan, and the DMA in Iraq, have established specific departments to oversee gender mainstreaming.¹³⁶

The NRA in Lao PDR adopted a Gender Equality Strategy in 2011, while the 2014 decree on the establishment of the NRA board made the Lao Women's Union (LWU) a board member.¹³⁷ In 2018 and 2019, the LWU was the main partner on gender training alongside the NRA and UN Women.¹³⁸

BiH and Lebanon have included gender and diversity within their mine action strategies.¹³⁹

ADDRESSING THE IMPACT

CLUSTER MUNITION REMNANTS CLEARANCE

OBLIGATIONS REGARDING CLEARANCE

Under the Convention on Cluster Munitions, each State Party is obliged to clear and destroy all cluster munition remnants in areas under its jurisdiction or control as soon as possible, but not later than 10 years after becoming party to the convention. If unable to complete clearance on time, the State Party may request deadline extensions for periods of up to five years.

¹³³ Response to Monitor questionnaire by Alaa Fadhil, Head of Victim Assistance Department, DMA, 13 April 2021; and Iraq Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form H, p. 38.

¹³⁴ Response to Monitor questionnaire by Reinier Carabain, Operations Manager, HI Lao PDR, 14 June 2021.

¹³⁵ Gender refers to the range of characteristics, norms, behaviors, and roles associated with women, men, girls, and boys, as well as relationships with each other, that are socially constructed. As a social construct, gender varies according to socio-economic, political, and cultural contexts, and can change over time. Diversity refers to the different aspects that make up a person's social identity, for example: age, (dis)ability, faith, and ethnicity, among others.

¹³⁶ Responses to Monitor questionnaire by DMAC, 21 February 2021; and by Ahmed Al-Jasim, Director of Planning and Information and Focal Point for APMBC, DMA, 13 April 2021; and Iraq Mine Ban Treaty Article 7 Report (for calendar year 2019), pp. 29–34.

¹³⁷ UNDP Lao PDR, "Moving Towards Achieving SDG 18: Removing the UXO Obstacle to Development in Lao PDR," undated, bit.ly/UNDPLaosAchievingSDG18; and NRA, "About Us: Board," undated, www.nra.gov.la/about.php.

¹³⁸ Email from Olivier Bauduin, UXO Project Advisor, US Department of State, PM/WRA, 13 July 2020.

¹³⁹ Response to Monitor questionnaire by Lt.-Col. Fadi Wazen, Operations Section Head, LMAC, 9 April 2020; and LMAC, "Lebanon Mine Action Program Strategy 2020–2025," undated, bit.ly/LebanonMineAction2020-2025.

REPORTING

As of 1 August 2021, nine States Parties with clearance obligations had submitted their Article 7 transparency reports for calendar year 2020: Afghanistan, Bosnia and Herzegovina (BiH), Chad, Chile, Germany, Iraq, Lao PDR, Lebanon, and Mauritania.¹⁴⁰ Somalia had not yet submitted its report.

CLEARANCE IN 2020

In 2020, States Parties reported clearing more than 63km² of cluster munition contaminated land, a decrease from 82km² in 2019. At least 80,925 cluster munition remnants were cleared and destroyed in 2020.

The Monitor data on cluster munition remnants clearance in States Parties is based on analysis from information provided by a range of sources including reporting by national mine action programs, Article 7 transparency reports, and Article 4 extension requests. In cases where varying annual figures are reported by States Parties, details are provided in footnotes and more information can be found in country profiles on the Monitor website.

As in previous years, Lao PDR cleared the most land—54.32km² in 2020—representing 86% of the overall total. This included 42.04km² of agricultural land and 12.28km² of land intended to be used for development.¹⁴¹ In total, 71,235 cluster munition remnants were destroyed.¹⁴² More than four-fifths (85%, 46.01km²) of clearance in Lao PDR in 2020 was undertaken in the nine most heavily contaminated provinces.¹⁴³ However, 18% of the total cleared—amounting to 9.61km² of land cleared by commercial operators for development purposes—did not contain any cluster munition remnants. Some of these areas contained other types of ERW.¹⁴⁴

Iraq reported clearing 5.67km² of cluster munition contaminated land in 2020. In total, 14.07km² of land was released, with 6.58km² through technical survey and 1.82km² through non-technical survey.¹⁴⁵ Iraq cleared 6,146 cluster munition remnants; 5,826 through battle area clearance and 320 through technical survey.¹⁴⁶ The majority of this clearance took place in the south, with limited non-technical survey conducted in the north.¹⁴⁷

Lebanon reported the release of 1.59km² of cluster munition contaminated land in 2020. Of this total, 1.28km² was cleared, 0.28km² was cancelled through non-technical survey, and 0.03km² was reduced through technical survey.¹⁴⁸ A total of 2,098 cluster munition remnants were cleared and destroyed in 2020 through surface and sub-surface clearance and rapid response.

¹⁴⁰ The Convention on Cluster Munitions requires that all States Parties provide annual updates on the steps taken to implement their Article 4 obligations, in their Article 7 transparency reports, on or before 30 April.

¹⁴¹ Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, p. 10.

¹⁴² *Ibid.*, p. 7; and Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2019), Form F, p. 7.

¹⁴³ Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, p. 10; and NRA, “Operations Dashboard,” undated, bit.ly/NRALaosOperationsDashboard. The NRA dashboard includes a clearance figure for Attapeu province (5.78km²), which was not included in the clearance table in Lao PDR’s Article 7 report.

¹⁴⁴ Calculations conducted by the Monitor using data in the NRA IMSMA database. See NRA, “Operations Dashboard,” undated, bit.ly/NRALaosOperationsDashboard.

¹⁴⁵ Iraq Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, p. 24; and response to Monitor questionnaire by Haitham F. Lafta, National Focal Point CCM and Operations Manager, RMAC South, 5 March 2021.

¹⁴⁶ Iraq Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, p. 28.

¹⁴⁷ *Ibid.*, p. 27.

¹⁴⁸ Lebanon Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, p. 15.

Cluster munition remnants clearance in 2019–2020¹⁴⁹

State Party	2019		2020	
	Clearance (km ²)	CMR destroyed	Clearance (km ²)	CMR destroyed
Afghanistan	2.72	86	0	276
BiH	0.72	85	0.34	162
Chad	4.33	18	0.41	9
Chile	0	0	0	0
Croatia	0.04	186	0.03	11
Germany	1.21	1,814	1.08	971
Iraq	6.29	9,996	5.67	6,146
Lao PDR	64.95	80,247	54.32	71,235
Lebanon	1.26	4,037	1.28	2,098
Mauritania	0	0	0	0
Montenegro	0.78	64	0.25	15
Somalia	0	0	0	2
Total	82.30	96,533	63.38	80,925

Note: CMR=cluster munition remnants.

Germany cleared 1.08km² of cluster munition contaminated land in 2020, destroying 971 cluster munition remnants. Since 2017, a total of 4km² has been cleared in Germany; 3.53km² within areas of suspected cluster munition contamination, and 0.47km² outside these areas.¹⁵⁰

¹⁴⁹ Afghanistan data: response to Monitor questionnaire by DMAC, 21 February 2021; and Afghanistan Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F. BiH data: BiH Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F; and BHMIC, "Report on Mine Action in Bosnia and Herzegovina for 2020," undated, p. 21. Chad data: response to Monitor questionnaire by Brahim Djibrim Brahim, Coordinator, HCND, 18 June 2021; and Chad Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F. Chile data: Chile Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Forms F and J; and Chile Convention on Cluster Munitions Second Article 4 deadline Extension Request, 22 June 2021, bit.ly/ChileCCMArt4ExtRequest2021. Croatia data: response to Monitor questionnaire by Civil Protection Directorate, 16 March 2021. Germany data: Germany Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F. Iraq data: response to Monitor questionnaire by Haitham F. Lafta, National Focal Point CCM and Operations Manager, RMAC South, 5 March 2021; and Iraq Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F. Lao PDR data: Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F; NRA, "Operations Dashboard," undated, bit.ly/NRALaosOperationsDashboard; and Lao PDR CCW Protocol V Article 10 Report (for calendar year 2020), Form A. Lebanon data: response to Monitor questionnaire by Lt.-Col. Fadi Wazen, Operations Section Head, LMAC, 15 February 2021; and Lebanon Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F. Mauritania data: Mauritania Convention on Cluster Munitions Article 4 deadline Extension Request, 30 June 2021, bit.ly/MauritaniaCCMArt4ExtRequest2021. Montenegro data: Montenegro Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F. Somalia data: email from Dahir Abdirahman Abdulle, National Director General, SEMA, 17 July 2021. For all data obtained in Article 7 reports see, Convention on Cluster Munitions Article 7 Database, bit.ly/Article7DatabaseCCM.

¹⁵⁰ Germany Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, p. 17.

BiH reported cluster munition land release of 0.68km² in 2020, including 0.34km² through clearance and 0.34km² through technical survey, resulting in the destruction of 162 cluster munition remnants.¹⁵¹

Chad reported clearing 0.41km² of cluster munition contaminated land in Delbo village, West Ennedi province, in 2020. Nine cluster munition remnants were reported cleared and destroyed.¹⁵²

Completing their clearance obligations in 2020, Montenegro cleared 0.25km², while Croatia cleared 0.03km² of cluster munition contaminated land.

No clearance of cluster munition contaminated land was reported in four States Parties in 2020.

Afghanistan reported no clearance of cluster munition remnants in 2020 due to unavailability of funding. However, 276 cluster munition remnants were cleared and destroyed during explosive ordnance disposal (EOD) operations, including 11 BLU-97 submunitions found in Deh-Sabz district of Kabul province.¹⁵³

Chile had planned to conduct technical survey in 2020, to identify the precise perimeter of its contaminated areas. However, survey was delayed due to a lack of resources and the impact of the COVID-19 pandemic crisis response.¹⁵⁴

Mauritania announced previously unreported contamination identified in 2019, located in the region of Tiris Zemmour in the north, bordering Western Sahara. An initial assessment of contaminated areas took place in February 2021 to determine whether the areas found are under Mauritania's jurisdiction and control.¹⁵⁵

Somalia reported no clearance in 2020, although two submunitions were found and destroyed during battle area clearance in Bakol.¹⁵⁶

ARTICLE 4 DEADLINES AND EXTENSION REQUESTS

If a State Party believes that it will be unable to clear and destroy all cluster munition remnants on its territory within 10 years of the entry into force of the convention for the country, it is able to request an extension to its deadline for a period of up to five years.

The first extension requests were submitted for consideration at the Ninth Meeting of States Parties in September 2019. In 2019, Germany and Lao PDR were each granted five-year extensions to their Article 4 deadlines. BiH, Chile, and Lebanon submitted requests in 2020, which were all granted in 2021 via silence procedure.

In 2021, Chile submitted a second request and Mauritania submitted an extension request based on the new contamination found.

¹⁵¹ Response to Monitor questionnaire by Željko Đogo, Officer for Analysis and Reporting, BHMAL, 2 April 2021. In its annual report on mine action for 2020, BHMAL stated that 345,789m² was cleared and 335,001m² reduced through technical survey for a total of 680,790m² released. BHMAL, "Report on Mine Action in Bosnia and Herzegovina for 2020," undated, p. 21. BiH reported release of 680,790m² (with 162 submunitions cleared) in its Article 7 Report for 2020. BiH Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, p. 2.

¹⁵² It is unclear if all of the 0.41km² was cleared in 2020, or whether some of the clearance was undertaken in 2019, but not reported in Chad's Convention on Cluster Munitions transparency report for calendar year 2019. For 2019, Chad reported clearance in Borkou province only. Response to Monitor questionnaire by Brahim Djibril Brahim, Coordinator, HCND, 18 June 2021; and Chad Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F.

¹⁵³ Afghanistan Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form B; and response to Monitor questionnaire by DMAL, 21 February 2021.

¹⁵⁴ Chile Convention on Cluster Munitions Second Article 4 deadline Extension Request, 22 June 2021, bit.ly/ChileCCMArt4ExtRequest2021.

¹⁵⁵ Mauritania Convention on Cluster Munitions Article 4 deadline Extension Request, 30 June 2021, p. 2, bit.ly/MauritaniaCCMArt4ExtRequest2021.

¹⁵⁶ Email from Dahir Abdirahman Abdulle, National Director General, SEMA, 17 July 2021.

Status of Article 4 progress to completion

State Party	Original deadline	Extension period (year granted)	Current deadline	Expectation to meet deadline
Afghanistan	1 March 2022	Extension request submitted in 2021	1 March 2022	Requested 4-year extension until 2026
BiH	1 March 2021	18 months (2021)	1 September 2022	Expects to complete in 2022
Chad	1 September 2023	N/A	1 September 2023	Expects to complete before 2023
Chile	1 June 2021	1 year (2021) 2 nd extension request submitted in 2021	1 June 2022	Expects to complete in 2025
Germany*	1 August 2020	5 years (2019)	1 August 2025	Expects to complete in 2024
Iraq	1 November 2023	N/A	1 November 2023	Unlikely to meet deadline
Lao PDR	1 August 2020	5 years (2019)	1 August 2025	Unlikely to meet deadline
Lebanon	1 May 2021	5 years (2021)	1 May 2026	Expects to complete by 2025
Mauritania	1 August 2022	Extension request submitted in 2021	1 August 2022	Requested 2-year extension until 2024
Somalia	1 March 2026	N/A	1 March 2026	Unknown

Note: N/A=not applicable.

* Clearance in Germany is expected to be completed at the end of 2024, with final reporting and documentation completed in 2025.

BiH, Chad, Germany, and Lebanon should all be able to complete clearance within the period of their current Article 4 deadlines.

In 2020, BiH submitted an 18-month extension request to complete clearance by 1 September 2022.¹⁵⁷ BiH has indicated to the Monitor that it expects to meet its deadline.¹⁵⁸

Chad reported in 2020 that it was in the process of clearing the last known area contaminated with cluster munition remnants, and that clearance would be completed by the end of July 2021, before their 2023 deadline.¹⁵⁹

In its 2019 extension request, Germany reported that it should be able to complete clearance of the Wittstock military training area by 2024; and has since stated that it was confident that by 2025, Germany would be cluster munition free.¹⁶⁰ Germany has a time-bound plan, that estimates clearance of 1.5km² to 2km² per year by 2024.¹⁶¹

¹⁵⁷ Statement of BiH, Convention on Cluster Munitions Ninth Meeting of States Parties, Geneva, 2 September 2019.

¹⁵⁸ Response to Monitor questionnaire by Želiko Dogo, Officer for Analysis and Reporting, BHMAC, 2 April 2021.

¹⁵⁹ Response to Monitor questionnaire by Brahim Djibrim Brahim, Coordinator, HCND, 18 June 2021; and email from Olivier Shu, Senior Technical Advisor, FSD, 19 June 2021.

¹⁶⁰ Germany Convention on Cluster Munitions Article 4 deadline Extension Request, 15 January 2019, bit.ly/GermanyCCMArt4ExtRequest2019; and statement of Germany, Convention on Cluster Munitions Second Review Conference (held virtually), 26 November 2020.

¹⁶¹ Germany Convention on Cluster Munitions Article 4 deadline Extension Request, 15 January 2019, pp. 3 and 40, bit.ly/GermanyCCMArt4ExtRequest2019.

In 2021, Germany was to tender for three companies to continue clearance, employing 180–200 people on a permanent basis. Germany reported that the COVID-19 pandemic did not lead to any impairment in clearance activities in 2020.¹⁶²

In 2021, Lebanon was granted five additional years, to 1 May 2026, to meet its clearance obligations. The Lebanon Mine Action Center (LMAC) provided a detailed plan based on available assets, and despite challenges related to terrain, believes that it should be able to meet its 2026 deadline.¹⁶³

Three States Parties submitted extension requests in 2021.

Afghanistan initially reported that it would meet its clearance deadline of 1 March 2022 as there was commitment from some donors—the US State Department Bureau of Political-Military Affairs' Office of Weapons Removal and Abatement (PM/WRA) and the United Nations Mine Action Service (UNMAS)—to support the clearance of 10 remaining areas.¹⁶⁴ However, discovery of additional contaminated areas and a change in donor commitments led Afghanistan to submit an extension request in August 2021, requesting four additional years until March 2026.¹⁶⁵ A major challenge to clearance in Afghanistan is the control of areas by the Taliban and other non-state armed groups (NSAGs).

Chile has made little progress on clearance, despite having been a State Party to the convention since December 2010. In January 2020, Chile submitted an extension request for a period of five years until 2026.¹⁶⁶ In June 2020, the request was revised to a one-year interim extension, to conduct technical survey and submit a later extension request with a clearance plan.¹⁶⁷ The request was granted through silence procedure in May 2021. In June 2021, Chile submitted a second one-year extension request, without survey having been undertaken, citing a lack of resources in addition to the impact of the COVID-19 pandemic.¹⁶⁸

In June 2021, Mauritania submitted a request for a two-year extension, until 1 August 2024, to complete survey and clearance.¹⁶⁹

The requests from Afghanistan, Chile, and Mauritania will be considered by States Parties at the Second Review Conference of the Convention on Cluster Munitions in September 2021.

It is unlikely that Iraq and Lao PDR will meet their current clearance deadlines.

Iraq reported that it is unlikely to meet its deadline of 2023, and that with its clearance



NPA deminer at work in Zavidovici municipality, in Bosnia and Herzegovina.

© Kristian Skeie, October 2020

¹⁶² Germany Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form F, p. 18.

¹⁶³ Response to Monitor questionnaire by Lt.-Col. Fadi Wazen, Head of Operations, LMAC, 15 February 2021.

¹⁶⁴ Response to Monitor questionnaire by DMAC, 21 February 2021.

¹⁶⁵ Afghanistan Convention on Cluster Munitions Article 4 deadline Extension Request, 3 August 2021, bit.ly/AfghanistanCCMArt4ExtRequest2021; and email from DMAC, 17 July 2021.

¹⁶⁶ Chile Convention on Cluster Munitions Article 4 deadline Extension Request, January 2020, bit.ly/ChileCCMArt4ExtRequestJan2020.

¹⁶⁷ Chile Convention on Cluster Munitions Article 4 deadline Extension Request (revised), 29 June 2020, pp. 5 and 7, bit.ly/ChileCCMArt4ExtRequestJune2020.

¹⁶⁸ Chile Convention on Cluster Munitions Second Article 4 deadline Extension Request, 22 June 2021, bit.ly/ChileCCMArt4ExtRequest2021.

¹⁶⁹ Mauritania Convention on Cluster Munitions Article 4 deadline Extension Request, 30 June 2021, p. 2, bit.ly/MauritaniaCCMArt4ExtRequest2021.

capacity, it would require at least 15 more years.¹⁷⁰ The Regional Mine Action Center (RMAC) South reported that challenges for clearance of cluster munition remnants include the fact that national efforts are focused primarily on areas liberated from the Islamic State, while new contaminated areas continue to be found through survey, particularly in the southern provinces.¹⁷¹

Lao PDR has indicated that completion of survey would be a priority during its extension period, with an expectation that additional international support would be needed.¹⁷²

It is unknown whether Somalia will meet its clearance deadline of 1 March 2026. Somalia does not have an accurate picture of contamination and has no plan in place for clearance.

RISK EDUCATION

OBLIGATIONS REGARDING RISK EDUCATION

Article 4, paragraph 2 of the Convention on Cluster Munitions states that each State Party shall “conduct risk reduction education to ensure awareness among civilians living in or around cluster munition contaminated areas of the risks posed by such remnants.”

Risk education in the context of the convention encompasses interventions aimed at protecting civilian populations and individual civilians, at the time of use of cluster munitions, when they fail to function as intended, or when they have been abandoned.

REPORTING

States Parties have an obligation to report on risk education activities.¹⁷³ According to the draft Lausanne Action Plan, states will commit to provide data on beneficiaries of risk education disaggregated by gender, age, and disability in their annual transparency reports. In 2021, Afghanistan, BiH, Chad, Iraq, Lao PDR, Lebanon, and Mauritania reported on risk education in their annual Article 7 reports covering calendar year 2020. Somalia did not submit its annual report in 2021. Chile and Germany stated that risk education was not applicable due to contamination being confined to military training areas.

Afghanistan, Iraq, Lao PDR, and Lebanon provided detailed information on risk education efforts. BiH, Chad, and Mauritania provided limited information.

Chad, Iraq, and Lebanon provided beneficiary figures for 2020 disaggregated by age and sex, while Lao PDR provided figures disaggregated by sex but not age.

No State Party reported on persons with disabilities being reached by risk education.

¹⁷⁰ Response to Monitor questionnaire by Haitham F. Lafta, National Focal Point CCM and Operations Manager, RMAC South, 5 March 2021.

¹⁷¹ Iraq states that obtaining accurate information about the strike locations of US forces would help speed up the survey, planning, and clearance process. Responses to Monitor questionnaire by Haitham F. Lafta, Head of Operations and QA/QC, RMAC South, 14 April 2020 and 5 March 2021; and Iraq Convention on Cluster Munitions Article 7 Report (for calendar year 2020) Form J, p. 47.

¹⁷² Lao PDR Convention on Cluster Munitions Article 4 deadline Extension Request, executive summary, 26 February 2019, bit.ly/LaosExecutiveSummary2019.

¹⁷³ Reporting under Article 7.1 of the convention on “The measures taken to provide risk reduction education and, in particular, an immediate and effective warning to civilians living in cluster munition contaminated areas under its jurisdiction or control” has been allocated to Form H of the Article 7 transparency report.

RISK EDUCATION FOR CLUSTER MUNITION CONTAMINATION

States Parties Afghanistan, BiH, Iraq, Lao PDR, and Lebanon all reported conducting risk education covering the threat posed by cluster munition remnants in 2020.

In Lao PDR, risk education is specifically directed to addressing the risk behaviors associated with cluster munition remnants.

In other States Parties where cluster munition remnants contamination is mixed with other forms of mine/ERW contamination which may be more predominant, risk education operators do not conduct specific sessions related to cluster munition remnants.

In Somalia, cluster munition remnants are not included on risk education materials due to there being little evidence of contamination.¹⁷⁴

RISK EDUCATION TARGETING

The development of context-specific, tailored risk education activities requires the availability of comprehensive victim data.¹⁷⁵ National-level Information Management System for Mine Action (IMSMA) data is used in Afghanistan, Lao PDR, and Lebanon to inform the targeting of risk education.¹⁷⁶

Afghanistan maintained a priority scoring matrix to prioritize the most affected populations in terms of proximity to hazards, recent casualty figures, and incidences of armed conflict.¹⁷⁷ In Lebanon, priorities for risk education are set according to the size of the local population, the number of incidents and casualties, and the extent of contamination in the area.¹⁷⁸

In BiH and Iraq, it was reported that victim databases are often incomplete and, in the case of Iraq, not openly available for interrogation.¹⁷⁹ In Iraq, operators relied on their own analysis of victim data in their areas of operation. The International Committee of the Red Cross (ICRC) and the Iraq Red Crescent Society (IRCS) were also reported to have compiled and shared victim data with some operators.¹⁸⁰

In 2020, children continued to be a high-risk group with regard to cluster munition remnants. In Lao PDR, children are known to be tempted to pick up and play with submunitions because of their size and shape.¹⁸¹ In Lebanon, parents were targeted for risk education, to pass messages on to their children.¹⁸²

¹⁷⁴ Responses to Monitor questionnaire by Sudip Thapa, Operations Officer, UNMAS Somalia, 19 March 2021; and by Alice Mouglin, Programme Officer, HALO Trust, March 2021.

¹⁷⁵ Response to Monitor questionnaire by Habbouba Aoun, Coordinator, Landmine Resource Center, University of Balamand, 9 June 2020.

¹⁷⁶ Responses to Monitor questionnaire by Tamsin Haigh, Programme Officer, HALO Trust, 30 April 2020; by Shajeevdhar Mahalingam, Community Liaison Manager, MAG, 11 May 2020; by Julien Kempeneers, Mine Action Coordinator, HI, 20 May 2020; by Matthew Walker, Partnerships and Donor Management Officer, HALO Trust, 16 March 2021; and by Sudip Thapa, Operations Officer, UNMAS Somalia, 19 March 2021.

¹⁷⁷ Response to Monitor questionnaire by DMAC, 16 April 2020.

¹⁷⁸ Response to Monitor questionnaire by Maj. Ali Makki, Risk Education Section Head, LMAC, 9 April 2020; and Lebanon Convention on Cluster Munitions Article 4 deadline Extension Request (revised), 25 February 2020, p. 43, bit.ly/LebanonCCMArt4ExtRequest2020.

¹⁷⁹ Responses to Monitor questionnaire by Zorica Lucic, Movement Cooperation Coordinator, ICRC, 29 April 2020; by Goran Knezevic, Risk Education Coordinator, HI, 7 April 2020; and by Madeline Achurch, Programme Officer, HALO Trust, 30 April 2020.

¹⁸⁰ Responses to Monitor questionnaire by Madeline Achurch, Programme Officer, HALO Trust, 30 April 2020; by India McGrath, Programme Officer, HALO Trust, 15 March 2021; and by Alexandra Letcher, Community Liaison Manager, MAG, 14 March 2021.

¹⁸¹ Response to Monitor questionnaire by Tamsin Haigh, Project Officer, HALO Trust, 30 April 2020.

¹⁸² Responses to Monitor questionnaire by Habbouba Aoun, Coordinator, Landmine Resource Center, University of Balamand, 9 June 2020; and by Fadi Hamze, Risk Education Project Manager, HI, 22 May 2020.

In BiH, targets for risk education are prioritized based on age, gender, cultural habits, and areas with the heaviest contamination.¹⁸³ Incidents in BiH occur most frequently during spring and autumn, and among men in agricultural communities.¹⁸⁴ In Lao PDR, men often enter contaminated areas knowingly, out of economic necessity. In both BiH and Lao PDR, familiarity with contamination encourages misplaced confidence.¹⁸⁵ In Lao PDR, high-risk activities, such as foraging on contaminated land or lighting fires directly on the ground surface, continue to pose a risk and result in cluster munition incidents.¹⁸⁶

In Lebanon, Norwegian People's Aid (NPA) held risk education sessions for landowners, land users, and municipal officials in cluster munition contaminated areas.¹⁸⁷ The 1.5 million refugees from Syria hosted in Lebanon are regarded as a priority group due to their unfamiliarity with the contamination, and the close proximity of refugee camps and settlements to hazardous areas.¹⁸⁸

In southern Iraq, nomadic communities are particularly at risk from cluster munition remnants. The Directorate of Mine Action (DMA) developed an intensive awareness campaign, implemented in 2020, for the Bedouin people in the Samawah Badia desert, Al-Muthanna governorate, following a rise in accidents during the spring when Bedouins gather to graze livestock and plant crops.¹⁸⁹ Tourism seasons in Wassit and Missan governorates, and also the grazing, transportation, and hunting seasons in Al-Muthanna governorate, were a focus of risk education campaigns in 2020.¹⁹⁰

In Chad, nomads, animal herders, traditional guides, and trackers remained high-risk groups due to their movement through desert areas which may have contamination. However, these groups are challenging to reach for risk education because they are mobile.¹⁹¹

Efforts were made in 2019 and 2020 to better incorporate the needs of persons with disabilities into risk education. In Iraq, Humanity & Inclusion (HI) provided community focal points with training on inclusion awareness and positive disability inclusion messages, and training on how to refer persons with disabilities and mental health issues to relevant services.¹⁹² HI was integrating victim assistance and risk education across their programs as part of its comprehensive approach, and also incorporated sign language and subtitles into a risk education video.¹⁹³ UNMAS Iraq reported that it was collecting disability disaggregated data to inform risk education.¹⁹⁴

¹⁸³ BiH Mine Ban Treaty Third Article 5 deadline Extension Request, 22 June 2020, p. 19, bit.ly/BiHMBTExtRequestJune2020.

¹⁸⁴ *Ibid.*, p. 20.

¹⁸⁵ Hal Judge, "Integrated Approaches to Explosive Ordnance Risk Education in ASEAN Member States," ASEAN Regional Mine Action Center (ARMAC), April 2020, bit.ly/ARMACRiskEducationApril2020; responses to Monitor questionnaire by Tamsin Haigh, Project Officer, HALO Trust, 30 April 2020; and by Julien Kempeneers, Mine Action Coordinator, HI, 20 May 2020.

¹⁸⁶ Lao PDR Convention on Cluster Munitions Article 4 deadline Extension Request, 26 February 2019, p. 15–16, bit.ly/LaosCCMArt4ExtRequest2019.

¹⁸⁷ Responses to Monitor questionnaire by Rachana Atmeh, Community Liaison Manager, and Hala Amhaz, Programme Officer, NPA, 19 March 2021.

¹⁸⁸ Response to Monitor questionnaire by Maj. Ali Makki, Risk Education Section Head, LMAC, 9 April 2020.

¹⁸⁹ Response to Monitor questionnaire by Ahmed Al-Jasim, Director of Planning and Information and Focal Point for APMBC, DMA, 13 April 2021.

¹⁹⁰ *Ibid.*; and Iraq Mine Ban Treaty Article 7 Report (for calendar year 2020), Form I, p. 39.

¹⁹¹ Responses to Monitor questionnaire by Ludovic Kouassi, Community Liaison Manager, MAG, 8 May 2020; and by Jason Lufuluabo Mudingay, Chief of Operations, HI, 13 March 2021.

¹⁹² Response to Monitor questionnaire by Goran Knezevic, Risk Education Technical Coordinator, HI, 2 March 2021.

¹⁹³ *Ibid.*

¹⁹⁴ Response to Monitor questionnaire by Celine Cheng, Risk Education Team Leader, UNMAS, 11 May 2020.

In Lao PDR, risk education is almost exclusively conducted in remote rural areas, particularly in ethnic minority villages and along the route of the former Ho Chi Minh trail, near the border with Vietnam. Challenges for operators include accessing remote areas and ensuring that risk education messages are understood by groups speaking different languages and dialects.¹⁹⁵

RISK EDUCATION DELIVERY

Risk education was integrated with survey and clearance in States Parties Afghanistan, BiH, Chad, Iraq, Lao PDR, and Lebanon.¹⁹⁶

Iraq, Lao PDR, and Lebanon reported having free phone numbers for the public to call to report any ordnance found.¹⁹⁷ In Lebanon, the number is shared with local communities via SMS text messaging as part of the national risk education campaign.¹⁹⁸

The training of local committees and community volunteers as focal points to deliver risk education messages was reported in Chad, Iraq, Lao PDR, and Lebanon. These focal points also supported data collection and the reporting of ERW.¹⁹⁹ In Chad and Lao PDR, local risk education volunteers provided messages in regional dialects or minority languages.²⁰⁰

Risk education is integrated into the primary school curriculum from grades 1 to 5 in Lao PDR, across 10 of the country's 18 provinces.²⁰¹ Lebanon implements risk education in educational institutions nationwide, as part of the school health curriculum.²⁰² In 2020, LMAC, alongside the Ministry of Education and Higher Education, organized a risk education training of trainers program in public schools as part of broader health and safety training for teachers.²⁰³

Risk education took place in schools in Afghanistan, BiH, Chad, Iraq, Lebanon, and Somalia in 2020, but not as part of the formal curriculum.

In BiH, risk education was included in the informal curriculum at primary level, with materials provided to teachers; while the Red Cross Society also conducted risk education

195 Hal Judge, "Integrated Approaches to Explosive Ordnance Risk Education in ASEAN Member States," ARMAC, April 2020, bit.ly/ARMACRiskEducationApril2020.

196 Email from Rasmus Sandvoll Weschke, Conflict Preparedness and Protection Adviser, NPA, 5 June 2020; Iraq Mine Ban Treaty Article 7 Report (for calendar year 2019), Form I, p. 52; responses to Monitor questionnaire by Rachana Atmeh, Community Liaison Manager, and Hala Amhaz, Programme Officer, NPA Lebanon, 19 March 2021; by Madeline Achurch, Programme Officer, HALO Trust, 30 April 2020; by Ahmed Al-Jasim, Director of Planning and Information and Focal Point for APMB, DMA, 13 April 2021; by Jonathan Guthrie, Programme Manager, NPA, 23 March 2021; and by Sudip Thapa, Operations Officer, UNMAS Somalia, 19 March 2021.

197 Iraq Mine Ban Treaty Article 7 Report (for calendar year 2019), Form I, p. 52; Lebanon Convention on Cluster Munitions Article 4 deadline Extension Request (revised), 25 February 2020, bit.ly/LebanonCCMArt4ExtRequest2020; responses to Monitor questionnaire by Julien Kempeneers, Regional AVR Specialist, HI, 18 March 2021; and by Shajeedhar Mahalingam, Community Liaison Manager, MAG, 6 March 2021.

198 Lebanon Convention on Cluster Munitions Article 4 deadline Extension Request (revised), 25 February 2020, bit.ly/LebanonCCMArt4ExtRequest2020.

199 Response to Monitor questionnaire by Alexandra Letcher, Community Liaison Manager, MAG, 21 May 2020.

200 Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form G, p. 13; responses to Monitor questionnaire by Brahim Djibrim Brahim, Coordinator, HCND, 18 June 2021; and by Julien Kempeneers, Regional AVR Specialist, HI, 18 March 2021.

201 World Education Laos (WEL), "Comprehensive Mine Risk Education," undated, bit.ly/RiskEducationWEL; and Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2019), Form G, p. 12.

202 Response to Monitor questionnaire by Habbouba Aoun, Coordinator, Landmine Resource Center, University of Balamand, 9 June 2020.

203 Lebanon Convention on Cluster Munitions Article 4 deadline Extension Request (revised), 25 February 2020, p. 43, bit.ly/LebanonCCMArt4ExtRequest2020.

in schools via their “Think Mines” project.²⁰⁴ In Chad, Mines Advisory Group (MAG) and HI provided risk education sessions in schools located near hazardous areas.²⁰⁵ In Iraq, the DMA was working with the Ministry of Education to integrate risk education into the school curriculum for grades 5 and 6, and was developing plans to train groups of teachers in risk education delivery.²⁰⁶ In Afghanistan, the Directorate of Mine Action Coordination (DMAC) was coordinating the use of child-focused risk education materials, which were developed in 2020.²⁰⁷

Innovative delivery methods were reported in 2020. In BiH, a free android phone app—“BH mine suspected areas” developed with the support of UNDP—was promoted by BiH Mine Action Center (BHMAC). The app provides notifications and risk education messages if the user is near a minefield. It also enables the user to make an SOS call or take a picture of a suspicious object to send to the authorities.²⁰⁸

In Lebanon, LMAC worked with MAG to develop a virtual reality risk education video.²⁰⁹

Chad reported that emergency risk education sessions were conducted in N’Djamena, after a mine/ERW incident in July 2020 which resulted in one casualty.²¹⁰

IMPACT OF THE COVID-19 PANDEMIC

In 2020, risk education delivery had to adapt due to the COVID-19 pandemic, which restricted operations but also created opportunities for testing new and innovative approaches.



Explosive ordnance risk education session in Iraq conducted by NPA during the COVID-19 outbreak.

© Noe Falk Nielsen/NPA, June 2021

In BiH, operators produced online risk education messages and a short film adapted to different ages, to distribute to schoolchildren via online teaching platforms.²¹¹

In Chad, risk education sessions in Borkou and West Ennedi stopped for four months during the pandemic.²¹²

In Iraq, due to COVID-19 restrictions, operators adopted a range of remote methods for the provision of risk education, including radio, video, loudspeakers, phone calls, mobile phone apps, and social media.²¹³

²⁰⁴ Response to Monitor questionnaire by Zorica Lucic, Movement Cooperator Coordinator, ICRC, 29 April 2020.

²⁰⁵ Responses to Monitor questionnaire by Ludovic Kouassi, Community Liaison Manager, MAG, 8 May 2020; and by Jason Lufuluabo Mudingay, Chief of Operations, HI, 13 March 2021.

²⁰⁶ Iraq Mine Ban Treaty Article 7 Report (for calendar year 2019), Form I, p. 51.

²⁰⁷ Afghanistan Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form G.

²⁰⁸ Response to Monitor questionnaire by Selma Antic, Risk Education Project Manager, NPA, 10 March 2021; and “Mine Warning Application: We literally came out across a minefield near Sarajevo,” *Radio Free Europe*, 21 April 2021, bit.ly/RadioFreeEurope21April2021.

²⁰⁹ Response to Monitor questionnaire by Ali Shuaib, Community Liaison Manager, MAG, 4 March 2021; and Lebanon Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form G, p. 19.

²¹⁰ Response to Monitor questionnaire by Brahim Djibrim Brahim, Coordinator, HCND, 18 June 2021.

²¹¹ BHMAC, “Report on Mine Action in Bosnia and Herzegovina for 2020,” undated, p. 22.

²¹² Response to Monitor questionnaire by Jason Lufuluabo Mudingay, Chief of Operations, HI, 13 March 2021.

²¹³ Responses to Monitor questionnaire by Ahmed Al-Jasim, Director of Planning and Information, DMA, 13 April 2021; by India McGrath, Programme Officer, HALO Trust, 15 March 2021; by Goran Knezevic, Risk Education Coordinator, HI Iraq, 2 March 2021; by Alexandra Letcher, Community Liaison Manager, MAG, 14 March 2021; and by Noor Al-Jazairy, Associate Risk Education Officer, UNMAS, 19 March 2021; and Iraq Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form G, p. 31.

In Afghanistan, Lao PDR, and Somalia, risk education was adapted to include messages on COVID-19 prevention, contributing to overall measures to curb the spread of the pandemic.²¹⁴

In Lebanon, digital risk education campaigns were conducted in response to restrictions on public gatherings and the closure of schools. However, online messaging was found to exclude certain sectors of the population, such as older people not familiar with mobile phones and communities where electricity or internet provision were unreliable.²¹⁵

In Afghanistan and Lebanon, new guidelines were developed to support the implementation of risk education in line with COVID-19 safety measures.²¹⁶

EMERGENCY RISK EDUCATION IN NON-SIGNATORIES AND OTHER AREAS

In non-signatories Libya, Syria, and Yemen, as well as in Nagorno-Karabakh, emergency risk education was carried out in 2020 to alert communities to the risk of contamination from recent or ongoing conflict.

In Nagorno-Karabakh, the HALO Trust distributed information leaflets in response to the use of cluster munitions in October 2020 in urban areas.²¹⁷

In Libya, after hostilities in the southern outskirts of Tripoli in 2019, the Libyan Mine Action Centre (LibMAC) provided risk education for displaced persons returning to their homes.²¹⁸

In Syria and Yemen, risk education continued amid ongoing conflict, although delivery was limited in both countries due to the COVID-19 pandemic.²¹⁹ Risk education in Syria covered all types of contamination.²²⁰ In Yemen, UNDP reported that risk education will need to focus on hard-to-reach areas, and locations near frontlines, when they are accessible.²²¹

²¹⁴ Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form J, p. 22; Iraq Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form G. See also, UNMAS, “Explosive Hazard Analysis: 2020 Annual Report: UNMAS in Somalia,” undated, p. 17, bit.ly/UNMASSomaliaReport2020.

²¹⁵ Response to Monitor questionnaire by Habbouba Aoun, Coordinator, Landmine Resource Center, University of Balamand, 9 June 2020.

²¹⁶ Lebanon Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form G; and Afghanistan Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form G.

²¹⁷ HALO Trust, “Update: Crisis in the Caucasus. HALO’s Humanitarian Response in Nagorno-Karabakh,” undated, bit.ly/HALOTrustNagorno-Karabakh.

²¹⁸ Global Protection Cluster, LibMAC, and Protection Sector Libya, “Libya Mine Action Update,” presentation at Mine Action Support Group meeting (held virtually), 15 October 2020, bit.ly/LibyaMineActionUpdate2020. Contamination reported in southern Tripoli included mines and improvised explosive devices (IEDs), although there were several instances or allegations of cluster munition use in Libya by forces affiliated with the Libyan National Army (LNA), which perpetrated the hostilities. See, UNSC, “Final report of the Panel of Experts on Libya established pursuant to Security Council resolution 1973 (2011),” S/2019/914, Annex 17, 9 December 2019, www.undocs.org/S/2019/914; HRW, “Libya: Banned Cluster Munitions Used in Tripoli,” 13 February 2020, bit.ly/HRWTripoli13Feb2020; and Sami Zaptia, “Tripoli forces claim successes and accuse Hafter of using cluster bombs and internationally banned phosphorus bombs,” *Libya Herald*, 20 June 2019, bit.ly/LibyaHerald20June2019.

²¹⁹ UNDP, “Yemen Emergency Mine Action Project: Annual Report 2020,” February 2021, p. 11; UNMAS, “Annual Report 2020,” undated, p. 18, www.unmas.org/en/unmas-annual-report-2020; and ICRC, “Annual Report 2020,” 1 July 2021, p. 500, www.icrc.org/en/document/annual-report-2020.

²²⁰ HALO Trust, “A Hidden Emergency: Why Explosive Ordnance Contamination must be addressed now in Northwest Syria,” December 2020, p. 7, bit.ly/HALOTrustSyriaDec2020.

²²¹ UNDP, “Mine Action Capability Maturity Self-Assessment Tool: Lead Assessor Comments,” 27 December 2020.

VICTIM ASSISTANCE

Cluster munition victims

“Cluster munition victims means all persons who have been killed or suffered physical or psychological injury, economic loss, social marginalisation or substantial impairment of the realisation of their rights caused by the use of cluster munitions.”

(Convention on Cluster Munitions, Article 2.1)

Cluster munition victims include those persons directly impacted by cluster munitions; those injured (survivors) or killed, as well as affected families and communities.

Cluster munition survivors are persons who were injured by cluster munitions or their explosive remnants and lived. Most cluster munition survivors are also persons with disabilities.

Persons with disabilities include those who have long-term physical, mental, intellectual, or sensory impairments, which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others.

OBLIGATIONS REGARDING VICTIM ASSISTANCE

The Convention on Cluster Munitions requires that States Parties assist all cluster munition victims in areas under their jurisdiction, and report on progress. Specific activities to ensure adequate assistance is provided under Article 5 of the convention include:²²²

- Collecting relevant data and assessing the needs of victims;
- Coordinating victim assistance programs and developing a national plan;
- Actively involving cluster munition victims in all processes that affect them;
- Providing adequate and accessible assistance, including medical care, rehabilitation and psychological support, and social and economic inclusion;
- Providing assistance that is gender- and age-sensitive, and non-discriminatory.²²³

States Parties which have reported a responsibility for cluster munition victims

Afghanistan

Albania

BiH

Chad

Croatia

Guinea-Bissau

Iraq

Lao PDR

Lebanon

Montenegro

Sierra Leone

Somalia

REPORTING

Under the Convention on Cluster Munitions, States Parties must report on progress in implementing victim assistance obligations. For 2020, Afghanistan, Albania, BiH, Croatia, Iraq, Lao PDR, Lebanon, and Montenegro reported on victim assistance in their Article 7 reports. Chad did not provide an update on victim assistance. As of 1 August 2021, Guinea-Bissau, Sierra Leone, and Somalia had not submitted reports for calendar year 2020. Sierra Leone has not submitted a transparency report since 2011.

²²² These activities are to be implemented in accordance with applicable international humanitarian and human rights law.

²²³ Increasingly this obligation is understood to include measures that address disability sensitivity, diversity, and intersectionality.

VICTIM ASSISTANCE SERVICE PROVISION

Under the draft Lausanne Action Plan, States Parties will commit to providing first-aid and medical care, rehabilitation, and access to psychological and psychosocial support as part of a public health approach (Action 34). States Parties will also improve measures to facilitate the social, educational, and economic inclusion of cluster munition victims (Action 35).

MEDICAL CARE

In Afghanistan, war trauma and physical injuries increased the need for medical care, far beyond the capacity and resources of its health system. In 2020, several health facilities were forced to close due to insecurity, affecting the provision of essential services.²²⁴ In Lao PDR, the Ministry of Health, with support from international and local NGO partners, provided medical treatment to survivors in 2020.²²⁵ To address the lack of healthcare and rehabilitation services in its area of operations, a HI project supported transport and costs of existing healthcare providers in two provinces in Lao PDR.²²⁶ Even where services exist locally, hidden barriers can hinder access. It was reported that in the cluster munition impacted areas of northern Albania, and elsewhere in the country, there is a general expectation that patients should personally provide hospital staff with unofficial payments, which is detrimental to local survivors.²²⁷

Iraq reported that there are no emergency medical services in remote areas, where injured survivors are instead evacuated by companions or receive first-aid from organizations working nearby.²²⁸ ICRC provided medicines, supplies, and training for emergency and surgical care at two hospitals in the governorates of Anbar and Salahuddin, with a view to improving their capacity.²²⁹

Referrals to medical care are important, especially if services are available and adequate when survivors arrive. Training healthcare workers on rehabilitation and disability, as carried out by HI in Chad, can improve identification and referral of persons with disabilities to rehabilitation centers.²³⁰ In Chad, patients requiring additional surgery following an amputation were referred to a hospital in N'Djamena.²³¹ However, resources for emergency care were still lacking there, where first-aid for a survivor “was slow to come for lack of means.”²³²

Regulation without implementation limits access to healthcare services for survivors and other persons with disabilities. For example, in Sierra Leone, free medical care has been guaranteed by law for certified persons with disabilities since 2011; yet as of the end of 2020, the medical board tasked with issuing disability certificates under this law had still not been established.²³³

224 UNMAS, “Afghanistan,” presentation at Mine Action Support Group meeting (held virtually), 28 May 2021, bit.ly/AfghanistanUNMAS2021.

225 Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form H, p. 15.

226 Response to Monitor questionnaire by Benoit Couturier, Mekong Regional Director, HI Lao PDR, 15 May 2020.

227 Bashkim Shala, “Debt Repaid: Kosovo Hospitals Take in Fearful Albanian COVID-19 Patients,” *Balkan Insight*, 22 February 2021, bit.ly/BalkanInsight22Feb2021.

228 Iraq Mine Ban Treaty Article 7 Report (for calendar year 2019), p. 67; and response to Monitor questionnaire by Alaa Fadhil, Head of Victim Assistance Department, DMA, 12 April 2021.

229 ICRC, “Annual Report 2019,” 29 June 2020, p. 451, www.icrc.org/en/document/annual-report-2019; and ICRC, “Annual Report 2020,” 1 July 2021, pp. 467 and 469, www.icrc.org/en/document/annual-report-2020.

230 Responses to Monitor questionnaire by Marie-Cécile Tournier, Country Director, HI Chad, 11 June 2021; and by Brahim Djibrim Brahim, Coordinator, HCND, 18 June 2021.

231 Response to Monitor questionnaire by Jean-Michel Mathiam, North Area Coordinator, HI, 22 April 2020.

232 Nesta Yamgoto, “Chad: a child almost died in a grenade explosion in N'Djamena,” *Tchadinfos*, 29 May 2020, bit.ly/Tchadinfos29May2020.

233 US Department of State, Bureau of Democracy, Human Rights, and Labor, “Country Reports on Human Rights Practices 2020: Sierra Leone,” Section 6, Discrimination, Societal Abuses, and Trafficking in Persons: Persons with Disabilities, 30 March 2021, www.state.gov/report/custom/cbf453b797/.

PHYSICAL REHABILITATION

Integrating rehabilitation into national health systems, including by developing universal health coverage, is key to the sustainability of rehabilitation services. However, significant challenges remain to providing quality, adequate, accessible, and affordable rehabilitation. The Monitor has identified priority actions and activities, particularly in the field of physical rehabilitation, that are essential to addressing victim assistance challenges in States Parties.²³⁴

Afghanistan needed to expand physical rehabilitation access, particularly in provinces lacking services. However, progress was reported in 2020 with two new physical rehabilitation centers built in the provinces of Bamyán and Zabul.²³⁵ Many providers of rehabilitation in Afghanistan have teams composed of both women and men staff members, which ensures a gender-sensitive approach and enhances interaction with women patients.²³⁶

Albania needed to follow-up to address needs identified during the survivor assessment survey completed in 2016, and maintain healthcare and rehabilitation services for amputees in remote areas. The prosthetics unit in the cluster munition impacted area suffered from a lack of funding, while work was also hampered by inconsistent supplies, with no materials available locally.²³⁷

BiH needed to increase the quality and sustainability of services for survivors and persons with disabilities, including by upgrading community-based rehabilitation centers. Many healthcare and physical rehabilitation services in BiH were suspended in early 2020 due to the COVID-19 pandemic, causing serious difficulties for survivors and persons with disabilities. The Organization of Amputees of Republic of Srpska (Organizacija Amputiraca Republike Srpske) established groups in 14 municipalities to respond to the challenge posed by the pandemic during the period from May to July 2020.²³⁸

Chad needed more investment in physical rehabilitation services. In 2020, there was only one operational physical rehabilitation center in N'Djamena, but it faced dire funding difficulties.²³⁹ Digital rehabilitation services were introduced in Chad to maintain a link between patients and rehabilitation centers amid COVID-19 restrictions.²⁴⁰ However, the existence of physiotherapy and rehabilitation services remained largely unknown to the population.²⁴¹

In Croatia, where substantial rehabilitation services are available, the Ombudsman for Persons with Disabilities noted the complexity and length of the procedure to obtain orthopedic aids.²⁴²

²³⁴ CMC, *Cluster Munition Monitor 2020*, (Geneva: ICBL-CMC, 2020), bit.ly/ClusterMunitionMonitor2020.

²³⁵ Response to Monitor questionnaire by UNMAS, 20 February 2021; and Afghanistan Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form H.

²³⁶ Responses to Monitor questionnaire by UNMAS, 20 February 2021; and by HI, 30 April 2021.

²³⁷ Bashkim Shala, "Landmine Blasts on Albania-Kosovo Border Blight Survivors' Lives," *Balkan Insight*, 11 May 2021, bit.ly/BalkanInsight11May2021.

²³⁸ The groups were established in: Banja Luka, Bihać, Bijeljina, Brčko, Derventa, Doboj, Donji Vakuf, Gradiška, Mostar, Prijedor, Sarajevo, Travnik, Trebinje, and Zavidovići. Response to Monitor questionnaire by Željko Volaš, UDAS, 30 June 2020; and ITF Enhancing Human Security, "Annual Report 2020," undated, p. 28, bit.ly/ITFAnnualReport2020.

²³⁹ "Society: The Kabalaye orthopedic and rehabilitation center is on the brink," *Tchadinfos*, 26 August 2018, bit.ly/TchadInfos26Aug2018.

²⁴⁰ Responses to Monitor questionnaire by Marie-Cécile Tournier, Country Director, HI, 11 June 2021; and by Brahim Djibrim Brahim, Coordinator, HCND, 18 June 2021.

²⁴¹ Al-Mardi Charfadine, "Chad: the advantages of physiotherapy little known to the general public," *Tchadinfos*, 23 September 2020, bit.ly/Tchadinfos23Sept2020.

²⁴² Croatian Ombudsman for Persons with Disabilities, "Report on the work of the Ombudsman for Persons with Disabilities 2020," undated, bit.ly/CroatiaDisabilityReport2020.

In Guinea-Bissau, the only physical rehabilitation center was supported by the ICRC, which also covered treatment costs for some patients.²⁴³ The ICRC was set to close its program in Guinea-Bissau in December 2022, with no alternative support identified to fill the gap.²⁴⁴

Iraq needed to improve coordination among its 23 rehabilitation centers. There was no national referral mechanism due to financial constraints and security issues. Community rehabilitation units needed financial support for logistics, vehicles, and specialist staff. Gender-sensitive services were available as women staff members were employed in rehabilitation and medical centers.²⁴⁵

Lao PDR needed to improve access to rehabilitation, including to survivors from remote and rural areas.²⁴⁶ In 2020, the national rehabilitation center assisted just six survivors.²⁴⁷ Lao PDR also needed to increase support for psychological assistance, including peer-to-peer counseling.

Lebanon needed to secure sufficient funding for survivor assistance, as well as to create a sustainable funding strategy for the physical rehabilitation sector and an increased budget for rehabilitation and training.²⁴⁸ In 2020, the COVID-19 pandemic and the explosion at the Port of Beirut placed further strain on the health and rehabilitation systems. More people than in past years requested assistance to obtain physical rehabilitation, due to the worsening economic situation.²⁴⁹

In Sierra Leone, subsidized rehabilitation, increased funding, and an outreach program were all needed to widen access to services. Rehabilitation services remained underfunded, and numerous challenges to accessing amputee rehabilitation services were reported.²⁵⁰

In Somalia, where service provision remained extremely challenging amid ongoing insecurity, physical rehabilitation centers run by the Somali Red Crescent Society (SRCS) in Mogadishu and Galkayo (Puntland) received support from the Norwegian Red Cross and ICRC.²⁵¹

PSYCHOLOGICAL AND PSYCHOSOCIAL SUPPORT

In 2020, psychological and psychosocial support remained in great need of resources. Peer-to-peer support was among the least supported activities despite being inclusive, targeted, cost-effective, and sustainable. Despite an overall lack of progress, some services of this nature were reported in several countries. However, with the exception of Lao PDR, there was no indication that cluster munition victims specifically were reached by the services reported to be available.

In Afghanistan, there continues to be a lack of funding for a peer-to-peer support program required to address the needs of survivors and other conflict victims throughout the country. The Afghan Landmine Survivors' Organization (ALSO) provided psychosocial support through

²⁴³ ICRC, "Annual Report 2020," 1 July 2021, p. 168, www.icrc.org/en/document/annual-report-2020.

²⁴⁴ Emails from Sarani Diatta, Coordinator, Solidarity Initiative for Development Actions (Initiative Solidaire des Actions de Développement, ISAD), 15 and 18 June 2021; and response to Monitor questionnaire by Israel Santos, Country Manager, HI Guinea-Bissau, 15 April 2021.

²⁴⁵ Iraq Mine Ban Treaty Article 7 Report (for calendar year 2020), Form J, p. 45.

²⁴⁶ COPE, "What We Do: Reaching Remote Communities," undated, bit.ly/COPELaosCommunityOutreach.

²⁴⁷ Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form H, p. 17. This was a significant decrease from 23 survivors receiving rehabilitation services in 2019. Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2019), Form H, p. 15.

²⁴⁸ Lebanon Convention on Cluster Munitions Article 7 Report (for calendar year 2019), Form H.

²⁴⁹ ICRC, "Annual Report 2020," 1 July 2021, p. 493, www.icrc.org/en/document/annual-report-2020.

²⁵⁰ Archie P. T. Allen, William S. Bolton, Mohamed B. Jalloh, Stephen J. Halpin, David G. Jayne, and Julian D. A. Scott, "Barriers to accessing and providing rehabilitation after a lower limb amputation in Sierra Leone – a multidisciplinary patient and service provider perspective," *Disability and Rehabilitation*, 1 Dec 2020, bit.ly/SierraLeoneRehab2020.

²⁵¹ ICRC, "Annual Report 2020," 1 July 2021, p. 242, www.icrc.org/en/document/annual-report-2020; and ICRC, "Mogadishu rehabilitation centre supports people with disabilities 38 years on," 3 December 2020, bit.ly/ICRCMogadishu2020.

a limited peer-to-peer support program, which reached 20–30 people.²⁵² Conflict survivors in Afghanistan could also receive psychosocial support through the US-funded Conflict Mitigation Assistance for Civilians (COMAC) program.²⁵³

Lao PDR reported that World Education Laos (WEL) and the survivor-led Quality of Life Association (QLA) provided psychosocial support to 40 survivors in 2020.²⁵⁴ Yet, psychological support for survivors is limited, with only three psychologists active in Lao PDR. HI assisted persons with the greatest need to get priority access to psychological support. In Houaphanh province, a psychiatrist provided training on basic knowledge and clinical treatment to community health volunteers and district hospital staff.²⁵⁵ In Lebanon, the ICRC provided mental health support.²⁵⁶

BiH and Croatia did not provide updates on the quality, capacity, or availability of the centers that provide psychological support, while little to no information on the relevance of these services to cluster munition victims was available.²⁵⁷

SOCIO-ECONOMIC INCLUSION AND EDUCATION

Limited progress was reported on the inclusion of cluster munition victims in social, economic, and educational activities.

In Afghanistan, BiH, Lao PDR, and Lebanon, survivors received vocational training and economic support through local organizations, with international assistance.

In BiH, the implementation of economic inclusion programs for persons with disabilities was lacking,²⁵⁸ but social assistance services were available.²⁵⁹ According to Lao PDR's National Protection Strategy, adopted in September 2020, services and benefits should be provided to persons with disabilities, "including UXO survivors with a disability," who are not able to work or are from low-income families.²⁶⁰ In Montenegro, a process was underway to reform the national system for determination of disability status, to improve access of persons with disabilities to rights, cash benefits, and services.²⁶¹

In Chad, persons with disabilities received training and income-generation support. Children with disabilities, as well as children of parents with disabilities, had free access to education.²⁶² In Lao PDR and Lebanon, some survivors had technical education tuition covered by victim assistance programs.²⁶³ Admission of persons with disabilities to educational institutions in Sierra Leone is protected and promoted by law, but adjustments for accessibility were not made.

²⁵² Monitor online interview with in-country researcher, 28 July 2021.

²⁵³ Blumont Global Development, "Program: Conflict Mitigation Assistance for Civilians (COMAC)," undated, bit.ly/ProgramCOMAC; and USAID, "Conflict Mitigation Assistance for Civilians (COMAC)," updated 2 July 2021, bit.ly/USAIDCOMAC2021.

²⁵⁴ Lao PDR Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form H.

²⁵⁵ Response to Monitor questionnaire by Reinier Carabain, Operations Manager, HI Lao PDR, 14 June 2021.

²⁵⁶ ICRC, "Annual Report 2020," 1 July 2021, pp. 495, www.icrc.org/en/document/annual-report-2020.

²⁵⁷ Croatia Mine Ban Treaty Article 7 Report (for calendar year 2018), Form J; and BiH Convention on Cluster Munitions Article 7 Report (for calendar year 2019), Form H.

²⁵⁸ EC, "Bosnia and Herzegovina 2020 Report," Commission Staff Working Document, 6 October 2020, pp. 32–33, bit.ly/ECBosniaHerzegovina2020.

²⁵⁹ BiH Convention on Cluster Munitions Article 7 Report (for calendar year 2019), Form H.

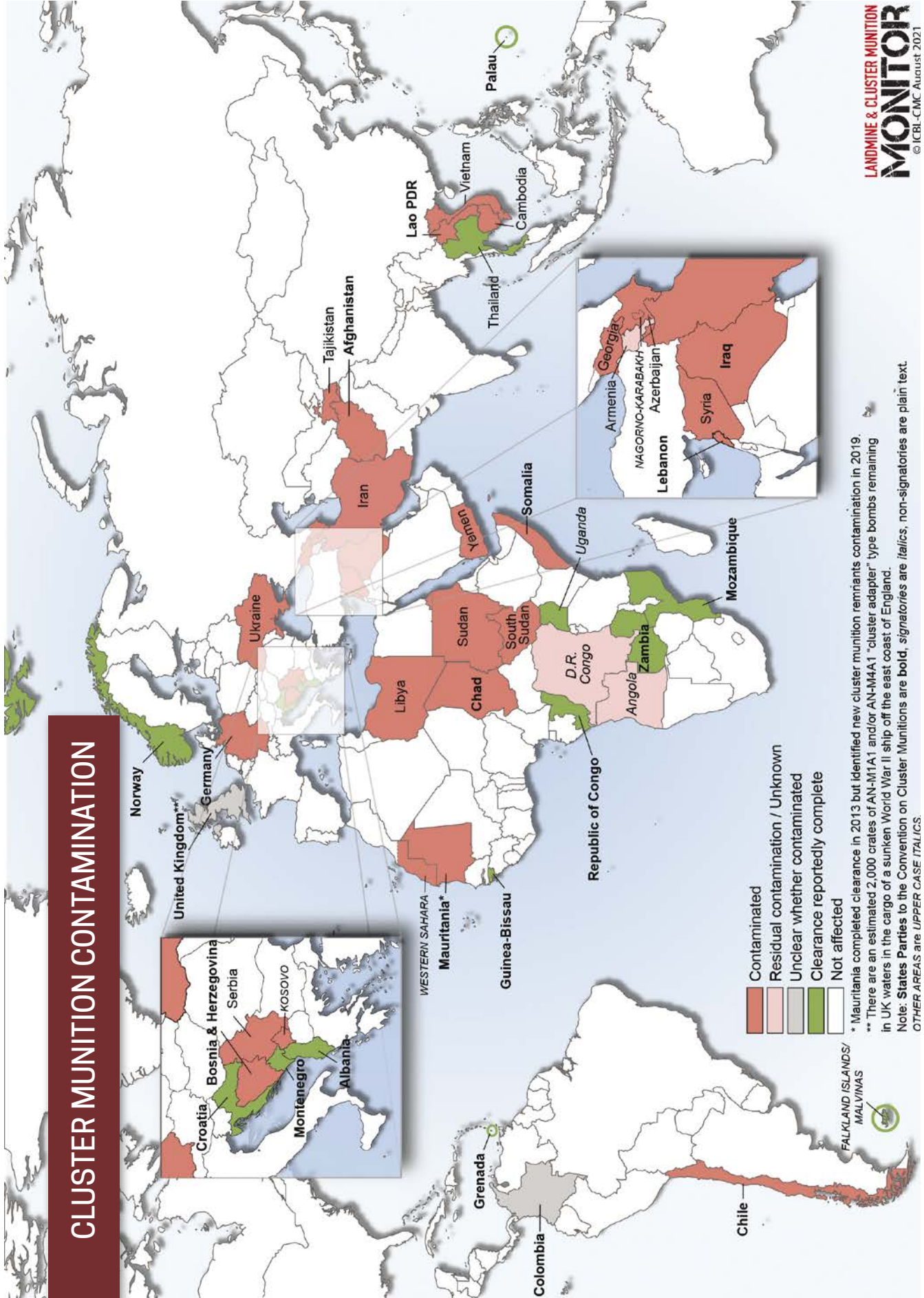
²⁶⁰ Lao PDR, "National Social Protection Strategy: Vision 2030, Goal 2025," September 2020, p. 14, bit.ly/LaosNationalSocialProtection.

²⁶¹ UNDP, "Reform of National Disability Determination System – Montenegro," (Call for Proposals), July 2021, bit.ly/UNDPFCPMontenegro2021.

²⁶² Responses to Monitor questionnaire by Marie-Cécile Tournier, Country Director, HI, 11 June 2021; and by Brahim Djibrim Brahim, Coordinator, HCND, 18 June 2021.

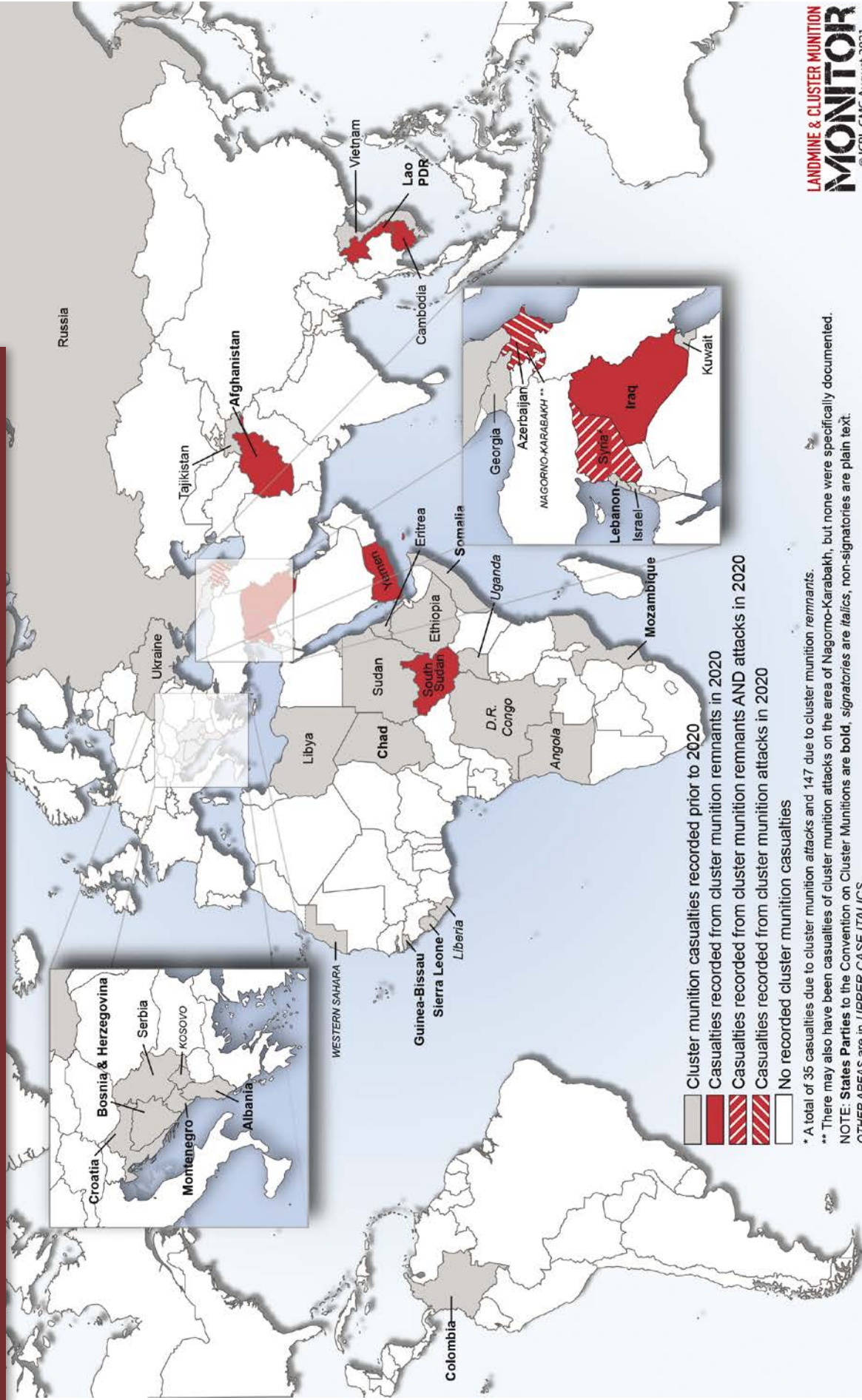
²⁶³ Lebanon Convention on Cluster Munitions Article 7 Report (for calendar year 2020), Form H, p. 23.

CLUSTER MUNITION CONTAMINATION



* Mauritania completed clearance in 2013 but identified new cluster munition remnants contamination in 2019.
 ** There are an estimated 2,000 crates of AN-MTA1 and/or AN-M4A1 "cluster adapter" type bombs remaining in UK waters in the cargo of a sunken World War II ship off the east coast of England.
 Note: **States Parties** to the Convention on Cluster Munitions are *bold*, *signatories* are *italics*, non-signatories are plain text.
 OTHER AREAS are *UPPER CASE ITALICS*.

CLUSTER MUNITION CASUALTIES IN 2020 AND IN HISTORICAL DATA



* A total of 35 casualties due to cluster munition attacks and 147 due to cluster munition remnants.

** There may also have been casualties of cluster munition attacks on the area of Nagorno-Karabakh, but none were specifically documented.

NOTE: States Parties to the Convention on Cluster Munitions are *bold*, signatories are *italics*, non-signatories are plain text.

OTHER AREAS are in *UPPER CASE ITALICS*.



An orthopedic assistant at the fitting and rehabilitation center in Kabalaye, Chad, making a sleeve for a tibial prosthesis. Work carried out as part of PRODECO, an EU-funded development project led by HI in consortium with MAG, FSD, and SECADEV.

© Gwenn Dubourthoumieu/HI, November 2020

STATUS OF THE CONVENTION

2008 CONVENTION ON CLUSTER MUNITIONS

Under Article 15, the convention was open for signature from 3 December 2008 until its entry into force, which was 1 August 2010. On the following list, the first date is signature; the second date is ratification. Now that the convention has entered into force, states may no longer sign—rather they may become bound through a one-step procedure known as accession. According to Article 16(2), the treaty is open for accession by any state that has not signed. Accession is indicated below with (a).

As of 15 August 2021 there were 110 States Parties and 13 signatories.

STATES PARTIES

Afghanistan 3 Dec 08; 8 Sep 11	Burkina Faso 3 Dec 08; 16 Feb 10
Albania 3 Dec 08; 16 Jun 09	Burundi 3 Dec 08; 25 Sep 09
Andorra 9 Apr 13 (a)	Cameroon 15 Dec 09; 12 Jul 12
Antigua and Barbuda 16 Jul 10; 23 Aug 10	Canada 3 Dec 08; 16 Mar 15
Australia 3 Dec 08; 8 Oct 12	Cape Verde 3 Dec 08; 19 Oct 10
Austria 3 Dec 08; 2 Apr 09	Chad 3 Dec 08; 26 Mar 13
Belgium 3 Dec 08; 22 Dec 09	Chile 3 Dec 08; 16 Dec 10
Belize 2 Sep 14 (a)	Colombia 3 Dec 08; 10 Sep 15
Benin 3 Dec 08; 10 Jul 17	Comoros 3 Dec 08; 28 Jul 10
Bolivia 3 Dec 08; 30 Apr 13	Congo, Rep. 3 Dec 08; 2 Sep 14
Bosnia and Herzegovina 3 Dec 08; 7 Sep 10	Cook Islands 3 Dec 08; 23 Aug 11
Botswana 3 Dec 08; 27 Jun 11	Costa Rica 3 Dec 08; 28 Apr 11
Bulgaria 3 Dec 08; 6 Apr 11	Côte d'Ivoire 4 Dec 08; 12 Mar 12
	Croatia 3 Dec 08; 17 Aug 09

Cuba 6 Apr 16 (a)
 Czech Republic 3 Dec 08; 22 Sep 11
 Denmark 3 Dec 08; 12 Feb 10
 Dominican Republic 10 Nov 09;
 20 Dec 11
 Ecuador 3 Dec 08; 11 May 10
 El Salvador 3 Dec 08; 10 Jan 11
 Eswatini 13 Sep 11 (a)
 Fiji 3 Dec 08; 28 May 10
 France 3 Dec 08; 25 Sep 09
 Gambia 3 Dec 08; 11 Dec 18
 Germany 3 Dec 08; 8 Jul 09
 Ghana 3 Dec 08; 3 Feb 11
 Grenada 29 Jun 11 (a)
 Guatemala 3 Dec 08; 3 Nov 10
 Guinea 3 Dec 08; 21 Oct 14
 Guinea-Bissau 3 Dec 08; 29 Nov 10
 Guyana 31 Oct 14 (a)
 Holy See 3 Dec 08; 3 Dec 08
 Honduras 3 Dec 08; 21 Mar 12
 Hungary 3 Dec 08; 3 Jul 12
 Iceland 3 Dec 08; 31 Aug 15
 Iraq 12 Nov 09; 14 May 13
 Ireland 3 Dec 08; 3 Dec 08
 Italy 3 Dec 08; 21 Sep 11
 Japan 3 Dec 08; 14 Jul 09
 Lao PDR 3 Dec 08; 18 Mar 09
 Lebanon 3 Dec 08; 5 Nov 10
 Lesotho 3 Dec 08; 28 May 10
 Liechtenstein 3 Dec 08; 4 Mar 13
 Lithuania 3 Dec 08; 24 Mar 11
 Luxembourg 3 Dec 08; 10 Jul 09
 Madagascar 3 Dec 08; 20 May 17
 Malawi 3 Dec 08; 7 Oct 09
 Maldives 27 Sep 19 (a)
 Mali 3 Dec 08; 30 Jun 10
 Malta 3 Dec 08; 24 Sep 09
 Mauritania 19 Apr 10; 1 Feb 12
 Mauritius 1 Oct 15 (a)
 Mexico 3 Dec 08; 6 May 09
 Moldova 3 Dec 08; 16 Feb 10
 Monaco 3 Dec 08; 21 Sep 10
 Montenegro 3 Dec 08; 25 Jan 10
 Mozambique 3 Dec 08; 14 Mar 11
 Namibia 3 Dec 08; 31 Aug 18
 Nauru 3 Dec 08; 4 Feb 13
 Netherlands 3 Dec 08; 23 Feb 11
 New Zealand 3 Dec 08; 22 Dec 09
 Nicaragua 3 Dec 08; 2 Nov 09
 Niger 3 Dec 08; 2 Jun 09
 Niue 6 Aug 20 (a)
 North Macedonia 3 Dec 08; 8 Oct 09
 Norway 3 Dec 08; 3 Dec 08
 Palau 3 Dec 08; 19 Apr 16
 Palestine 2 Jan 15 (a)
 Panama 3 Dec 08; 29 Nov 10
 Paraguay 3 Dec 08; 12 Mar 15
 Peru 3 Dec 08; 26 Sep 12
 Philippines 3 Dec 08; 3 Jan 19
 Portugal 3 Dec 08; 9 Mar 11
 Rwanda 3 Dec 08; 25 Aug 15
 Saint Kitts and Nevis 13 Sep 13 (a)
 Saint Lucia 15 Sep 20 (a)
 Saint Vincent and the Grenadines
 23 Sep 09; 29 Oct 10
 Samoa 3 Dec 08; 28 Apr 10
 San Marino 3 Dec 08; 10 Jul 09
 São Tomé & Príncipe 3 Dec 08; 27 Jan 20
 Senegal 3 Dec 08; 3 Aug 11
 Seychelles 13 Apr 10; 20 May 10
 Sierra Leone 3 Dec 08; 3 Dec 08
 Slovak Republic 24 Jul 15 (a)
 Slovenia 3 Dec 08; 19 Aug 09
 Somalia 3 Dec 08; 30 Sep 15
 South Africa 3 Dec 08; 28 May 15
 Spain 3 Dec 08; 17 Jun 09
 Sri Lanka 1 Mar 2018 (a)
 Sweden 3 Dec 08; 23 Apr 12
 Switzerland 3 Dec 08; 17 Jul 12
 Togo 3 Dec 08; 22 Jun 12
 Trinidad and Tobago 21 Sep 11 (a)
 Tunisia 12 Jan 09; 28 Sep 10
 United Kingdom 3 Dec 08; 4 May 10
 Uruguay 3 Dec 08; 24 Sep 09
 Zambia 3 Dec 08; 12 Aug 09

SIGNATORIES

Angola 3 Dec 08
 Central African Republic 3 Dec 08

Congo, Dem. Rep. 18 Mar 09
 Cyprus 23 Sep 09

Djibouti 30 Jul 10
Haiti 28 Oct 09
Indonesia 3 Dec 08
Jamaica 12 Jun 09
Kenya 3 Dec 08

Liberia 3 Dec 08
Nigeria 12 Jun 09
Tanzania 3 Dec 08
Uganda 3 Dec 08

NON-SIGNATORIES

Algeria
Argentina
Armenia
Azerbaijan
Bahamas
Bahrain
Bangladesh
Barbados
Belarus
Bhutan
Brazil
Brunei Darussalam
Cambodia
China
Dominica
Egypt
Equatorial Guinea
Eritrea
Estonia
Ethiopia
Finland
Gabon
Georgia
Greece
India
Iran
Israel
Jordan
Kazakhstan
Kiribati
Korea, North
Korea, South
Kuwait
Kyrgyzstan
Latvia
Libya
Malaysia
Marshall Islands

Micronesia, Federated States of
Mongolia
Morocco
Myanmar/Burma
Nepal
Oman
Pakistan
Papua New Guinea
Poland
Qatar
Romania
Russian Federation
Saudi Arabia
Serbia
Singapore
Solomon Islands
South Sudan
Sudan
Suriname
Syria
Tajikistan
Thailand
Timor-Leste
Tonga
Turkey
Turkmenistan
Tuvalu
Ukraine
United Arab Emirates
United States
Uzbekistan
Vanuatu
Venezuela
Vietnam
Yemen
Zimbabwe

CONVENTION ON CLUSTER MUNITIONS

DIPLOMATIC CONFERENCE FOR THE ADOPTION OF A CONVENTION ON CLUSTER MUNITIONS

DUBLIN 19-30 MAY 2008

CCM/77

CONVENTION ON CLUSTER MUNITIONS

The States Parties to this Convention,

Deeply concerned that civilian populations and individual civilians continue to bear the brunt of armed conflict,

Determined to put an end for all time to the suffering and casualties caused by cluster munitions at the time of their use, when they fail to function as intended or when they are abandoned,

Concerned that cluster munition remnants kill or maim civilians, including women and children, obstruct economic and social development, including through the loss of livelihood, impede post-conflict rehabilitation and reconstruction, delay or prevent the return of refugees and internally displaced persons, can negatively impact on national and international peace-building and humanitarian assistance efforts, and have other severe consequences that can persist for many years after use,

Deeply concerned also at the dangers presented by the large national stockpiles of cluster munitions retained for operational use and *determined* to ensure their rapid destruction,

Believing it necessary to contribute effectively in an efficient, coordinated manner to resolving the challenge of removing cluster munition remnants located throughout the world, and to ensure their destruction,

Determined also to ensure the full realisation of the rights of all cluster munition victims and *recognising* their inherent dignity,

Resolved to do their utmost in providing assistance to cluster munition victims, including medical care, rehabilitation and psychological support, as well as providing for their social and economic inclusion,

Recognising the need to provide age- and gender-sensitive assistance to cluster munition victims and to address the special needs of vulnerable groups,

Bearing in mind the Convention on the Rights of Persons with Disabilities which, *inter alia*, requires that States Parties to that Convention undertake to ensure and promote the full realisation of all human rights and fundamental freedoms of all persons with disabilities without discrimination of any kind on the basis of disability,

Mindful of the need to coordinate adequately efforts undertaken in various fora to address the rights and needs of victims of various types of weapons, and *resolved* to avoid discrimination among victims of various types of weapons,

Reaffirming that in cases not covered by this Convention or by other international agreements, civilians and combatants remain under the protection and authority of the principles of international law, derived from established custom, from the principles of humanity and from the dictates of public conscience,

Resolved also that armed groups distinct from the armed forces of a State shall not, under any circumstances, be permitted to engage in any activity prohibited to a State Party to this Convention,

Welcoming the very broad international support for the international norm prohibiting anti-personnel mines, enshrined in the 1997 Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction,

Welcoming also the adoption of the Protocol on Explosive Remnants of War, annexed to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May be Deemed to be Excessively Injurious or to Have Indiscriminate Effects, and its entry into force on 12 November 2006, and *wishing* to enhance the protection of civilians from the effects of cluster munition remnants in post-conflict environments,

Bearing in mind also United Nations Security Council Resolution 1325 on women, peace and security and United Nations Security Council Resolution 1612 on children in armed conflict,

Welcoming further the steps taken nationally, regionally and globally in recent years aimed at prohibiting, restricting or suspending the use, stockpiling, production and transfer of cluster munitions,

Stressing the role of public conscience in furthering the principles of humanity as evidenced by the global call for an end to civilian suffering caused by cluster munitions and *recognising* the efforts to that end undertaken by the United Nations, the International Committee of the Red Cross, the Cluster Munition Coalition and numerous other non-governmental organisations around the world,

Reaffirming the Declaration of the Oslo Conference on Cluster Munitions, by which, *inter alia*, States recognised the grave consequences caused by the use of cluster munitions and committed themselves to conclude by 2008 a legally binding instrument that would prohibit the use, production, transfer and stockpiling of cluster munitions that cause unacceptable harm to civilians, and would establish a framework for cooperation and assistance that ensures adequate provision of care and rehabilitation for victims, clearance of contaminated areas, risk reduction education and destruction of stockpiles,

Emphasising the desirability of attracting the adherence of all States to this Convention, and determined to work strenuously towards the promotion of its universalisation and its full implementation,

Basing themselves on the principles and rules of international humanitarian law, in particular the principle that the right of parties to an armed conflict to choose methods or means of warfare is not unlimited, and the rules that the parties to a conflict shall at all times distinguish between the civilian population and combatants and between civilian objects and military objectives and accordingly direct their operations against military objectives only, that in the conduct of military operations constant care shall be taken to spare the civilian population, civilians and civilian objects and that the civilian population and individual civilians enjoy general protection against dangers arising from military operations,

HAVE AGREED as follows:

ARTICLE 1

General obligations and scope of application

1. Each State Party undertakes never under any circumstances to:
 - a. Use cluster munitions;
 - b. Develop, produce, otherwise acquire, stockpile, retain or transfer to anyone, directly or indirectly, cluster munitions;
 - c. Assist, encourage or induce anyone to engage in any activity prohibited to a State Party under this Convention.
2. Paragraph 1 of this Article applies, *mutatis mutandis*, to explosive bomblets that are specifically designed to be dispersed or released from dispensers affixed to aircraft.
3. This Convention does not apply to mines.

ARTICLE 2

Definitions

For the purposes of this Convention:

1. **“Cluster munition victims”** means all persons who have been killed or suffered physical

or psychological injury, economic loss, social marginalisation or substantial impairment of the realisation of their rights caused by the use of cluster munitions. They include those persons directly impacted by cluster munitions as well as their affected families and communities;

2. **“Cluster munition”** means a conventional munition that is designed to disperse or release explosive submunitions each weighing less than 20 kilograms, and includes those explosive submunitions. It does not mean the following:
 - a. A munition or submunition designed to dispense flares, smoke, pyrotechnics or chaff; or a munition designed exclusively for an air defence role;
 - b. A munition or submunition designed to produce electrical or electronic effects;
 - c. A munition that, in order to avoid indiscriminate area effects and the risks posed by unexploded submunitions, has all of the following characteristics:
 - i. Each munition contains fewer than ten explosive submunitions;
 - ii. Each explosive submunition weighs more than four kilograms;
 - iii. Each explosive submunition is designed to detect and engage a single target object;
 - iv. Each explosive submunition is equipped with an electronic self-destruction mechanism;
 - v. Each explosive submunition is equipped with an electronic self-deactivating feature.
3. **“Explosive submunition”** means a conventional munition that in order to perform its task is dispersed or released by a cluster munition and is designed to function by detonating an explosive charge prior to, on or after impact;
4. **“Failed cluster munition”** means a cluster munition that has been fired, dropped, launched, projected or otherwise delivered and which should have dispersed or released its explosive submunitions but failed to do so;
5. **“Unexploded submunition”** means an explosive submunition that has been dispersed or released by, or otherwise separated from, a cluster munition and has failed to explode as intended;
6. **“Abandoned cluster munitions”** means cluster munitions or explosive submunitions that have not been used and that have been left behind or dumped, and that are no longer under the control of the party that left them behind or dumped them. They may or may not have been prepared for use;
7. **“Cluster munition remnants”** means failed cluster munitions, abandoned cluster munitions, unexploded submunitions and unexploded bomblets;
8. **“Transfer”** involves, in addition to the physical movement of cluster munitions into or from national territory, the transfer of title to and control over cluster munitions, but does not involve the transfer of territory containing cluster munition remnants;
9. **“Self-destruction mechanism”** means an incorporated automatically-functioning mechanism which is in addition to the primary initiating mechanism of the munition and which secures the destruction of the munition into which it is incorporated;
10. **“Self-deactivating”** means automatically rendering a munition inoperable by means of the irreversible exhaustion of a component, for example a battery, that is essential to the operation of the munition;
11. **“Cluster munition contaminated area”** means an area known or suspected to contain cluster munition remnants;
12. **“Mine”** means a munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person or a vehicle;
13. **“Explosive bomblet”** means a conventional munition, weighing less than 20 kilograms, which is not self-propelled and which, in order to perform its task, is dispersed or released by a dispenser, and is designed to function by detonating an explosive charge prior to, on or after impact;
14. **“Dispenser”** means a container that is designed to disperse or release explosive bomblets and which is affixed to an aircraft at the time of dispersal or release;
15. **“Unexploded bomblet”** means an explosive bomblet that has been dispersed, released or otherwise separated from a dispenser and has failed to explode as intended.

ARTICLE 3

Storage and stockpile destruction

1. Each State Party shall, in accordance with national regulations, separate all cluster munitions under its jurisdiction and control from munitions retained for operational use and mark them for the purpose of destruction.
2. Each State Party undertakes to destroy or ensure the destruction of all cluster munitions referred to in paragraph 1 of this Article as soon as possible but not later than eight years after the entry into force of this Convention for that State Party. Each State Party undertakes to ensure that destruction methods comply with applicable international standards for protecting public health and the environment.
3. If a State Party believes that it will be unable to destroy or ensure the destruction of all cluster munitions referred to in paragraph 1 of this Article within eight years of entry into force of this Convention for that State Party it may submit a request to a Meeting of States Parties or a Review Conference for an extension of the deadline for completing the destruction of such cluster munitions by a period of up to four years. A State Party may, in exceptional circumstances, request additional extensions of up to four years. The requested extensions shall not exceed the number of years strictly necessary for that State Party to complete its obligations under paragraph 2 of this Article.
4. Each request for an extension shall set out:
 - a. The duration of the proposed extension;
 - b. A detailed explanation of the proposed extension, including the financial and technical means available to or required by the State Party for the destruction of all cluster munitions referred to in paragraph 1 of this Article and, where applicable, the exceptional circumstances justifying it;
 - c. A plan for how and when stockpile destruction will be completed;
 - d. The quantity and type of cluster munitions and explosive submunitions held at the entry into force of this Convention for that State Party and any additional cluster munitions or explosive submunitions discovered after such entry into force;
 - e. The quantity and type of cluster munitions and explosive submunitions destroyed during the period referred to in paragraph 2 of this Article; and
 - f. The quantity and type of cluster munitions and explosive submunitions remaining to be destroyed during the proposed extension and the annual destruction rate expected to be achieved.
5. The Meeting of States Parties or the Review Conference shall, taking into consideration the factors referred to in paragraph 4 of this Article, assess the request and decide by a majority of votes of States Parties present and voting whether to grant the request for an extension. The States Parties may decide to grant a shorter extension than that requested and may propose benchmarks for the extension, as appropriate. A request for an extension shall be submitted a minimum of nine months prior to the Meeting of States Parties or the Review Conference at which it is to be considered.
6. Notwithstanding the provisions of Article 1 of this Convention, the retention or acquisition of a limited number of cluster munitions and explosive submunitions for the development of and training in cluster munition and explosive submunition detection, clearance or destruction techniques, or for the development of cluster munition counter-measures, is permitted. The amount of explosive submunitions retained or acquired shall not exceed the minimum number absolutely necessary for these purposes.
7. Notwithstanding the provisions of Article 1 of this Convention, the transfer of cluster munitions to another State Party for the purpose of destruction, as well as for the purposes described in paragraph 6 of this Article, is permitted.
8. States Parties retaining, acquiring or transferring cluster munitions or explosive submunitions for the purposes described in paragraphs 6 and 7 of this Article shall submit a detailed report on the planned and actual use of these cluster munitions and explosive submunitions and their type, quantity and lot numbers. If cluster munitions or explosive submunitions are transferred to another State Party for these purposes, the report shall include reference to the receiving party. Such a report shall be prepared for each year during which a State Party retained, acquired or transferred cluster munitions or explosive submunitions and shall be submitted to the Secretary-General of the United Nations no later than 30 April of the following year.

ARTICLE 4

Clearance and destruction of cluster munition remnants and risk reduction education

1. Each State Party undertakes to clear and destroy, or ensure the clearance and destruction of, cluster munition remnants located in cluster munition contaminated areas under its jurisdiction or control, as follows:
 - a. Where cluster munition remnants are located in areas under its jurisdiction or control at the date of entry into force of this Convention for that State Party, such clearance and destruction shall be completed as soon as possible but not later than ten years from that date;
 - b. Where, after entry into force of this Convention for that State Party, cluster munitions have become cluster munition remnants located in areas under its jurisdiction or control, such clearance and destruction must be completed as soon as possible but not later than ten years after the end of the active hostilities during which such cluster munitions became cluster munition remnants; and
 - c. Upon fulfilling either of its obligations set out in sub-paragraphs (a) and (b) of this paragraph, that State Party shall make a declaration of compliance to the next Meeting of States Parties.
2. In fulfilling its obligations under paragraph 1 of this Article, each State Party shall take the following measures as soon as possible, taking into consideration the provisions of Article 6 of this Convention regarding international cooperation and assistance:
 - a. Survey, assess and record the threat posed by cluster munition remnants, making every effort to identify all cluster munition contaminated areas under its jurisdiction or control;
 - b. Assess and prioritise needs in terms of marking, protection of civilians, clearance and destruction, and take steps to mobilise resources and develop a national plan to carry out these activities, building, where appropriate, upon existing structures, experiences and methodologies;
 - c. Take all feasible steps to ensure that all cluster munition contaminated areas under its jurisdiction or control are perimeter-marked, monitored and protected by fencing or other means to ensure the effective exclusion of civilians. Warning signs based on methods of marking readily recognisable by the affected community should be utilised in the marking of suspected hazardous areas. Signs and other hazardous area boundary markers should, as far as possible, be visible, legible, durable and resistant to environmental effects and should clearly identify which side of the marked boundary is considered to be within the cluster munition contaminated areas and which side is considered to be safe;
 - d. Clear and destroy all cluster munition remnants located in areas under its jurisdiction or control; and
 - e. Conduct risk reduction education to ensure awareness among civilians living in or around cluster munition contaminated areas of the risks posed by such remnants.
3. In conducting the activities referred to in paragraph 2 of this Article, each State Party shall take into account international standards, including the International Mine Action Standards (IMAS).
4. This paragraph shall apply in cases in which cluster munitions have been used or abandoned by one State Party prior to entry into force of this Convention for that State Party and have become cluster munition remnants that are located in areas under the jurisdiction or control of another State Party at the time of entry into force of this Convention for the latter.
 - a. In such cases, upon entry into force of this Convention for both States Parties, the former State Party is strongly encouraged to provide, *inter alia*, technical, financial, material or human resources assistance to the latter State Party, either bilaterally or through a mutually agreed third party, including through the United Nations system or other relevant organisations, to facilitate the marking, clearance and destruction of such cluster munition remnants.

- b. Such assistance shall include, where available, information on types and quantities of the cluster munitions used, precise locations of cluster munition strikes and areas in which cluster munition remnants are known to be located.
5. If a State Party believes that it will be unable to clear and destroy or ensure the clearance and destruction of all cluster munition remnants referred to in paragraph 1 of this Article within ten years of the entry into force of this Convention for that State Party, it may submit a request to a Meeting of States Parties or a Review Conference for an extension of the deadline for completing the clearance and destruction of such cluster munition remnants by a period of up to five years. The requested extension shall not exceed the number of years strictly necessary for that State Party to complete its obligations under paragraph 1 of this Article.
6. A request for an extension shall be submitted to a Meeting of States Parties or a Review Conference prior to the expiry of the time period referred to in paragraph 1 of this Article for that State Party. Each request shall be submitted a minimum of nine months prior to the Meeting of States Parties or Review Conference at which it is to be considered. Each request shall set out:
 - a. The duration of the proposed extension;
 - b. A detailed explanation of the reasons for the proposed extension, including the financial and technical means available to and required by the State Party for the clearance and destruction of all cluster munition remnants during the proposed extension;
 - c. The preparation of future work and the status of work already conducted under national clearance and demining programmes during the initial ten year period referred to in paragraph 1 of this Article and any subsequent extensions;
 - d. The total area containing cluster munition remnants at the time of entry into force of this Convention for that State Party and any additional areas containing cluster munition remnants discovered after such entry into force;
 - e. The total area containing cluster munition remnants cleared since entry into force of this Convention;
 - f. The total area containing cluster munition remnants remaining to be cleared during the proposed extension;
 - g. The circumstances that have impeded the ability of the State Party to destroy all cluster munition remnants located in areas under its jurisdiction or control during the initial ten year period referred to in paragraph 1 of this Article, and those that may impede this ability during the proposed extension;
 - h. The humanitarian, social, economic and environmental implications of the proposed extension; and
 - i. Any other information relevant to the request for the proposed extension.
7. The Meeting of States Parties or the Review Conference shall, taking into consideration the factors referred to in paragraph 6 of this Article, including, inter alia, the quantities of cluster munition remnants reported, assess the request and decide by a majority of votes of States Parties present and voting whether to grant the request for an extension. The States Parties may decide to grant a shorter extension than that requested and may propose benchmarks for the extension, as appropriate.

Such an extension may be renewed by a period of up to five years upon the submission of a new request, in accordance with paragraphs 5, 6 and 7 of this Article. In requesting a further extension a State Party shall submit relevant additional information on what has been undertaken during the previous extension granted pursuant to this Article.

ARTICLE 5

Victim assistance

1. Each State Party with respect to cluster munition victims in areas under its jurisdiction or control shall, in accordance with applicable international humanitarian and human rights law, adequately provide age and gender-sensitive assistance, including medical care, rehabilitation and psychological support, as well as provide for their social and economic inclusion. Each State Party shall make every effort to collect reliable relevant data with respect to cluster munition victims.

2. In fulfilling its obligations under paragraph 1 of this Article each State Party shall:
 - a. Assess the needs of cluster munition victims;
 - b. Develop, implement and enforce any necessary national laws and policies;
 - c. Develop a national plan and budget, including timeframes to carry out these activities, with a view to incorporating them within the existing national disability, development and human rights frameworks and mechanisms, while respecting the specific role and contribution of relevant actors;
 - d. Take steps to mobilise national and international resources;
 - e. Not discriminate against or among cluster munition victims, or between cluster munition victims and those who have suffered injuries or disabilities from other causes; differences in treatment should be based only on medical, rehabilitative, psychological or socio-economic needs;
 - f. Closely consult with and actively involve cluster munition victims and their representative organisations;
 - g. Designate a focal point within the government for coordination of matters relating to the implementation of this Article; and
 - h. Strive to incorporate relevant guidelines and good practices including in the areas of medical care, rehabilitation and psychological support, as well as social and economic inclusion.

ARTICLE 6

International cooperation and assistance

1. In fulfilling its obligations under this Convention each State Party has the right to seek and receive assistance.
2. Each State Party in a position to do so shall provide technical, material and financial assistance to States Parties affected by cluster munitions, aimed at the implementation of the obligations of this Convention. Such assistance may be provided, inter alia, through the United Nations system, international, regional or national organisations or institutions, non-governmental organisations or institutions, or on a bilateral basis.
3. Each State Party undertakes to facilitate and shall have the right to participate in the fullest possible exchange of equipment and scientific and technological information concerning the implementation of this Convention. The States Parties shall not impose undue restrictions on the provision and receipt of clearance and other such equipment and related technological information for humanitarian purposes.
4. In addition to any obligations it may have pursuant to paragraph 4 of Article 4 of this Convention, each State Party in a position to do so shall provide assistance for clearance and destruction of cluster munition remnants and information concerning various means and technologies related to clearance of cluster munitions, as well as lists of experts, expert agencies or national points of contact on clearance and destruction of cluster munition remnants and related activities.
5. Each State Party in a position to do so shall provide assistance for the destruction of stockpiled cluster munitions, and shall also provide assistance to identify, assess and prioritise needs and practical measures in terms of marking, risk reduction education, protection of civilians and clearance and destruction as provided in Article 4 of this Convention.
6. Where, after entry into force of this Convention, cluster munitions have become cluster munition remnants located in areas under the jurisdiction or control of a State Party, each State Party in a position to do so shall urgently provide emergency assistance to the affected State Party.
7. Each State Party in a position to do so shall provide assistance for the implementation of the obligations referred to in Article 5 of this Convention to adequately provide age- and gender-sensitive assistance, including medical care, rehabilitation and psychological support, as well as provide for social and economic inclusion of cluster munition victims. Such assistance may be provided, inter alia, through the United Nations system, international, regional or national organisations or institutions, the International Committee of the Red Cross, national Red Cross and Red Crescent Societies and their International Federation, non-governmental organisations or on a bilateral basis.

8. Each State Party in a position to do so shall provide assistance to contribute to the economic and social recovery needed as a result of cluster munition use in affected States Parties.
9. Each State Party in a position to do so may contribute to relevant trust funds in order to facilitate the provision of assistance under this Article.
10. Each State Party that seeks and receives assistance shall take all appropriate measures in order to facilitate the timely and effective implementation of this Convention, including facilitation of the entry and exit of personnel, materiel and equipment, in a manner consistent with national laws and regulations, taking into consideration international best practices.
11. Each State Party may, with the purpose of developing a national action plan, request the United Nations system, regional organisations, other States Parties or other competent intergovernmental or non-governmental institutions to assist its authorities to determine, inter alia:
 - a. The nature and extent of cluster munition remnants located in areas under its jurisdiction or control;
 - b. The financial, technological and human resources required for the implementation of the plan;
 - c. The time estimated as necessary to clear and destroy all cluster munition remnants located in areas under its jurisdiction or control;
 - d. Risk reduction education programmes and awareness activities to reduce the incidence of injuries or deaths caused by cluster munition remnants;
 - e. Assistance to cluster munition victims; and
 - f. The coordination relationship between the government of the State Party concerned and the relevant governmental, intergovernmental or non-governmental entities that will work in the implementation of the plan.
12. States Parties giving and receiving assistance under the provisions of this Article shall cooperate with a view to ensuring the full and prompt implementation of agreed assistance programmes.

ARTICLE 7

Transparency measures

1. Each State Party shall report to the Secretary-General of the United Nations as soon as practicable, and in any event not later than 180 days after the entry into force of this Convention for that State Party, on:
 - a. The national implementation measures referred to in Article 9 of this Convention;
 - b. The total of all cluster munitions, including explosive submunitions, referred to in paragraph 1 of Article 3 of this Convention, to include a breakdown of their type, quantity and, if possible, lot numbers of each type;
 - c. The technical characteristics of each type of cluster munition produced by that State Party prior to entry into force of this Convention for it, to the extent known, and those currently owned or possessed by it, giving, where reasonably possible, such categories of information as may facilitate identification and clearance of cluster munitions; at a minimum, this information shall include the dimensions, fusing, explosive content, metallic content, colour photographs and other information that may facilitate the clearance of cluster munition remnants;
 - d. The status and progress of programmes for the conversion or decommissioning of production facilities for cluster munitions;
 - e. The status and progress of programmes for the destruction, in accordance with Article 3 of this Convention, of cluster munitions, including explosive submunitions, with details of the methods that will be used in destruction, the location of all destruction sites and the applicable safety and environmental standards to be observed;
 - f. The types and quantities of cluster munitions, including explosive submunitions, destroyed in accordance with Article 3 of this Convention, including details of the methods of destruction used, the location of the destruction sites and the applicable safety and environmental standards observed;

- g. Stockpiles of cluster munitions, including explosive submunitions, discovered after reported completion of the programme referred to in sub-paragraph (e) of this paragraph, and plans for their destruction in accordance with Article 3 of this Convention;
 - h. To the extent possible, the size and location of all cluster munition contaminated areas under its jurisdiction or control, to include as much detail as possible regarding the type and quantity of each type of cluster munition remnant in each such area and when they were used;
 - i. The status and progress of programmes for the clearance and destruction of all types and quantities of cluster munition remnants cleared and destroyed in accordance with Article 4 of this Convention, to include the size and location of the cluster munition contaminated area cleared and a breakdown of the quantity of each type of cluster munition remnant cleared and destroyed;
 - j. The measures taken to provide risk reduction education and, in particular, an immediate and effective warning to civilians living in cluster munition contaminated areas under its jurisdiction or control;
 - k. The status and progress of implementation of its obligations under Article 5 of this Convention to adequately provide age- and gender- sensitive assistance, including medical care, rehabilitation and psychological support, as well as provide for social and economic inclusion of cluster munition victims and to collect reliable relevant data with respect to cluster munition victims;
 - l. The name and contact details of the institutions mandated to provide information and to carry out the measures described in this paragraph;
 - m. The amount of national resources, including financial, material or in kind, allocated to the implementation of Articles 3, 4 and 5 of this Convention; and
 - n. The amounts, types and destinations of international cooperation and assistance provided under Article 6 of this Convention.
2. The information provided in accordance with paragraph 1 of this Article shall be updated by the States Parties annually, covering the previous calendar year, and reported to the Secretary-General of the United Nations not later than 30 April of each year.
 3. The Secretary-General of the United Nations shall transmit all such reports received to the States Parties.

ARTICLE 8

Facilitation and clarification of compliance

1. The States Parties agree to consult and cooperate with each other regarding the implementation of the provisions of this Convention and to work together in a spirit of cooperation to facilitate compliance by States Parties with their obligations under this Convention.
2. If one or more States Parties wish to clarify and seek to resolve questions relating to a matter of compliance with the provisions of this Convention by another State Party, it may submit, through the Secretary-General of the United Nations, a Request for Clarification of that matter to that State Party. Such a request shall be accompanied by all appropriate information. Each State Party shall refrain from unfounded Requests for Clarification, care being taken to avoid abuse. A State Party that receives a Request for Clarification shall provide, through the Secretary-General of the United Nations, within 28 days to the requesting State Party all information that would assist in clarifying the matter.
3. If the requesting State Party does not receive a response through the Secretary-General of the United Nations within that time period, or deems the response to the Request for Clarification to be unsatisfactory, it may submit the matter through the Secretary-General of the United Nations to the next Meeting of States Parties. The Secretary-General of the United Nations shall transmit the submission, accompanied by all appropriate information pertaining to the Request for Clarification, to all States Parties. All such information shall be presented to the requested State Party which shall have the right to respond.
4. Pending the convening of any Meeting of States Parties, any of the States Parties concerned may request the Secretary-General of the United Nations to exercise his or her good offices to facilitate the clarification requested.

5. Where a matter has been submitted to it pursuant to paragraph 3 of this Article, the Meeting of States Parties shall first determine whether to consider that matter further, taking into account all information submitted by the States Parties concerned. If it does so determine, the Meeting of States Parties may suggest to the States Parties concerned ways and means further to clarify or resolve the matter under consideration, including the initiation of appropriate procedures in conformity with international law. In circumstances where the issue at hand is determined to be due to circumstances beyond the control of the requested State Party, the Meeting of States Parties may recommend appropriate measures, including the use of cooperative measures referred to in Article 6 of this Convention.
6. In addition to the procedures provided for in paragraphs 2 to 5 of this Article, the Meeting of States Parties may decide to adopt such other general procedures or specific mechanisms for clarification of compliance, including facts, and resolution of instances of non-compliance with the provisions of this Convention as it deems appropriate.

ARTICLE 9

National implementation measures

Each State Party shall take all appropriate legal, administrative and other measures to implement this Convention, including the imposition of penal sanctions to prevent and suppress any activity prohibited to a State Party under this Convention undertaken by persons or on territory under its jurisdiction or control.

ARTICLE 10

Settlement of disputes

1. When a dispute arises between two or more States Parties relating to the interpretation or application of this Convention, the States Parties concerned shall consult together with a view to the expeditious settlement of the dispute by negotiation or by other peaceful means of their choice, including recourse to the Meeting of States Parties and referral to the International Court of Justice in conformity with the Statute of the Court.
2. The Meeting of States Parties may contribute to the settlement of the dispute by whatever means it deems appropriate, including offering its good offices, calling upon the States Parties concerned to start the settlement procedure of their choice and recommending a time-limit for any agreed procedure.

ARTICLE 11

Meetings of States Parties

1. The States Parties shall meet regularly in order to consider and, where necessary, take decisions in respect of any matter with regard to the application or implementation of this Convention, including:
 - a. The operation and status of this Convention;
 - b. Matters arising from the reports submitted under the provisions of this Convention;
 - c. International cooperation and assistance in accordance with Article 6 of this Convention;
 - d. The development of technologies to clear cluster munition remnants;
 - e. Submissions of States Parties under Articles 8 and 10 of this Convention; and
 - f. Submissions of States Parties as provided for in Articles 3 and 4 of this Convention.
2. The first Meeting of States Parties shall be convened by the Secretary-General of the United Nations within one year of entry into force of this Convention. The subsequent meetings shall be convened by the Secretary-General of the United Nations annually until the first Review Conference.
3. States not party to this Convention, as well as the United Nations, other relevant international organisations or institutions, regional organisations, the International Committee of the Red Cross, the International Federation of Red Cross and Red Crescent

Societies and relevant non-governmental organisations may be invited to attend these meetings as observers in accordance with the agreed rules of procedure.

ARTICLE 12

Review Conferences

1. A Review Conference shall be convened by the Secretary-General of the United Nations five years after the entry into force of this Convention. Further Review Conferences shall be convened by the Secretary-General of the United Nations if so requested by one or more States Parties, provided that the interval between Review Conferences shall in no case be less than five years. All States Parties to this Convention shall be invited to each Review Conference.
2. The purpose of the Review Conference shall be:
 - a. To review the operation and status of this Convention;
 - b. To consider the need for and the interval between further Meetings of States Parties referred to in paragraph 2 of Article 11 of this Convention; and
 - c. To take decisions on submissions of States Parties as provided for in Articles 3 and 4 of this Convention.
3. States not party to this Convention, as well as the United Nations, other relevant international organisations or institutions, regional organisations, the International Committee of the Red Cross, the International Federation of Red Cross and Red Crescent Societies and relevant non-governmental organisations may be invited to attend each Review Conference as observers in accordance with the agreed rules of procedure.

ARTICLE 13

Amendments

1. At any time after its entry into force any State Party may propose amendments to this Convention. Any proposal for an amendment shall be communicated to the Secretary-General of the United Nations, who shall circulate it to all States Parties and shall seek their views on whether an Amendment Conference should be convened to consider the proposal. If a majority of the States Parties notify the Secretary-General of the United Nations no later than 90 days after its circulation that they support further consideration of the proposal, the Secretary-General of the United Nations shall convene an Amendment Conference to which all States Parties shall be invited.
2. States not party to this Convention, as well as the United Nations, other relevant international organisations or institutions, regional organisations, the International Committee of the Red Cross, the International Federation of Red Cross and Red Crescent Societies and relevant non-governmental organisations may be invited to attend each Amendment Conference as observers in accordance with the agreed rules of procedure.
3. The Amendment Conference shall be held immediately following a Meeting of States Parties or a Review Conference unless a majority of the States Parties request that it be held earlier.
4. Any amendment to this Convention shall be adopted by a majority of two-thirds of the States Parties present and voting at the Amendment Conference. The Depositary shall communicate any amendment so adopted to all States.
5. An amendment to this Convention shall enter into force for States Parties that have accepted the amendment on the date of deposit of acceptances by a majority of the States which were Parties at the date of adoption of the amendment. Thereafter it shall enter into force for any remaining State Party on the date of deposit of its instrument of acceptance.

ARTICLE 14

Costs and administrative tasks

1. The costs of the Meetings of States Parties, the Review Conferences and the Amendment Conferences shall be borne by the States Parties and States not party to this Convention participating therein, in accordance with the United Nations scale of assessment adjusted appropriately.
2. The costs incurred by the Secretary-General of the United Nations under Articles 7 and 8 of this Convention shall be borne by the States Parties in accordance with the United Nations scale of assessment adjusted appropriately.
3. The performance by the Secretary-General of the United Nations of administrative tasks assigned to him or her under this Convention is subject to an appropriate United Nations mandate.

ARTICLE 15

Signature

This Convention, done at Dublin on 30 May 2008, shall be open for signature at Oslo by all States on 3 December 2008 and thereafter at United Nations Headquarters in New York until its entry into force.

ARTICLE 16

Ratification, acceptance, approval or accession

1. This Convention is subject to ratification, acceptance or approval by the Signatories.
2. It shall be open for accession by any State that has not signed the Convention.
3. The instruments of ratification, acceptance, approval or accession shall be deposited with the Depository.

ARTICLE 17

Entry into force

1. This Convention shall enter into force on the first day of the sixth month after the month in which the thirtieth instrument of ratification, acceptance, approval or accession has been deposited.
2. For any State that deposits its instrument of ratification, acceptance, approval or accession after the date of the deposit of the thirtieth instrument of ratification, acceptance, approval or accession, this Convention shall enter into force on the first day of the sixth month after the date on which that State has deposited its instrument of ratification, acceptance, approval or accession.

ARTICLE 18

Provisional application

Any State may, at the time of its ratification, acceptance, approval or accession, declare that it will apply provisionally Article 1 of this Convention pending its entry into force for that State.

ARTICLE 19

Reservations

The Articles of this Convention shall not be subject to reservations.

ARTICLE 20

Duration and withdrawal

1. This Convention shall be of unlimited duration.
2. Each State Party shall, in exercising its national sovereignty, have the right to withdraw from this Convention. It shall give notice of such withdrawal to all other States Parties, to the Depositary and to the United Nations Security Council. Such instrument of withdrawal shall include a full explanation of the reasons motivating withdrawal.
3. Such withdrawal shall only take effect six months after the receipt of the instrument of withdrawal by the Depositary. If, however, on the expiry of that six-month period, the withdrawing State Party is engaged in an armed conflict, the withdrawal shall not take effect before the end of the armed conflict.

ARTICLE 21

Relations with States not Party to this Convention

1. Each State Party shall encourage States not party to this Convention to ratify, accept, approve or accede to this Convention, with the goal of attracting the adherence of all States to this Convention.
2. Each State Party shall notify the governments of all States not party to this Convention, referred to in paragraph 3 of this Article, of its obligations under this Convention, shall promote the norms it establishes and shall make its best efforts to discourage States not party to this Convention from using cluster munitions.
3. Notwithstanding the provisions of Article 1 of this Convention and in accordance with international law, States Parties, their military personnel or nationals, may engage in military cooperation and operations with States not party to this Convention that might engage in activities prohibited to a State Party.
4. Nothing in paragraph 3 of this Article shall authorise a State Party:
 - a. To develop, produce or otherwise acquire cluster munitions;
 - b. To itself stockpile or transfer cluster munitions;
 - c. To itself use cluster munitions; or
 - d. To expressly request the use of cluster munitions in cases where the choice of munitions used is within its exclusive control.

ARTICLE 22

Depositary

The Secretary-General of the United Nations is hereby designated as the Depositary of this Convention.

ARTICLE 23

Authentic texts

The Arabic, Chinese, English, French, Russian and Spanish texts of this Convention shall be equally authentic.

CLUSTER MUNITION MONITOR 2021



Cluster Munition Monitor 2021 examines how states are working to implement and join the ban on cluster munitions, ensure clearance of cluster munition remnants, provide risk education, and assist victims of these indiscriminate weapons. Using the Convention on Cluster Munitions as its principal frame of reference, the report focuses on calendar year 2020 with information included up to August 2021 where possible. It covers cluster munition ban policy, use, production, transfers, and stockpiling globally, and contains information on developments and challenges in assessing and addressing the impact of cluster munition contamination and casualties through clearance, risk education, and victim assistance. Profiles published online provide additional country-specific findings on these topics.

This report was prepared by the Landmine and Cluster Munition Monitor, the civil society initiative providing research and monitoring for the International Campaign to Ban Landmines and the Cluster Munition Coalition (ICBL-CMC).

Cover: A woman looks on as she stands behind a door in Stepanakert during the 2020 conflict between Armenia and Azerbaijan over Nagorno-Karabakh. A sign taped to the door warns locals against the dangers of unexploded submunitions. © Aris Messinis/AFP, October 2020

Top left: Boys sitting by the doorstep of a home built on cluster bomb stilts in Lao PDR.

Top middle: View of the river in Khammouane province, Lao PDR, running parallel to the border

with Vietnam. This is one of the most heavily contaminated provinces in Lao PDR, which has the world's highest level of contamination by unexploded submunitions.

Top right: Pile of BLU-26 submunitions found just 10 meters away from where a village man and his family were farming their land in Lao PDR.

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Research team leaders, ICBL-CMC staff, and expert representatives of the following organizations comprise the committee: the Colombian Campaign to Ban Landmines, DanChurchAid, Danish Refugee Council, Human Rights Watch, Humanity & Inclusion, and Mines Action Canada.



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