



## **United Nations Inter-Agency Coordination Group on Mine Action**

**Standing Committee on Resources, Cooperation and Assistance**

**(Co-Chairs: Albania and Thailand)**

**Geneva, 25 May 2012**

### **Intervention**

**Delivered by Ms. Agnès Marcaillou, Director, UNMAS**

**on behalf of the Inter-Agency Coordination Group for Mine Action (IACG-MA)**

The United Nations welcomes the opportunity provided by the Standing Committee on Resources, Cooperation and Assistance to discuss the three main topics in the agenda.

We have prepared separate statements for each of the discussions.

#### **1) Developing a platform for partnerships**

We welcome yesterday's discussion at the small group meeting of the development of a platform for partnerships. Comprehensive and easily available information on resources is always welcome. The idea of establishing an information exchange tool, including on the large array of types of assistance, could have a positive impact in terms of cost-effectiveness and timeliness.

The United Nations is ready to participate actively in further discussions regarding this initiative, which could likely apply to mine action as a whole.

Since this discussion is about developing a platform for partnerships, the United Nations would like to emphasize once more the possibilities for improved coordination in relation to the purpose and resources required to support all countries to meet their treaty obligations. For example, the Completion Initiative, with the key involvement and ownership by States Parties themselves, affords a means through which affected states could conduct outreach to and be partnered with donors and technical expertise, along with any other resource required in order to effectively meet treaty deadlines in an effective and timely manner.

Successful examples of this approach in the past have included affected states, such as:

- **Zambia and Malawi**, in which the respective national authorities in a concerted effort with the Norwegian People's Aid (NPA), UNDP and donor countries helped complete Article 5 obligations.

Similarly in:

- **Albania**, where the Albanian Mine Action Executive (AMAE), Danish Church Aid, the International Trust Fund and UNDP successfully worked together on the completion of Article 5 obligations of the Anti Personnel Mine Ban Convention, as well as Article 4 obligations of the Convention on Cluster Munitions;

- **Rwanda**, where NPA worked with the government directly to verify the last suspected areas and cleared these; and

- **Guinea Bissau**, where the national mine action centre together with Lutcam, CAAMI, NPA, UNDP, and UNMAS helped complete within the extension time sought.

Earlier this week, Australia, as Chair of the Mine Action Support Group, announced its intentions to focus momentum amongst donors around the Completion Initiative. The United Nations welcomes these efforts and is prepared to lend its support as well as continue to work in partnership with affected states and other stakeholders to meet treaty obligations.

We look forward to recognizing even more States who have met their treaty obligations in a timely manner.

## **2) The availability of assistance and procedures to obtain it**

We have listened attentively to the views of delegations on their experiences in providing and accessing mine action funding. Along with being a source through which to channel funds, the United Nations also provides assistance in accordance with the respective mandates, capacity, and expertise of the various departments, agencies, funds and programmes involved in mine action.

I would like to take this opportunity to reaffirm that all members of the Inter Agency Coordination Group on Mine Action are committed to mainstreaming gender in all mine action activities. We are also committed to promoting and supporting Security Council Resolution 1325 on Women in Peace and Security, and A/65/69.

The nature and aim of each of United Nations entity is relatively well-known. The fact that there is a UN Resident Coordinator or a UN Special Representative of the Secretary-General in most mine affected countries affords and facilitates possibilities for greater dialogue regarding the support to be provided to any single State Party, as well as the best means of meeting those needs and of partnerships that can be established. It is also important to remember that, as much as financial assistance is crucial, assistance in Mine Action shall not be restricted to check-books.

Moreover, the annual international meeting of National Mine Action Directors and UN advisers proves to be an efficient and effective platform to raise, discuss, and resolve the specific challenges that individual countries face. This annual meeting also provides unique opportunity to match “field” programmes representatives with the wide range of

civil society and commercial partners together with Mine Action representatives of donor countries.

Furthermore, with the progress that has been made towards implementing the provisions of the Convention, there are an array of best practices and a wealth of knowledge to be shared with and among States Parties. The United Nations has always been a strong promoter of south-south cooperation, which has proven to be an effective means of assistance. The Mine Action Exchange Programme (MAXX) has been one example, where more than 20 exchanges between national mine action centres have taken place. Recent examples include: the collaboration between Ethiopia, Sudan and Chad; between Chad and Libya; in Lebanon with the establishment of a regional IMSMA training resource base; the Croatian Mine Action Centre with its support to a number of other national mine action centres, etc.

In conclusion, and for the sake of time, we wish to make available for delegations findings from the review of the United Nations Mine Action Strategy 2006-2010. These will be included in the statement to be posted on the Convention's website.

Thank you

## **UN Mine Action Strategy: Assessment, Update and Next Steps**

### **Background**

In May 2011, an online survey was distributed to all affected countries with a United Nations Mine Action presence, whether in a management or a supporting role, to assess the impact that countries made towards achieving the 2006-2010 United Nations Mine Action Strategy. Data was collected from mine action programmes to measure the concrete progress made towards the four objectives of the 2006-2010 United Nations Mine Action Strategy:

**Objective 1:** Reduction of death and injury by at least 50 percent.

**Objective 2:** Mitigate the risk to community livelihoods and expand freedom of movement for at least 80 percent of the most seriously affected communities.

**Objective 3:** Integration of mine-action needs into national development and reconstruction plans and budgets in at least 15 countries.

**Objective 4:** Assist the development of national institutions to manage the landmine/ Explosive Remnants of War (ERW) threat, and at the same time prepare for residual response capacity in at least 15 countries.

The data collected during the survey was used to determine whether these objectives had been reached and, accounting for differences between countries, what elements of mine action programming have resulted in successes and what shortcomings were illuminated and should be resolved for future mine action programming.

In October 2011, the consultant hired by the Inter-Agency Coordination Group on Mine Action completed the analysis of the responses to the survey. The attached is a summary of the findings of that report.

### **Next Steps**

The IACG-MA has extended the UN Mine Action Strategy 2006-2010 until the end of 2012 and decided to use the existing survey to continue to measure progress on implementation toward the four objectives above. The intervening period will also be used to develop the next UN strategy for mine action, in consultation with a wide range of stakeholders and taking into consideration relevant recommendations from the consultant's report.

**Executive Summary**  
**Report of the Consultant**

*Assessment of the United Nations Mine Action Strategy 2006-10*  
**(requested by the Inter-Agency Coordination Group on Mine Action)**

**Summary of the findings**

- 1. Significant progress has been made towards the Strategic Objectives. The analyses underscore the importance of continued support for mine action efforts globally to translate progress towards future periods of strategic objectives into a world free of the threat of landmines and ERWs.**
- 2. Reductions in death rates and injury surpassed 50% globally and more than 15 countries have integrated mine action needs into national development and reconstruction plans.**
- 3. The integration of mine action priorities into these plans has reinforced the capacity and efficacy with which countries have achieved the Strategic Objectives.**
- 4. Importantly, investment in national institutions has a multiplier effect when examining its relationship to other programming. This underscores the importance of national empowerment and capacity building as well as national ownership in mine action programming.**
- 5. Significant strides have also been made towards clearing affected communities. Over 80% of high-impacted communities have been cleared of landmines/explosive remnants of war (ERWs).**

Due to constraints on the available data, it is difficult to determine whether programming has increased socio-economic access and evaluate whether Objective 3 has been successfully achieved.

Similar constraints make it difficult to assess whether national institutions are robust enough to achieve mine action goals independent of international support. This requires the construction of strategic objectives and indicators that articulate and capture the mechanisms through which these programs work and outcomes associated with these changes.

At the end of this assessment report, recommendations are provided on future programming, policy goals, and ways to ensure proactive and continuous evaluation during the next phase of the 2011- 2015 Strategic Objectives.

## Assessment of Progress By Strategic Objective

### Objective 1: 50 % Reduction in Deaths and Injuries

#### Findings:

The data collected and analyzed in the 2011 survey indicates that the UNMAT programming successfully contributed in reducing deaths and injuries amongst civilians; with an overall **52.5 % reduction in the global casualty rate and a 46.5 % reduction in the global injury rate** (Table 1, Annex I, Table 2 below).

#### Global Trends in Civilian Casualties and Injuries

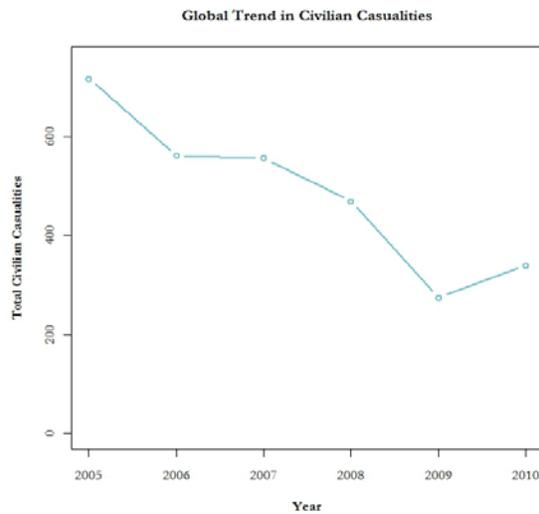


Table 1: Global Trend in Civilian Casualties

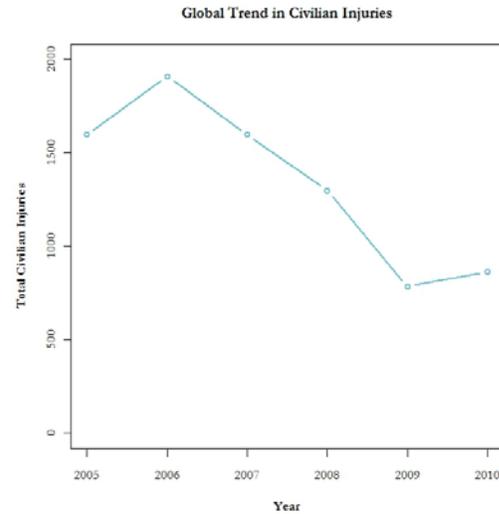


Table 2: Global Trend in Civilian Injuries

**In between 2005 – 2010, there has been a continuous decrease in the number of landmine/ERW related civilian deaths. Whilst, each year after 2006, saw a decrease in injury rates<sup>1</sup>.**

Disaggregation of data by gender and age shows that landmines and ERW disproportionately affect men and boys, respectively. **Men and boys suffer 51 and 37 % of landmine/ERW related injuries and 57 and 32 % of landmine/ERW related deaths** (Chart 1; Chart 2 below). Analysing the distribution of deaths and injuries suggests that the UNMAT programming has accurately and effectively targeted the most disproportionately impacted group affected by landmines and ERW: between 2005 and 2010, male deaths and injuries have been decreasing.

<sup>1</sup> The increase in the 2009 – 2010 injury and death rates is primarily driven by significant upward spikes in casualties in Somalia and Afghanistan.

## Charts 1 & 2: Injury and Casualty Rates by Gender & Age

Injury Rates by Gender and Age

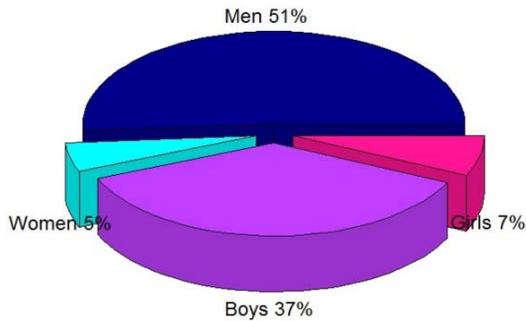


Chart 1: Injury Rates by Gender and Age

Casualty Rates by Gender and Age

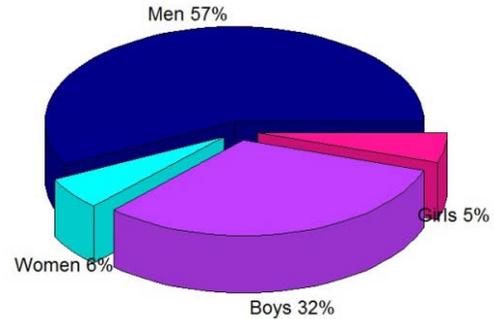


Chart 2: Casualty Rates by Gender and Age

An in-depth analysis of correlation between the data collected shows that general mine action programming positively impact on the reduction of deaths and injuries. In addition, analyses also suggest that countries, in which mine action needs have been integrated into national development and reconstruction plans or strategies, are associated with a reduction of death. This is in line with the overarching goal of the 2006 – 10 Strategic Objective to work in partnership with national organizations in order to achieve the objective and demonstrates this approach’s efficiency (Table 3 below).

**Table 3: Distributional Burden of Global Civilian Deaths Suffered**

<b>YEAR</b>	<b>MEN</b>	<b>WOMEN</b>	<b>BOYS</b>	<b>GIRLS</b>
2005	50.4 %	3.6 %	39.2 %	6.6 %
2006	52.5 %	5.6 %	35.0 %	6.8 %
2007	54.3 %	5.9 %	32.8 %	6.7 %
2008	50.3 %	3.6 %	38.3 %	7.6 %
2009	43.8 %	8.1 %	39.8 %	8.0 %
2010	39.6 %	5.2 %	42.8 %	12.2 %

Table 3: The distributional burden of global civilian deaths suffered

## Objective 2: Mitigate the risk to community livelihoods and expand freedom of movement for at least 80 percent of the most seriously affected communities

### Findings:

Global trends show that significant progress was made in terms of clearance of affected communities in between 2005 – 2010. During this period, countries categorized different communities into high risk communities, medium risk communities and low risk communities according to clearance priorities. **In total, 84.2 % of the high risk communities, 40.4 % of mid - risk communities and 79.2 % of low risk ones were cleared** (Table 4: Global Clearance Rates). Clearance rates demonstrate progress made towards increased freedom of movement and access to physical and social infrastructure and that resources allocated focused on clearance of high risk communities.

**Table 4: Global Community Clearance Rates**

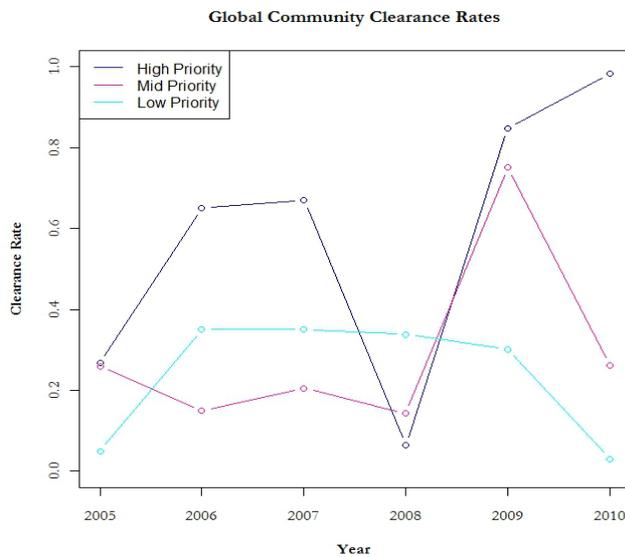


Table 4: Global Community Clearance Rates.

In order to assess the socio – economic impact of clearance prioritization, more indicators should be included to connect risk prioritization to economic productivity. Nevertheless, data available suggests that when mine action priorities are integrated into broader national development and reconstruction plans, this has a multiplier effect in terms of death and injury rates.

### Objective 3: Integration of mine action needs into national development plans for 15 countries

#### Findings:

Mine action priorities have been largely integrated into national development and reconstruction plans. **By 2010, 31 countries and territories had established national mine action authorities<sup>2</sup>.**

**In the 2011 online survey, 57 % of respondents reported that the national mine action authority is laid out in national legislation, indicating high levels of in – country institutionalization.**

**Additionally 81.3 % of respondents report that mine action needs have been integrated into national development and reconstruction plans (Chart 3, Chart 4, see below).**

#### *Charts 3 & 4: Countries in which Mine Action Needs are integrated into National Budgets and Development Plans.*

Countries in which Mine Actions Needs are Integrated into the National Budget

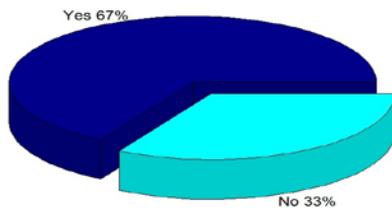


Chart 3: Countries in which mine action needs are Integrated into the National Budget.

Countries with Mine Action Needs Integrated into National Development

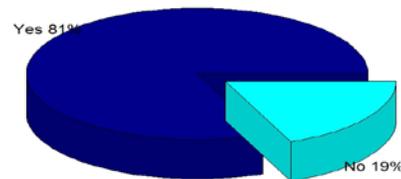


Chart 4: Countries with Mine Action Needs Integrated into National Development.

In integrating mine action priorities and goals into national development and reconstruction plans, the 2006 – 2010 Strategic Objectives sought to increase the support, advocacy and resources available to landmine ERW survivors. Data analyzed suggests that by 2010, countries made significant progress in providing victim assistance services to those in need.

<sup>2</sup> Afghanistan, Albania, Azerbaijan, Bosnia and Herzegovina, Cambodia, Chad, Croatia, Colombia, Cyprus, the Democratic Republic of Congo, Egypt, Eritrea, Ethiopia, Iraq, Jordan, Kosovo, Lao People’s Democratic Republic, Lebanon, Mauritania, Mozambique, Nepal, the Russian Federation ( Chechen Republic), Somalia, Sri Lanka, the Sudan, Tajikistan, Thailand, Uganda, Yemen, Western Sahara\* and Zambia.

\*In the case of Western Sahara, information and data used were provided by the United Nations Mission for the Referendum in Western Sahara (MINURSO) Mine Action Coordination Centre.

**This time period saw a significant expansion in the types of services provided to victims. Specifically, countries have begun providing greater amounts of emergency care, rehabilitation aid, social services, and economic reintegration assistance.**

Disaggregating victim service recipients by sex and age reveals that men have been primary recipients of services (Table 5, see below). This corresponds to the data that highlights men disproportionately suffer from landmines and ERW injuries. Boys, however, are disproportionately affected by injuries. Between 2006 and 2010, the number of women who received services increased, thereby, indicating that more gender sensitive services have been provided.

**Table 5: Global Service Provision of Victim Assistance**

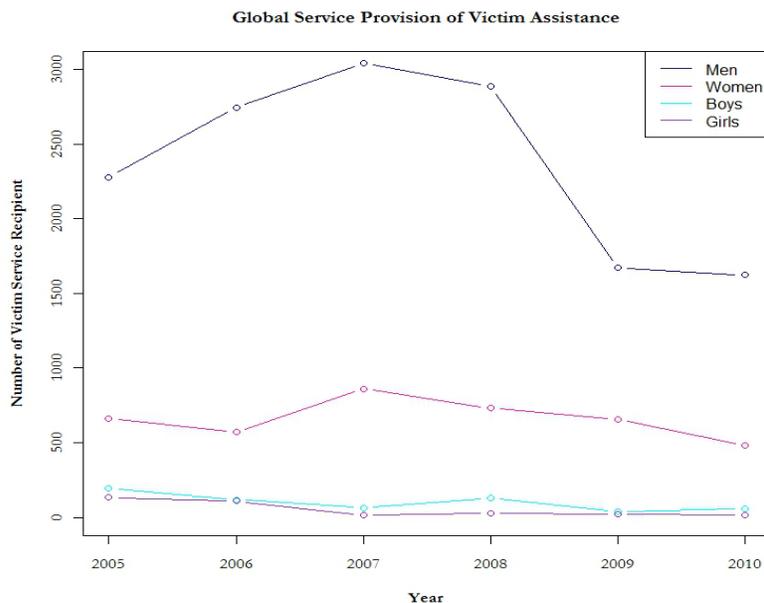


Table 5: Global Service Provision of Victims Assistance.

**The presence of a national authority in countries and the integration of mine action priorities into national development plans are both positively associated with the number of communities cleared, with increases in the number of victim survivors and with decreases in the number of deaths and injuries experienced globally.**

Essential to achieving mine action goals, the integration of mine action priorities into national reconstruction and development plans have improved the overall humanitarian and development conditions within countries.

**Objective 4: Assist the development of national institutions to manage the landmine/ERW threat, and at the same time prepare for residual response capacity in at least 15 countries.**

Findings:

By 2010, the majority of countries that responded to the survey indicated **that national institutions had established mandates to coordinate the activities of both national and international actors.** These actors include national government, national military, national NGOs, international NGOs, UN peacekeepers and commercial sector actors (Table 6, see below).

*Table 6: Percent of National Authorities Coordinating Actors.*

<b>Actors Coordinated by National Authorities</b>	<b>NATIONAL AUTHORITIES WITH A MANDATE TO COORDINATE ACTORS</b>	<b>NATIONAL AUTHORITIES THAT REALIZE COORDINATION MANDATES</b>
National Government	60.0 %	91.7 %
National Military	55.0 %	81.8 %
National NGOs	71.4 %	80.0%
International NGOs	66.7%	71.4 %
UN Peacekeepers	9.5%	100.0%
Commercial Actors	57.1%	75.0 %

Table 6: Percent of National Authorities Coordinating Actors.

When the mandate to coordinate is clear – i.e. the national authority is explicitly tasked with coordinating a specific set of actors working in mine action – national agencies are more likely to realize the coordination of these actors insofar as they have the capacity to do so.

In addition, the data available suggests that when national authorities engage in a programming area, institutional capacity is increased and results in greater national efficacy. National institutions have been particularly successful in ERW survivor assistance, mine risk education, quality assurance, and media information.

While evidence demonstrates that national institution capacity has increased over time, little data is kept on the trajectory of national institutions.

## **Conclusions and Recommendations**

Data collected points towards significant progress in the attainment of the 2006 – 2010 Strategic Objectives. Globally, clear and unequivocal success has been achieved in reducing deaths and injuries and in supporting the integration of mine action priorities into national planning. Significant priority – driven clearance of communities has taken place as well as item destruction. Victim assistance is widely provided. Capacity and efficacy of national institutions are increasing and have a significant and positive impact on mine action programming.

The lack of rigorous outcome indicators does not allow to assess socio – economic outcomes nor the residual capacities of national institutions. Therefore, recommendations are concerned with monitoring, evaluation and measurement, as improvements in these areas will provide a better understanding of the impact of mine action services. In adopting these recommendations, institutions and actors should balance the costs and benefits of ambitious programming with realistic monitoring and evaluation mechanisms and tools.

In drafting the next Strategy, the following steps should be followed to provide mine action programmes and affected countries with the requisite tools and ability to monitor programming and policy changes:

### **1) Establish measurable indicators**

For each activity articulated, an indicator with a measurable outcome should be constructed. Indicators must be constructed in order to be easily monitored and standardized by countries.

### **2) Distinguish between mechanisms and outcomes**

Mechanisms capture the processes by which mine action programming has an impact while outcomes are the resulting products of these mechanisms. Each major activity should be constructed as a mechanism through which an outcome indicator is affected. This will allow for better monitoring and evaluation of mine action impacts.

### **3) Construct a specific series of measures for outcome indicators**

A single outcome can have multiple measures. Standardizing outcome measures and definitions of outcomes is integral to understanding the impact of mine action programming.

### **4) Work with rates in addition to raw numbers**

Rates facilitate comparisons between countries in achieving specified goals while total numbers might mask other factors that drive differences in progress countries. This data

needs to be collected at a country – level rather than at the global level. Geo – coded data would increase the precision and quality of country level data.

**5) Standardize and centralize monitoring and evaluation**

Monitoring and evaluation tools are needed in order to ensure that programme evaluation objectives can be operationalized.

**6) Create the survey instruments for evaluation before programming begins**

The creation of survey instruments for evaluation, before programming, will ensure that all measurements will be included and that practitioners are aware of the tools that they use to evaluate efficacy. This process also ensures that measurable outcomes are specified before programming happens.