Mine Action Strategy

MAY 2006

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MAIN COVER PHOTO: *A deminer sits near a mined area in Battambang Province, Cambodia.*
PHOTO: *Daniele Mattioli*

COVER PHOTOS:
1. Destruction of unexploded ordnance in Laos. These remnants of war cause significant damage.
PHOTO: *John Rodsted*

2. Children learn about the dangers of unexploded devices in Svaysor Village, Cambodia.
PHOTO: *Kevin Evans*

3. Close-up of a landmine, Cambodia.
PHOTO: *Rodney Evans*

ABOVE: *Professional players in the Cambodian National Volleyball (Disabled) League jump to block the ball in play. The Volleyball League is allowing landmine survivors to reclaim their place in the wider community through re-discovering the joy of physical exercise, teamwork and friendship.* PHOTO: *Kevin Evans*

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Abbreviations

AEO	Abandoned Explosive Ordnance
APL	Anti-Personnel Landmines
AusAID	Australian Agency for International Development
CCW	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
DFAT	Department of Foreign Affairs and Trade
ERW	Explosive Remnants of War
FAFO	FAFO Institute for Applied International Studies (Norway)
GICHD	Geneva International Centre for Humanitarian Demining
ICRC	International Committee of the Red Cross
IFI	International Financial Institution
IMSMA	Information Management System for Mine Action
INGO	International Non-Government Organisation
IMA	Integrated Mine Action
MDGs	Millennium Development Goals
MRE	Mine Risk Education
Nairobi Action Plan	Ending the Suffering Caused by Anti-Personnel Mines: Nairobi Action Plan 2005–2009
NGO	Non-Government Organisation
NSA	Non-State Actors
Mine Ban Convention	Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction
PRIO	International Peace Research Institute (Norway)
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Emergency Fund
UNMAS	United Nations Mine Action Service
UXO	Unexploded Ordnance

Definitions

Anti-personnel landmines (APL)	Mines designed to be exploded by the presence, proximity or contact of a person and that will incapacitate, injure or kill one or more persons. Command-detonated munitions, such as the M18 Claymore, are not considered APLs.
Abandoned Explosive Ordnance (AEO)	Explosive ordnance that has not been used during a conflict, and has been left behind unprotected or dumped by a party to an armed conflict. Abandoned explosive ordnance may or may not have been primed, fused, armed or otherwise prepared for use. [CCW Protocol V]
Anti-vehicle mine (AVM)	Mines designed to be exploded by the presence, proximity or contact of a vehicle. Also known as Mines Other Than Anti-Personnel Mines (MOTAPM). AVMs are outside the scope of the Mine Ban Convention and are regulated through the CCW.
Explosive Ordnance	Explosive ordnance means conventional munitions containing explosives, with the exception of mines, boobytraps and other devices as defined in Protocol II of the CCW as amended on 3 May 1996.
Explosive Remnants of War (ERW)	Refers to UXO, AEO and landmines.
Impact Free	A term applied to countries that may still have APL and ERW but the contaminated areas are not having a negative socio-economic impact on communities, e.g. the APL/ERW may be in remote, marked or unpopulated areas.
Mine Action	Activities which aim to reduce the social, economic and environmental impact of APL and ERW. The standard components of mine action are: mine clearance, stockpile destruction, survivor assistance, mine risk education, and advocacy to promote the humanitarian aims of the Mine Ban Convention.
	The objective of mine action is to reduce the risk from APL and ERW to a level where people can live safely, in which develop ment can occur free from the constraints imposed by APL/ERW contamination, and in which the survivors' needs can be addressed.
Mine Action (Five Pillars)	**Demining:** Surveys, mapping, marking and clearance activities.
	Mine Risk Education: To raise awareness of the risks of landmines and ERW, enabling at-risk groups to avoid them.
	Victim/Survivor Assistance: Rehabilitation of survivors, providing them with new skills, so they can continue to be productive members of their communities.
	Stockpile Destruction: Destruction of stockpiles of anti-personnel mines.
	Advocacy: Working in support of all aspects of mine action, including universalisation of the Mine Ban Convention.
Unexploded ordnance (UXO)	Explosive ordnance that has been primed, fused armed, or otherwise prepared for use and used in an armed conflict. It may have been fired, dropped, launched or projected and should have exploded but failed to do so.

TOP: *Destruction of unexploded ordnance in Laos. As the munitions are destroyed, the phosphorous they contain ignites.*

BELOW LEFT: *Piles of unexploded mortar, Laos.*

BELOW RIGHT: *Cluster bomb munitions, Laos*

PHOTOS: *John Rodsted*

Executive summary

The effects of landmines (and other forms of explosive remnants of war) cause devastation to individuals and impact heavily on affected communities. They pose a real threat to prospects for development and stability in many of the world's poorest nations. Concerted international effort will be required for many years to address this significant problem.

The 1997 Mine Ban Convention did much to prioritise areas for international mine action. Australia was one of the original signatories to the Convention and further cemented this commitment with a $100 million 10-year pledge to mine action. Australia supported the broadening of the international legal framework on mine action, beyond its sole focus on anti-personnel landmines, to encompass the impact of all explosive remnants of war (through Protocol V to the Convention on Certain Conventional Weapons, which was concluded in 2003).

In 2004 a Review of the AusAID Mine Action Program found that, while the program had made a significant contribution to reducing the threat of landmines, there was a need to clarify and update the program's objectives and scope of the assistance.

Australia was also involved in the compilation of the Nairobi Action Plan 2005–2009, which reconfirmed international mine action priorities. The realisation of the 10-year commitment to mine action ahead of time was followed in 2005 with a new pledge of $75 million to be achieved over the next five financial years (2005-2010).

In this context AusAID has re-examined its approach to mine action, consulting broadly with stakeholders, including international and Australian Non-Government Organisations, multilateral bodies and other Australian Government departments. The policies of other donors in relation to mine action were also considered.

The Mine Action Strategy 2005-2010 aims to create a safer and more secure environment for development and poverty reduction by reducing suffering and the threat and socio-economic impact caused by landmines and other explosive remnants of war. The Strategy has the objectives of reducing the suffering of survivors and supporting their socio-economic rehabilitation; reducing the threat of explosive remnants of war to civilian populations; and improving the efficiency and effectiveness of mine action.

Priority areas of support will accord with the five pillars of mine action defined through the Mine Ban Convention. The program will have a strong focus on survivor assistance (including integrated mine action), mine risk education and mine clearance. Other areas to be supported include advocacy, stockpile destruction and some technical aspects of mine clearance.

Priority will be accorded to humanitarian need, contribution to security and peace building,

development and poverty reduction, impact reduction, and a State's commitment to the humanitarian aims of the Mine Ban Convention and other associated international instruments.

This strategy rests within the broader framework of Australia's Whole-of-Government commitment to mine action, which involves other agencies, particularly the Department of Foreign Affairs and Trade and the Department of Defence. Regular consultation and coordination with these partners will be essential for the successful implementation of the Strategy.

The majority of mine action assistance will continue to be delivered through bilateral programs, and will continue to have a strong focus on mine-affected countries in the Asia-Pacific region.

ABOVE: *A deminer finds a landmine and follows the correct procedure before exploding the device, Cambodia.*

TOP: *Children stand in front of a sign in Cambodia advising them not to go near any metal devices they see on the ground.*

PHOTOS: *Kevin Evans*

1 | The challenge

Landmines (and other forms of explosive remnants of war) are a tragic legacy of conflict. They continue to constrain development in some 82 of the poorest countries and have devastating social and economic impacts. There are between 300,000 and 400,000 mine survivors in the world today.[1] Affected communities face a long-term burden of caring for survivors and their families and must endure the loss of productive workers and the contamination of otherwise productive land.

ABOVE: *A little girl learns to walk on her prosthetic leg, with help from a physiotherapist and a friend, Phnom Penh, Cambodia.* PHOTO: *Kevin Evans*

2 The experience

2.1 INTERNATIONAL AND AUSTRALIAN EFFORTS

During the 1980s and 1990s, public and diplomatic pressure mounted to stop the use and transfer of landmines, resulting in the 1997 *Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction*, known as the Mine Ban Convention. The Convention prioritises five pillars of mine action: survivor assistance, mine risk education, mine clearance, stockpile destruction, and advocacy for all forms of mine action.

Australia was one of the original signatories to the Mine Ban Convention in 1997.[2] This commitment was cemented by a $100 million 10-year pledge to mine action. Domestic legislation was passed in 1998, giving effect to the Mine Ban Convention's provisions under Australian law, as required by Article 9 of the Convention. A year later, the Australian Defence Force destroyed Australia's stockpile of anti-personnel landmines, years ahead of the destruction deadline established under the Convention.

The international legal framework on mine action was broadened in 2003 through the *Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons* (CCW), to encompass the humanitarian impact of explosive remnants of war (ERW). Australia is particularly concerned with ERW contamination as it is a significant problem within the Mekong region.

2.2 PROGRESS IN MINE ACTION

Through the support of the international community, including Australia, much has been accomplished since 1997:

> The number of new landmine victims has decreased, and thousands of landmine survivors have been rehabilitated and reintegrated into their societies.

> A de facto global ban on the export of anti-personnel mines has been in effect since 1996. The 34 states that previously traded in landmines no longer do so.[3]

> The number of states reporting that they use landmines has dropped from 19 to 3.[4]

> Of the 151 States Parties to the Mine Ban Convention, 134 now no longer possess stockpiles of anti-personnel landmines and together the States Parties have destroyed more than 38 million mines.[5]

2.3 ONGOING NEED

While much has been achieved, an estimated 60 to 70 million landmines remain to be cleared, and there are between 15,000 and 20,000 new landmine/ERW casualties each year, many of them children.[6] The 25 per cent of countries not as yet party to the Convention include some of the world's largest producers and stockpilers of landmines. Over

80 per cent of the world's anti-personnel landmine stockpile is held by six non-signatory countries, four of which are in Asia (though most countries with stockpiles have placed moratoria on their export and further production).[7]

At the First Review Conference of the States Parties to the Mine Ban Convention (Nairobi, 2004)[8], States Parties renewed their commitment to address the problem of landmines through the Convention. The Nairobi Action Plan for 2005-2009 has continued the focus on the five pillars of mine action, and identifies 70 actions to continue to work towards a mine-free world. The most important areas include:

> enhancing the care, rehabilitation and reintegration efforts for landmine survivors;

> meeting deadlines for clearing mined areas;

> completing stockpile destruction; and

> supporting States Parties to adhere to the provisions of the Mine Ban Convention.

The 2004 Review of AusAID's Mine Action Program noted that Australia had contributed significantly to reducing the threat of landmines, but there was a need to clarify the objectives and scope of Australian assistance.[9] This Review, Australia's involvement in the compilation of the Nairobi Action Plan 2005-2009, and the achievement of the ten-year commitment to mine action ahead of time, were followed in 2005 with a further five-year pledge of $75 million for mine action, enabling Australia to broaden its mine action efforts. It is in this context that the Mine Action Strategy has been formulated.

The Strategy was developed in consultation with the former Parliamentary Secretary for Foreign Affairs, and Special Representative for Mine Action, the Hon Bruce Billson MP. Also closely involved in the Strategy's preparation were the Department of Foreign Affairs and Trade and Department of Defence, both in Canberra and at key diplomatic posts. International agencies and Australian and international NGOs involved in mine action were also consulted. The Strategy incorporates recommendations from the Review of AusAID's Mine Action Program, and lessons learned over the past decade about ways to achieve the most effective results in mine action.

3 | The strategy

3.1 AIM

The overall aim of Australia's international development cooperation program is to assist developing countries to reduce poverty and achieve sustainable development, in line with Australia's national interest. Efforts to achieve this outcome are threatened by the continued devastation caused by ERWs. The goal of the Mine Action Strategy for Australia's Development Assistance Program is:

To create a safer and more secure environment by reducing suffering and the threat and socio-economic impact of landmines and other explosive remnants of war

3.2 OBJECTIVES

To reduce the suffering of survivors and support their socio-economic rehabilitation

Assistance to alleviate the suffering of survivors will be increased, in order to help them reintegrate into local economies and communities and to support those responsible for their care. Integrated mine action approaches that include mainstreaming of survivor assistance into existing services, or those being developed as part of national development and poverty reduction strategies, will be given priority.

To reduce the threat of explosive remnants of war to civilian populations

Reducing the impact of ERW in affected countries, including minimising the risk of new victims, will also be given priority. There will be a focus on mine risk education (MRE), area risk reduction (including cordoning off and/or sign posting mine-affected land for later clearance), and support to national and local level mine clearance structures, and as part of integrated mine action programs.

To improve the efficiency and effectiveness of mine action

There are a number of measures that can be taken to enhance the efficiency and effectiveness of all mine action activities and programs supported by AusAID, including support to broader Australian

ABOVE: *This young girl became a paraplegic after stepping on a landmine. She has been in a wheelchair for two years. As part of a survivor assistance program, she was provided with a wheelchair, and livelihood support through a Micro Loan which has enabled her to be independent and set up a small shop in her village of Stoeung Toth, Cambodia.* PHOTO: *Kevin Evans*

Government mine action initiatives associated with the roles played in mine action by other Australian Government agencies[10]. Mine clearance, stockpile destruction and advocacy are identified as broader areas of concern.

3.3 GEOGRAPHIC FOCUS

Australia will give priority for mine action assistance to heavily mine-affected countries within the Asia-Pacific region. The Mekong region will remain a specific focus for assistance, given the impact of ERW on communities and the potential for development. Flexibility, however, will be retained to respond to new humanitarian needs or to broader Australian policy objectives.

3.4 SECTORAL FOCUS

AusAID's Mine Action Strategy will continue to focus on the five pillars of mine action, building on lessons learned regarding best practice over the past decade.

3.4.1 SURVIVOR ASSISTANCE

The Nairobi Action Plan identified the need for increased support for survivor assistance. ERW survivors are often stigmatised and/or disadvantaged

— unable to find employment or access services. Women are particularly vulnerable to discriminatory treatment.[11]

Assistance which singles out landmine survivors from other disabled people can create perceptions of inequity and lead to duplication of systems.[12] Priority will be given to the integration of landmine and ERW survivor services into existing healthcare, social services and policy frameworks. Support to separate services will still be considered, where feasible alternatives do not exist.

Integrated Mine Action (IMA) aims to improve the social and economic well-being of mine survivors by incorporating activities focused on one or more of the mine action pillars into broader development programs. It can avoid the creation of unsustainable or inefficient activities and real or perceived inequity in development benefits.[13]

Mainstreaming mine action into regular development programs improves efficiency, impact and sustainability, especially where ERW are no longer an acute humanitarian emergency but a longer-term rehabilitation and development problem. IMA may increase the economic benefits of infrastructure development such as roads, by increasing the access of local populations to markets and services.

TOP: *A Cambodian landmine survivor tends his vegetable garden. His new prosthetic limb has given him increased mobility, and he can now work his land.* PHOTO: *Kevin Evans*

BELOW LEFT: *Children learn the dangers of landmines at school as part of mine risk education activities, Sri Lanka.*
PHOTO: *Peter Davis*

BELOW RIGHT: *Brochures and leaflets explaining what to do in the case of encountering an unexploded device are handed out to villagers in Cambodia. The brochures contain pictures, making it easier to explain the danger of landmines.*
PHOTO: *Kevin Evans*

3.4.2 MINE RISK EDUCATION

Mine risk education (MRE) seeks to increase the likelihood that at-risk individuals will adopt safer behaviours. To be successful, MRE must take into account individual circumstances and offer realistic alternatives. MRE should be incorporated into mine clearance and survivor assistance programs to ensure effectiveness, and to obtain information from affected communities to support mine clearance priority-setting. The incorporation of MRE into curriculum development of education systems is particularly worthwhile.

3.4.3 MINE CLEARANCE AND MINE ACTION MANAGEMENT

The Nairobi Review Conference identified assisting mine-affected countries to achieve their Mine Ban Convention mine clearance commitments as the major challenge over the next five years. Some countries are likely to fall short of their obligations as they have difficulty meeting targets within specified timeframes. Support is needed to improve the management and cost-effectiveness of mine clearance, and to ensure the transparent prioritisation of mine clearance activities.

Mine action is most effective when there is good national and local **ownership**. Primary responsibility should rest with the government of the mine-affected state, unless it is too weak or unstable. Where appropriate, building indigenous mine clearance capacity is considered best practice to achieve sustainable results. Realistic estimates of a sustainable and appropriate level of national capacity should be made so as not to encourage the development of inefficient and expensive institutions (e.g. in countries with low-level, low-impact mine problems).[14]

There is also a need to bring mine action decision-making and information to the community level. When mine action has been managed by national level planning bodies with weak links to local government, this has led to a mismatch between national and local mine clearance priorities.[15]

Capacity building is essential to enable national and local ownership. Careful needs assessment and institutional analysis are required to determine the best approach to capacity building. Strengthening managerial capacity may be as important as building technical mine clearance skills.[16]

There may also be circumstances in which private companies or NGOs are a more cost-effective option to undertake mine clearance (e.g. where large-scale clearance by full-time demining personnel is no longer required) or where partnerships between NGOs and the private sector could draw together their respective technical and community liaison strengths.[17]

Minimising the **cost** of mine clearance will maximise what can be achieved with available funds. The determination of the most cost-effective approaches to ERW clearance requires analysis of the local socio-economic, political, cultural and conflict context. The cost of survey work needs to be justified in relation to potential benefits – i.e. the scale, type and nature of the survey should reflect the severity of the suspected problem.

The **technology** used in civilian ERW clearance operations needs to be affordable, sustainable and adaptable to local conditions in order for it to be fully effective. Complementary, practically-focused evaluative research associated with effective and efficient ERW clearance is needed.

Accurate and timely **information** is essential to well-targeted impact reduction and cost-effective mine clearance. The Information Management System for Mine Action (IMSMA), combined with Landmine Information Surveys, represents a solid base for making informed choices about priorities. Follow-on technical surveys can verify the limits of contaminated areas. At the local level, some NGOs have developed simple, user-friendly socio-economic analytical tools for determining clearance priorities and uses of the cleared areas.

3.4.4 ADVOCACY

The Department of Foreign Affairs and Trade has principle carriage of the Australian Government's mine action advocacy role, which is connected to its primary carriage of Australia's multilateral engagement in the formal processes of international instruments, such as the Mine Ban Convention, 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* (CCW), and the UN. AusAID contributes to advocacy through support for the annual production of *Landmine Monitor* and the translation of relevant documentation.

Universalisation of the Convention remains an important objective. In States where it is being fully implemented, the annual number of new mine victims has fallen dramatically. A number of countries which are not Parties, including several in the Asia-Pacific region, may require assistance (such as legislative drafting) in ratifying or acceding to the Convention.

The Australian Government recognises that the goal of a universal ban on APLs may not be achieved in the short-term, as a number of key mine-producing States have indicated that they are not in a position to commit to the Mine Ban Convention at this time. Nevertheless, Australia will continue to encourage these States to adhere voluntarily to the principles of the treaty as an interim measure leading to eventual accession.

The humanitarian objective of minimising the impact of ERW on civilians is also being pursued through other international legal instruments such as the CCW. Protocol V to the CCW, concluded in 2003, addresses the humanitarian impact of ERW in general.

Armed Non-State Actors (NSA) who do not consider themselves bound to a State's treaty obligations or domestic legislation, and cannot become Parties to any treaty or convention in their own right, pose a particular challenge. Many of these groups have used or are using landmines. While armed NSA can pose a significant threat both to security and mine action, there have been instances in recent years where mine action has served as an entry point for broader peace-building.[18] The Nairobi Action Plan acknowledges the efforts of the UN, regional and international organisations in engaging NSA on an APL ban.[19] The conference noted impressive progress, with a number of NSA having adhered to their commitments to an APL ban, and urged States to facilitate this work, where in a position to do so.[20]

3.4.5 STOCKPILE DESTRUCTION

While a large proportion of the world's stockpile has been destroyed, there still remain significant stockpiles, including in our own region.[21] China, India, Pakistan and South Korea are major stockpilers within our region, and are also not party to the Mine Ban Convention.

3.5 PRIORITIES

Since the inception of the Mine Ban Convention, Australia and other donors have learned much about good practice in mine action and the complex, multi-sectoral nature of the landmine menace. Whilst originally delivering mine action as a stand-alone activity, Australia now recognises that the landmine problem has humanitarian, peace-building, gender and development dimensions.[22] The following considerations will determine priorities for AusAID support to mine action.

3.5.1 HUMANITARIAN NEED

The cost in human lives and suffering from landmines and ERW is well documented. Responding to humanitarian need will continue to be an important element of AusAID's assistance.

3.5.2 SECURITY AND PEACE-BUILDING

The threat posed by landmines and ERW can impact on political stability and country/regional security. Mine action has the potential to support peace-building but also to fuel conflicts.[23] Mine action can be a confidence-building measure in a peace process: it is often one of the first issues upon which disputing parties can agree, and one of the first services to reach vulnerable groups, providing a tangible indication that trust is being restored.

ABOVE: *A deminer checks her mine detector and puts it to work, Cambodia* PHOTO: *Kevin Evans*
TOP: *Demining operations in Sri Lanka.* PHOTO: *Will Salter*

ABOVE: *Disabled patients in wheelchairs play basketball at the Kien Klaeng National Rehabilitation Centre, Phnom Penh, Cambodia.* PHOTO: *Kevin Evans*

3.5.3 DEVELOPMENT AND POVERTY REDUCTION

The UN Millennium Declaration recognises the difficulty of achieving the Millennium Development Goals in impoverished mine-affected countries without international assistance for mine action. In addition to those killed or injured by APL and ERW, many more people suffer as a result of their indirect impacts. ERW contamination can:

> render agricultural land unusable and restrict access to potable water;

> prevent teachers and students from attending school;

> impose significant costs on already-stretched health systems;

> hinder the construction and maintenance of infrastructure essential to development;

> inhibit trade and economic development; and

> prevent the return of refugees and internally displaced people.

The inclusion of mine action in national development plans and poverty reduction strategies by some mine-affected States indicates recognition of the impact of landmines and other ERW on a country's development prospects.

3.5.4 IMPACT REDUCTION

Poor mine-affected countries face difficult choices in allocating scarce resources to mine action relative to other pressing needs.[24] Under these circumstances, governments may adopt a pragmatic approach, aiming to reduce the impact of ERWs by cordoning-off or sign-posting mine contaminated areas for later clearance. Care must be taken to ensure the prioritisation process is fair and transparent to avoid the creation of new societal tensions.

3.5.5 COMMITMENT TO MINE ACTION AND THE MINE BAN CONVENTION

The priority for Australian support will be determined by a State's commitment to the Mine Ban Convention, with allowances made for exceptional circumstances, humanitarian need and progress towards signing or ratification of the Mine Ban Convention.

Investment in mine action may be wasted if a country is not committed to the humanitarian principles, practice or international instruments relevant to ERW. There may be, however, humanitarian or other situations where it is necessary and appropriate to conduct activities to reduce threats to affected communities, irrespective of the failure of the authorities to comply with relevant international norms and commitments. In such situations, advocacy to promote compliance will be continued.

3.6 IMPLEMENTATION

The strategy will be implemented through the following elements:

3.6.1 SPECIAL REPRESENTATIVE ON MINE ACTION

The importance that the Australian Government places on mine action is reflected in the creation of the position of Australia's Special Representative for Demining in March 1998, in the context of the $100 million pledge on mine action.[25] This position became part of the role of the Parliamentary Secretary for Foreign Affairs and supports the achievement of the Australian Government's broader mine action objectives. Australia's Special Representative on Mine Action plays an important role in ensuring the achievement of Australia's commitment to the pillars of mine action, and the encouragement of effective global coordination of international donor resources on mine action.

3.6.2 WHOLE-OF-GOVERNMENT COOPERATION

AusAID's Mine Action Strategy sits within the broader framework of Australia's Whole-of-Government commitment to mine action. The Strategy complements the roles played in mine action by other government agencies: DFAT plays a key role in policy coordination, representation and advocacy[26] and the Department of Defence takes the lead in providing technical support and assistance on the operational elements of mine action, including stockpile destruction and mine clearance.[27]

3.6.3 MULTILATERAL AGENCIES

A substantial proportion of AusAID's mine action assistance to date has been provided through UN agencies: this is likely to continue. The UN remains the principal focal point for international mine action coordination, particularly the UN Mine Action Service (UNMAS). UNDP and UNICEF play important roles in mine clearance, mine action coordination and in survivor assistance.

The 2004 Review noted the need for AusAID to strengthen the evaluation of programs and core functions it supports. AusAID will participate in joint reviews and/or evaluations of UN mine action programs and services where significant financial contributions have been made,[28] where feasible and appropriate. AusAID's engagement strategies with these agencies will be adjusted to ensure that mine action is captured as a component of overall agency performance analysis, where applicable.

AusAID will consider advocating the inclusion of mine clearance components of infrastructure development programs financed by the International Financial Institutions (IFIs) in mine-affected countries where mine clearance is a partner government priority.

3.6.4 AUSTRALIAN AND INTERNATIONAL NGOs

Support will be continued for the important civil society dimension that NGO programs bring to mine action, both in terms of advocacy and community outreach – a role that has been central to the achievements of mine action over the past decade. NGOs provide critical avenues for engaging communities in mine action processes and therefore ensuring that mine action programs are embedded within community development goals.

3.6.5 INTERNATIONAL ORGANISATIONS

Support for key international agencies with demonstrated achievements in mine action will remain crucial. AusAID will explore the potential to strengthen and develop partnerships on mine action with Australian regional and/or international institutions in the Asia-Pacific, particularly in

relation to evaluation and lessons learned.[29] This would provide useful information to guide programming decisions.

The ICRC has been a long-term and strongly performing development partner in mine action. AusAID will increase its support of the ICRC's survivor assistance program in the Asia-Pacific region, and other countries where there is humanitarian mine action need, over the next five years.

3.6.6 VOLUNTEER ORGANISATIONS

The potential for supporting mine action through volunteer organisations, such as the Australian Youth Ambassadors for Development program and Australian Volunteers International, will be investigated.

3.6.7 INFORMATION AND COORDINATION

Consistent with Australia's obligations under Article VII of the Mine Ban Convention[30] and Amended Protocol II of the CCW, information exchange will be encouraged and supported amongst mine action partners, as well as coordination of mine action efforts amongst donors.[31]

3.6.8 RESOURCES

The renewed commitment to mine action will increase average annual expenditure on mine action from an estimated $10 million to $15 million over the next five years. The bulk of funding for mine action will continue to be channeled through country programs which use a variety of delivery mechanisms, including NGOs, multilaterals, and international organisations.

3.7 MANAGING RISK

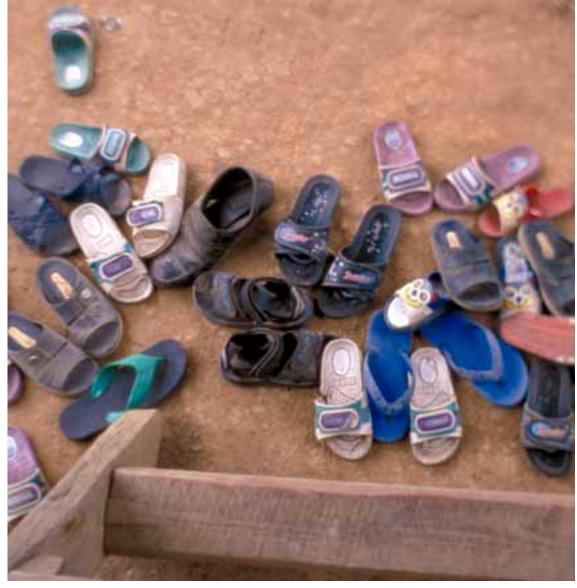Mine action is inherently risky. The risks to the successful implementation of the Strategy include:

> Inability of some States Parties to the Mine Ban Convention to achieve their mine clearance and other related targets by 2009;

> Some States may give mine action a lower priority than other areas of development leading to counterpart resourcing and activity sustainability problems;

> The recurrence of civil conflict resulting in the re-laying of landmines;

> Lack of coordination on mine action by some actors, leading to inefficient use of resources;

> Continued high risk behaviour by those vulnerable to mine and ERW accidents and hence continued higher numbers of landmine accidents, despite MRE initiatives; and

> Inability to improve the socio-economic conditions of some ERW survivors due to deeply entrenched discriminatory practices and/or worsening economic situations.

Actions identified to mitigate these risks include:

> The adoption of a risk/impact reduction, rather than a mine-free, approach in the short to medium term;

> Enhanced attention to the generation and use of quality data to determine mine action priorities;

> Increasing focus on mainstreaming mine action into the development and poverty reduction strategies and budgets of partner governments;

> Monitoring of political developments in countries recovering from conflict and exploration of means to increase engagement with organisations in dialogue with armed NSA; and

> Greater attention to the analysis of local contextual factors in the design and implementation of MRE and survivor assistance programs, based on past lessons learned.

Many of these risks are beyond the control of AusAID. It may only be possible to have contingencies planned to provide humanitarian support to civilians severely affected by such events. These and any emerging risks to the implementation of the Strategy will be monitored at country and program levels and the risk management procedures further developed and updated, as required.

ABOVE: *It is traditional for village children in Laos to remove their shoes before entering the classroom. There they are provided with mine risk education lessons.* PHOTO: *John Rodsted*

3.8 REPORTING

Australia is obligated under Article VII of the Mine Ban Convention and Amended Protocol II of the CCW to report on mine action activities and expenditure. Methods of reporting expenditure on mine action are being explored. Australia will seek to ensure maximum flexibility, whilst ensuring sufficient attention to the needs of those directly affected by ERW.

3.9 MEASURING PROGRESS

The 2004 Review noted the need for a more coordinated approach in monitoring and evaluation of mine action undertaken at both bilateral and global levels. AusAID's Mine Action Coordinator will monitor Strategy implementation across the program, report on significant achievements and emerging issues and assess progress towards the achievement of the mine action objectives (in addition to AusAID's regular country and activity level monitoring and evaluation mechanisms).

A mid-term review of the Strategy will be undertaken in 2007, and an evaluation of outcomes in 2011-2012. The review and evaluation will assess progress and achievements (Contribution Analysis) against the goals, objectives, outcomes and performance indicators contained in the Monitoring and Evaluation Reporting Framework at **Attachment A.**

3.10 PRIORITY ACTIONS

The following actions will be taken over 2005-2010 to achieve the Strategy's aim and objectives.

Objective 1   To reduce the suffering of survivors and support their socio-economic rehabilitation and reintegration

1.1   Increase the level of overall support for survivor assistance, including for care, rehabilitation and reintegration, with priority given to services close to populations with high casualty rates;

1.2   Support the mainstreaming of health and socio-economic services for ERW survivors into broader government services, where feasible and appropriate; and

1.3   Support the development of national policies that address the needs of all injured/disabled people in mine-affected countries, including ERW survivors.

Objective 2   To reduce the threat of explosive remnants of war to civilian populations

2.1   Continue to support integrated mine action through bilateral and global programs;

2.2   Support initiatives to strengthen Government capacity in mine-affected States to integrate mine action into national and regional/local development programs;

2.3   Support mine risk education activities, with priority given to highly-affected populations;

2.4   Promote the integration of MRE into broader national and local development plans and budgets, as well as systematic needs assessment to ensure appropriate targeting;

2.5   Support risk reduction initiatives eg: securing areas, as appropriate;

2.6   Build, as appropriate, the capacity of national and local mine action structures;

2.7   Consider supporting the mine clearance components of infrastructure development programs financed by IFIs in mine-affected countries;

2.8   Consider supporting the provision of technical assistance in stockpile destruction, if requested;

2.9   Consider support to international organisations and NGOs engaging with NSA on mine action; and

2.10   Continue to support mine action advocacy.

Objective 3   To improve the efficiency and effectiveness of mine action

3.1   Explore opportunities to support research on ERW clearance through partnerships between international organisations, academic institutions and industry;

3.2   Support evaluative research of mine clearance technology;

3.3   Promote the use of mine action data to focus policies and priorities on the highest humanitarian risks and socio-economic impacts;

3.4   Support mine action surveys and updates, where needed, to assist priority setting;

3.5   Continue to support mine action through key multilateral agencies, international organisations and Australian and international NGOs;

3.6   Consider the development of a specific mine action component in AusAID–supported volunteer programs, as appropriate;

3.7   Encourage information exchange between mine action partners; and

3.8   Continue to deliver the bulk of mine action funding through bilateral country programs.

ATTACHMENT A: MINE ACTION MONITORING AND EVALUATION FRAMEWORK

AIM

To create a safer and more secure environment for development and poverty reduction by reducing suffering and the threat and socio-economic impact of landmines and other explosive remnants of war

OBJECTIVE 1: TO REDUCE THE SUFFERING OF SURVIVORS AND SUPPORT THEIR SOCIO-ECONOMIC REHABILITATION AND REINTEGRATION

Priority Action	Expected Outcome	Verifiable Indicators	Means of Verification	*NAP Action No.
1.1 Increase the level of overall support to survivor assistance	> Improved health and socio-economic situation for a higher number of ERW survivors and their families/communities	> Level and quality of medical and social services, including psycho-social support, provided to survivors and their families/ communities > Improve employment/ income or other forms of livelihoods support for survivors and their families/communities	> Medical/health service statistics and records > Statistics on employment and income creation/results of training programs > Before/after beneficiary socio-economic and client satisfaction surveys	29-39
1.2 Support the mainstreaming of health and socio-economic services for ERW survivors into broader government services, where feasible and appropriate	> Increased development and/or integration of health and socio-economic services for ERW survivors as part of broader service provision to the population	> Number and quality of services available as part of broader public health, social and economic services > Inclusion of services for survivors in national and local development plans and budgets	> Medical/health service statistics and records > Statistics on employment and income creation/results of training programs > Before/after beneficiary socio-economic and client satisfaction surveys > Development plans and budget documents	32
1.3 Support the development of national policies and legislation that address the needs of all injured/disabled people in mine-affected countries, including ERW survivors	> National policies and legislation that recognise the needs and rights of disabled people, including APL/ERW survivors, providing the basis for improvements to their socio-economic situation through implementation/enforcement	> Policies and legislation developed or, where they already exist, support is provided for their implementation by government agencies > Policies and legislation implemented to extent feasible in five-year time period	> Policy and legislative documents > Records of actions taken by government agencies to implement legislation > Client satisfaction surveys	33

NAP: Nairobi Action Plan

OBJECTIVE 2: TO REDUCE THE THREAT OF EXPLOSIVE REMNANTS OF WAR TO CIVILIAN POPULATIONS

Priority Action	Expected Outcomes	Verifiable Indicators	Means of Verification	NAP Action No.
2.1 Continue to support integrated mine action through bilateral and global programs	> Continuing and new integrated mine action activities that account for the bulk of mine action initiatives.	> An overall increase in the number of integrated mine action activities in bilateral and global programs.	> Individual activity reports > Annual reports on progress and achievements of AusAID's Mine Action Program	20–21
2.2 Support initiatives to strengthen government capacity in mine-affected States to integrate mine action into national, regional/local development programs	> Improved national capacity in mine-affected countries to identify, prioritise, plan and implement sustainable and appropriate mine action activities in relation to other developmental and poverty reduction needs	> Increased awareness of and planning skills for mine action among government agencies > Increased integration and/or improved quality of mine action activities in development and poverty reduction plans, budgets and activities > Level and quality of implementation of activities	> Development and poverty reduction planning and budget documents > Progress, review and evaluation reports of implementation	40–45
2.3 Support mine risk education activities with priority given to highly-affected populations	> Increased awareness of ERW risks and adoption of risk reduction behaviours and practices by beneficiaries > Reduced APL/ERW accidents	> Increased knowledge about and practice of risk reduction behaviours by beneficiaries > Reduced ERW morbidity and mortality	> Before/after beneficiary surveys > National/local health statistics > Landmine Monitor	21–24
2.4 Promote the integration of MRE into broader national and local development plans and budgets, as well as systematic needs assessment to ensure appropriate targeting	> Full integration of MRE in national and local development plans > Increased awareness of ERW by national and local authorities, and associated populations > Reduced ERW accidents > More efficient use of mine action resources	> Increased knowledge of MRE by national, local authorities and related populations. > Reduced ERW morbidity and mortality. > A wide coverage of MRE programs due to efficient allocation of resources.	> National and local health statistics. > Landmine Monitor > Comparison of budgets and MRE program coverage	21–24
2.5 Support risk reduction initiatives e.g. securing areas, as appropriate	> Affected populations able to resume high priority socio-economic activities > Risk to affected population of injury or death reduced	> Improved productive use of cleared land/restored resources (e.g. water) in high impact areas > Reduced ERW morbidity and mortality	> Before/after beneficiary socio-economic surveys > Post clearance land use surveys > National/local economic and health statistics > Landmine Monitor	17–20 22–24

OBJECTIVE 2: TO REDUCE THE THREAT OF EXPLOSIVE REMNANTS OF WAR TO CIVILIAN POPULATIONS (CONTINUED)

Priority Action	Expected Outcome	Verifiable Indicators	Means of Verification	NAP Action No.
2.6 Build, as appropriate, the capacity of national and local mine action structures	> Improved efficiency and effectiveness of APL/ERW clearance programs by responsible national authorities	> Increased mine clearance coverage > Improved cost-effectiveness of clearance programs > Adoption of locally suitable mine clearance technology and practices > Improved ability to identify, map and undertake clearance of high impact areas	> Mine authorities' strategies, plans, progress reports, evaluations > APL/ERW clearance statistics > Mine clearance expenditure records > Post clearance land use surveys > Client satisfaction surveys	17–24
2.7 Consider supporting the mine clearance components of infrastructure development programs financed by IFIs in mine-affected countries	> Development of infrastructure in key sectors > Increased economic prosperity	> Increased access of local populations to commercial centres and services > Increase in general economic prosperity of local populations	> Number of completed infrastructure development projects > Survey of local populations' access to services and commercial centres > Census/survey of income of local populations	17–24
2.9 Consider supporting the provision of technical assistance in stockpile destruction, if requested	> Reduced risk of APL/ERW being used or exported	> Number of APL/ERW destroyed	> Observation of destruction > Records of destruction	9–16
2.10 Consider support to international organisations and NGOs engaging with NSA on mine action	> IO and NGO engagement with NSA on mine action > NSA cease using ERW	> Discussions are held with NSA about use of ERWs > Agreements negotiated with NSA on cessation of ERW use	> Reports from meetings > Agreements documented	41, 42, 46
2.11 Continue to support work in mine action advocacy	> The progressive adoption of norms, principles and/or legal instruments in support of a total APL ban	> States develop/implement plans to raise APL awareness, destroy stockpiles, support MRE or other mine action	> Increased participation by non-signatory states in mine action events or mine action activities	1–8

OBJECTIVE 3: TO IMPROVE THE EFFICIENCY AND EFFECTIVENESS OF MINE ACTION

Priority Action	Expected Outcome	Verifiable Indicators	Means of Verification	NAP Action No.
3.1 Explore opportunities to support research on ERW clearance through partnerships between international organisations, academic institutions and industry	> More efficient mine clearance methods and practices > Development of appropriate mine clearance technology	> Adoption and use of efficient mine clearance practices by local populations, local and national authorities > Production and distribution of new mine clearance technology	> Progress, review and evaluation reports of implementation of efficient mine clearance practices and technology	24-28
3.2 Support evaluative research of mine clearance technology	> More efficient mine clearance technologies > Land cleared with efficient use of resources > Reduced number of ERW accidents	> Increased use and distribution of new mine clearance technology > Cost effective and appropriate landmine clearance > Reduced ERW morbidity and mortality	> Progress, review and evaluation reports of use of technology > Volume of technologies distributed > Post clearance land use surveys > National/local economic and health statistics > Landmine Monitor	24, 25,26
3.3 Promote the use of mine action data to focus policies and priorities on the highest humanitarian risks and socio-economic impacts	> Improved prioritisation and planning for mine action by national and local authorities and communities	> Number & quality of data sets supported at national & local government & community levels and links between them > Use of data sets in mine action prioritising & planning for highest impact results with resources available	> Databases and related documents > Mine action plans > Cost-benefit analysis of data collection and its use, including correlation with beneficiary outcomes over time	17, 19, 20, 34
3.4 Support mine action surveys and updates, where needed to assist priority setting	> Improved prioritisation and planning for mine action by national and local authorities and communities	> Number & quality of surveys supported at national & local government and community levels and links between them > Use of surveys in mine action prioritising & planning for highest impact results with resources available	> Survey documents > Mine action plans > Cost-benefit analysis of surveys and their use, including correlation with beneficiary outcomes over time	17, 19, 20, 34
3.5 Continue to support mine action through key multilateral agencies, international organisations, Australian and international NGOs	> Engagement with Multilateral agencies, international organisations, Australian and international NGOs on mine action	> Mine action program supported by AusAID > Integrated mine action programs supported	> Project proposals received > Activity progress reports	42, 41, 48

OBJECTIVE 3: TO IMPROVE THE EFFICIENCY AND EFFECTIVENESS OF MINE ACTION (CONTINUED)

Priority Action	Expected Outcome	Verifiable Indicators	Means of Verification	NAP Action No.
3.6 Consider the development of a mine action component in AusAID-supported volunteer programs, as appropriate	> Volunteers contribute to implementation of mine action activities	> Mine action component of volunteer programs Designed and implemented	> Volunteer program mine action plans and progress reports > Reports from mine action placements	29–39 40–45
3.7 Encourage information exchange between mine action partners	> Improved efficiency and effectiveness of mine action due to better targeting of donor resources available, more streamlined administration and reporting for government, exchange of information and lessons learned	> Development and implementation of joint donor funding mechanisms > Adoption of common donor-government reporting formats and mechanisms > Development of complementary or joint mine action support programs	> Mechanisms established > Progress/outcome reports from joint donor and/or donor-government meetings > Programs established > Examples of sharing of information and lessons learned > Web-based information sharing facility developed	47–50
3.8 Continue to deliver the bulk of mine action funding through bilateral country programs	> The increased mainstreaming of mine action within country programs	> Country Strategies agreed with partner governments incorporate mine action	> Country Strategies which include mine action > Project documents	20–21

Endnotes

1   *Landmine Monitor Report 2005*, p51.

2   Australia's signature was ratified and legislation passed in the Australian Parliament on 10 December 1998. On 14 January 1999, Australia became the 59th country to deposit its instrument of ratification at the United Nations in New York.

3   Some States, such as Singapore, the United States and the Russian Federation, are operating under self-imposed moratoria, which may change with government policy.

4   *Landmine Monitor Report 2005*, p7.

5   *Progress in Mine Action*, GICHD, January 2006.

6   *Landmine Monitor Report 2005*, pp49-50.

7   Ibid pp12-13.

8   The Nairobi Summit on a Mine–Free World held in late 2004 resulted in the creation of *Ending the Suffering Caused by Anti-personnel Mines: Nairobi Action Plan 2005–2009.*

9   *Review of the Australian Agency for International Development's Mine Action Program*, 8 November 2004.

10 Namely the Department of Foreign Affairs and Trade and the Department of Defence.

11 Survivor assistance is a tangible example of how investing in people can assist individuals directly, and thereby contribute to a country's broad economic growth and social stability (as highlighted in the *Core Group Recommendations Report for a White Paper on Australia's aid program, December 2005*).

12 For example: constructing special medical clinics that cannot operate once donor funding ends because they are not linked to the country's healthcare system and budget.

13 For instance, if medical and livelihoods support is provided to APL/ERW survivors and their families but not to very poor neighbouring families.

14 Building capacity of mine- affected countries to address landmine contamination issues is one element of improving governance in these countries, thereby removing one impediment to achieving full state functionality and effectiveness. This in turn can contribute to prospects for economic growth. These concepts are further defined in the *Core Group Recommendations Report for a White Paper on Australia's aid program, December 2005.*

15 Good Practice: Cambodia's Seila model of strengthening local governance, which channels funds and responsibility for poverty reduction to local authorities, provides a forum where community priorities can be identified – including those for mine clearance. *Source: AusAID 2004 Mine Action Review.*

16 A recent study carried out by the University of Western Australia for GICHD on the cost-effectiveness of manual demining (to be released in late 2005) found that mine clearance costs remain high in Cambodia, Afghanistan and Angola due to a critical shortage of project management and local engineering skills. Croatia, which has developed these skills, has been able to reduce its mine clearance costs by almost five times in the last decade and is now cheaper than in most developing countries, despite higher labour costs.

17 Community-based demining is a strategy that has gained popularity in Cambodia, whereby some international mine clearance NGOs are employing local people to clear mines affecting their own communities. In addition to creating job opportunities, clearance costs are much lower than using other methods. This approach could also help to overcome the problem of communities undertaking ad hoc clearance of mine affected areas, due to livelihood or survival imperatives, when they are not properly trained or equipped to do the job safely. AusAID is supporting research on the Cambodian experience to help assess its potential as a model for low-cost, high ownership mine clearance that can be used in other countries.

18 The Sudan Landmine Information and Response Initiative involved representatives from both sides of the conflict. Information-gathering offered an early opportunity to begin to break down belligerence between the Sudanese Government and the Sudanese Peoples' Liberation Army (SPLA). Following negotiations with Geneva Call, the SPLA signed a 'Deed of Commitment'. It is believed that this acted as a form of positive pressure for the Sudanese Government to sign the Mine Ban Convention and as one of the entry points to progress peace negotiations. The SPLA was included in the Government of Sudan's delegation to the June 2005 IASC inter-sessional meetings. *Source: FAFO/PRIO/Landmine Action/interviews.*

19 Universalisation of the Mine Ban Convention and engaging with non-state actors to adhere to the philosophy of a ban on landmines, could contribute to enhanced regional stability and cooperation, a key concept of the *Core Group Recommendations Report for a White Paper on Australia's aid program, December 2005.*

20 The European Union has included increased engagement with NSA in its mine action strategy for 2005-2007. Geneva Call is an international humanitarian organisation working to engage NSAs in a total ban on APL mines. Geneva Call is also working at encouraging NSAs to undertake humanitarian mine action in areas under their control.

21 Stockpiles in the Asia-Pacific region include: China with 110 million; Pakistan 6 million; India 4.5 million, and South Korea 2 million.

22 It is in this context that the Mine Action Strategy needs to be read in conjunction with AusAID's *Humanitarian Action Policy, Peace, Conflict and Development Policy, and Gender Policy.* The United Nations Security Council's Resolution 1325 on Women, Peace and Security, which highlighted the needs of women in all UN peacekeeping operations, as well as broader issues of women's role in building and maintaining peace, is also an important reference document with regard to the broader development framework within which mine action is set.

23 For instance, mine action teams comprised of members of the warring parties have been among the first groups to work across lines in Sri Lanka. Conversely, during the mid-1990s, demining projects in Cambodia were followed by land-grabbing by officials to the detriment of poor local residents, leading to new tensions.

24 Endemic poverty, according to observations by some deminers, has resulted in minefield fencing being scavenged, the collection of ERW for scrap metal, and even items such as stick grenades being salvaged for firewood. Source: DFAT.

25 Australia Appoints Special Representative on Demining, Media Release, Minister for Foreign Affairs, Alexander Downer, 31 March 1998.

26 DFAT coordinates Australia's Whole-of-Government policy with regard to the negotiation, implementation and development of treaties and international agreements, including the Mine Ban Convention and the CCW, and the wider UN process. In consultation with other stakeholder agencies, DFAT represents the Australian national position in multilateral fora such as Annual Meetings of States Parties, and Review Conferences, and institutional matters such as paying Australia's assessed contribution. DFAT is also the lead agency with regard to mine action advocacy, which is generally managed through Australia's bilateral relationships. DFAT also has a role in aligning the general direction of mine action with Australia's wider foreign policy objectives.

27 Defence is an implementing agency for the operational elements of mine action. Defence provides technical support to other government agencies on the implementation of the Mine Ban Convention, in the areas of stockpile destruction and mine clearance. Defence also provides technical assistance on stockpile destruction to other countries, and will consider all such requests on a case by case basis. It will also consider requests to provide assets for mine action activities on a case by case basis. Defence works closely with DFAT and AusAID on a range of mine action issues to ensure a consistent Whole-of-Government approach.

28 For example: above $2 million.

29 For example, the GICHD may be able to assist Mine Ban Convention non-signatory countries and signatory countries who are experiencing structural or reporting impediments to full accession or ratification. The GICHD is developing a lessons learned database with European Commission funding and mine action evaluation methodologies and training programs through the Canadian Government (in partnership with a Canadian academic institution).

30 Australia's regular participation in the Meeting of States Parties of the Mine Ban Convention allows for the exchange of information. It is also an opportunity for Australia to highlight its contribution to mine action; facilitates the coordination of our efforts with other donors and mine-affected countries; and is a forum for encouraging other donors to support mine action in our region.

31 The key principles and commitments defined in the *Ten Principles for Good International Engagement in Fragile States*, and the *Paris Declaration on Aid Effectiveness* will provide guidance on good practice in information exchange, coordination, and general engagement with partner countries.