

RESOURCE MOBILIZATION FOR MINE ACTION THROUGH THE UNITED NATIONS

1. Role of the United Nations in support of the Convention's implementation

1. In 1998, the United Nations developed its mine action policy, defining the principles upon which UN mine action is based and assigning roles and responsibilities to the departments and agencies involved in mine action. According to the UN policy, the five core components of UN mine action are: mine clearance, mine risk education, victim assistance, stockpile destruction and advocacy to stigmatise the use of landmines and support a total ban on AP landmines. Mine action is not so much about landmines as it is about people and their interactions with mine-affected environments. Its aim is humanitarian and developmental: to recreate an environment in which people can live safely; in which economic and social well-being can occur free from the constraints imposed by landmines; and in which victims' needs are addressed. The United Nations supports a holistic and coordinated approach to mine action, both at headquarters level and at the field level.

1.1. General descriptions of the role and activities of the UN for mine action

2. There is a core group of five departments and agencies conducting mine action work within the UN system which includes: the United Nations Mine Action Service (UNMAS), the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Office for Project Services (UNOPS) and the United Nations Department for Disarmament Affairs (DDA).
3. UNMAS, which is located in the Department of Peacekeeping Operations, is the focal point within the UN system for all mine-related activities. It is responsible for ensuring a coordinated and effective response from the United Nations to the landmine problem and for establishing mine action programmes as part of peacekeeping operations or in humanitarian emergencies where national authorities are unable to effectively address the landmine problem. UNDP is responsible for addressing the socio-economic consequences of landmines contamination and for assisting mine-affected countries with national capacity-building — UNDP currently supports national mine action programmes in 20 countries. UNICEF is the lead agency for mine risk education, supports rehabilitation of landmines survivors and continues to be an advocate for the promotion of a total ban on antipersonnel landmines and the Ottawa Convention. UNOPS is the principal service provider for the implementation of UN-supported mine action programmes. Finally, DDA is responsible for reports submitted under Article 7 of the Ottawa Convention and facilitation and clarification of compliance issues (Article 8).
4. In addition, seven other UN agencies and departments also play a role in relation to mine action activities. They include: the Office for the Coordination of Humanitarian Affairs (OCHA), the Office of the United Nations High Commissioner for Refugees

(UNHCR), the World Food Programme (WFP), the Food and Agriculture Organization of the United Nations (FAO), the World Bank, the World Health Organization (WHO), and the Office of the United Nations High Commissioner for Human Rights (OHCHR).

1.2. The integration of mine action in broader UN programming: how the UN consults with humanitarian assistance and/or development groups to prioritise mine action programmes

5. The UN believes mine action responses must be integrated from the start with political and humanitarian initiatives, and that initial mine action responses and life-saving assistance should move rapidly toward medium- and long-term solutions, with an emphasis on national capacity building, community participation and community-based recovery strategies. Mine action is therefore brought forward in UN coordination mechanisms on humanitarian, development and peacekeeping issues, including but not limited to: the Inter-Agency Standing Committee (for humanitarian agencies), the United Nations Development Group (for development) and the Integrated Mission Task Force (for peacekeeping).
6. At the global level, the UN has developed a series of specific mechanisms to maximize impact and efficiency of mine action. The Inter-agency Coordination Group for Mine Action (IACG-MA), which comprises the 12 UN departments and agencies involved in mine action, meets once a month, under the chairmanship of UNMAS, to discuss both policy and operational issues. In addition, the Steering Committee on Mine Action (SCMA) includes the members of the IACG-MA, the International Committee of the Red Cross (ICRC), Geneva International Centre for Humanitarian Demining (GICHD), the International Campaign to Ban Landmines (ICBL), and other non-governmental organizations. It meets about three times a year to coordinate with the broader humanitarian mine action community on policy and country programme-related issues. UNICEF co-chairs (with ICBL) the Mine Risk Education Working Group.
7. At the field level, the United Nations relies on a network of UNDP offices in more than 166 countries and territories. Although mine action is a recognized development problem, it has not traditionally been addressed within a formal development framework. Mine action has typically been treated as a humanitarian problem that attracts significant funding in the immediate aftermath of hostilities, but considerably less over the long-term. One of the practical ways of mobilizing adequate resources for long-term mine action needs is to ensure that these requirements are fully addressed in the PRSPs (Poverty Reduction Strategy Papers), CCAs (Common Country Assessments) and UNDAFs (United Nations Development Assistance Frameworks) of mine-affected countries. UNDP strives to include mine action in these frameworks to more accurately reflect the reality that mines pose continuing obstacles to poverty reduction and broader development challenges in post-conflict environments.

8. Moreover, UNICEF maintains programmes in 162 countries; in many countries where UNICEF operates, a Mine Risk Education Working Group (MRE-WG) is also established. The MRE-WG is a framework within which representatives from humanitarian assistance and development groups can participate to address prioritisation in Mine Risk Education.

1.3. UN dialogue with mine-affected states on how to best address priority needs

9. Multidisciplinary inter-agency assessment missions constitute the first step of a United Nations response to the landmines problem in a given country. These missions are conducted at the request of the mine-affected country to define the scope and nature of the problem, identify constraints and opportunities relating to the development of mine action initiatives and to make recommendations for a comprehensive response, including institutional arrangements for the coordination and implementation of mine action activities. As a result of these assessment missions, a national mine action programme can be supported by either UNMAS or UNDP in partnership with an implementing body, usually UNOPS. Finally, the mine risk education component—either as a stand-alone activity in countries difficult to access or as part of a UN-supported mine action programme—is usually supported by UNICEF.
10. In circumstances where the problem is deemed to be a humanitarian emergency and the national authorities are unable or unwilling to effectively address the landmine problem, or if a Security Council Resolution mandates the establishment of mine action within a peacekeeping mission, UNMAS will manage a UN programme and address the immediate mine action needs of the country. Such UN-managed mine action programmes will be undertaken in consultation with other UN entities, donors, non-governmental organizations and relevant local partners. This plan should clearly identify the objectives, priorities, institutional arrangements, funding needs and other requirements for an immediate response to the mine problem.
11. In all other circumstances, UNDP assists national authorities to address the immediate as well as longer-term needs of a country. As part of its overall goal to assist national and local authorities to plan, coordinate and implement national mine action programmes, UNDP provides a variety of services to mine-affected states, including:
 - (a) Helping mine-affected countries to manage the landmine problem on their own over the long term, including establishing and supporting national *Mine Action Centres* that coordinate, prioritise, and assure the quality of mine action operations.
 - (b) Establishing *information management structures* that support national strategies to better integrate mine action into emergency assistance, resettlement, and socio-economic recovery activities.
 - (c) Implementing *Landmine Impact Surveys* that identify the magnitude and socio-economic impact of a country's mine problem and facilitate the prioritisation and development of national strategic plans.

- (d) Assisting governments of mine-affected countries to establish *national legislative frameworks* that provide a legal foundation for developing and operating national mine action authorities.
- (e) Providing *management and technical training* to national staff of mine action programmes to better manage projects and effectively utilise scarce resources.
- (f) Developing *resource mobilization strategies* and promoting *public-private partnerships* that support national mine action programmes.

12. As a general rule, UNICEF country programmes are characterised by four major spheres of activity:

- a) Situation analysis (examination of problems affecting women and children, background information on the country);
- b) Programme planning: (identification of what fields UNICEF will support and the details of who will do what, when, where, how and with what);
- c) Programme implementation (technical and advisory activities, the provision of supply and cash assistance, training activities, studies and programme communication);
- d) Programme evaluation (to assess the relevance, effectiveness and impact of activities).

The UNICEF Mine Action Strategy 2002-2005 seeks to mainstream mine action within this process and provides a framework for UNICEF support and dialogue with mine-affected states.

13. In order to meet their programmatic needs and priorities, UNICEF regional, area and country offices often request technical expertise or support, as do many UN and national mine action centres. To meet these needs, UNICEF has established a Mine Risk Education (MRE) field technical support capacity within headquarters. This, where necessary, is supplemented by the deployment of ‘flying team’ consultants with substantial experience in mine action in a variety of country contexts. These consultants can be deployed for short periods (3- 6 months) on short notice in emergencies, and in support of national and UN-led mine action programmes worldwide. They help UNICEF to directly interact with governments, civil society, partners to respond to emergency mine risk education needs; conduct needs assessments; plan, design and implement new programmes and improve existing ones through the monitoring and review, training and other capacity building activities. The Flying Team has also supported UN Mine Action Co-ordination Centres and national authorities. Upon request, the UNICEF Landmines Team has been able to approach UNICEF Country Offices with an offer of short-term expertise, in general terms or very specialised technical areas and to mobilise both funds and personnel, fast.

14. Flying Team personnel have, thus far, been deployed in 13 Countries/areas: Afghanistan, Angola, Bosnia, Burundi, Cambodia, Chad, Eritrea, Ethiopia,

Macedonia, the Occupied Palestinian Territories, Sri Lanka Iran, Middle East Region —over the past two years, and requests are currently pending for Zambia, Mozambique, and the Middle East and North Africa Region.

2. Resource mobilisation for mine action through the UN

15. Transparency, timeliness, accountability and cost effectiveness are the guiding principles behind all resource mobilization efforts in support of mine action throughout the United Nations system. The various UN actors will continue to conduct their own fund raising activities for mine action both in the field and at the headquarters level. However, they will coordinate these activities with UNMAS to ensure that they are coherent and mutually reinforcing.

2.1. UN resource mobilisation mechanisms

16. In order to secure the consistency of UN mine action, and unless exceptional circumstances make it clearly unpractical to do so, new mine-related projects and initiatives, if they are not already part of an ongoing UN programme, are discussed with the Inter-Agency Coordination Group on Mine Action before being submitted for funding to the international community. UNMAS holds regular consultations with all partners involved, including through the Steering Committee on Mine Action, to set priorities for mine action with a view to sharing them with the international community.

17. Where funds are made available to the UN in support of mine action in general, UNMAS coordinates the UN approach and serves as focal point. In situations where country-specific consolidated appeals exist and mine action projects are ongoing or deemed necessary, such projects are included in the appeals. In its capacity as coordinator of the Consolidated Appeal Process (CAP), OCHA ensures that the UNDP and UNICEF country offices and UNMAS are consulted.

18. In order to assist donors in determining how best to utilize their resources, the UN prepares each year a comprehensive “portfolio of mine-related projects” outlining the resources required for all mine action projects. This document takes into consideration those projects which are already included in country-specific consolidated appeals, as well as those for which similar resource mobilization mechanisms do not exist. It is utilized in support of donor meetings and pledging conferences. Implementing agencies ensure that the necessary mechanisms are established in the field to regularly exchange information with the international community and provide them with updates on the status of UN programmes and budget requirements, as well as detailed financial statements of income and expenditures. UNMAS should be provided with the information required to maintain and discuss the “portfolio of mine-related projects” at any given time with members of the international community, as well as an updated financial summary of past and ongoing mine-related operations.

2.2. UN funding mechanisms for mine action

19. Mine action relies on the commitment of resources by national governments, international organisations and private organisations of different types. States Parties to the Antipersonnel Mine Ban Treaty are bound, when they have the means to do so, to provide mine action assistance to affected countries. In 2002, it is estimated that approximately US\$200 million has been donated for mine action activities worldwide. Of this total, about 40% was channelled through the United Nations system.
20. There exist several mechanisms for mobilising and channelling donor funds to UN mine action efforts. These include:
 - a) The Voluntary Trust Fund for Assistance in Mine Action (VTF), managed by the United Nations Mine Action Service (UNMAS);
 - b) The Central Emergency Revolving Fund (CERF), managed by the Office for the Coordination of Humanitarian Affairs (OCHA);
 - c) UNDP Thematic Trust Fund, managed by the United Nations Development Programme (UNDP);
 - d) UNDP Country Office Trust Funds
 - e) UNICEF Programme Funding Office and National Committees; and
 - f) The Adopt-A-Minefield programme of the United Nations Association of the United States of America and the Better World Fund.
21. In addition, some programmes also benefit from resources available to UN peacekeeping operations (e.g. Eritrea/Ethiopia, Lebanon, Kosovo and DRC) or from the Oil-for-Food Programme in Northern Iraq.

2.2.1 Voluntary Trust Fund for Assistance in Mine Action

22. The Voluntary Trust Fund for Assistance in Mine Action (VTF) was established by the Secretary-General in 1994 to provide resources for mine-action activities where other sources of funding are not immediately available. It is used primarily to finance:
 - a) The conduct of assessment missions to monitor the scope of the landmine threat and the programmes established to deal with it;
 - b) The initiation of new mine action activities and programmes when and where required;
 - c) The bridging of funding delays in ongoing programmes; and
 - d) The coordination and advocacy work of UNMAS.
23. Since its establishment, the VTF has received over US\$ 127 million in contributions from forty-four donor governments, the European Union and private donors. These funds have supported mine action activities in most of the severely mine-affected countries, including Afghanistan, Angola, Azerbaijan, Bosnia and Herzegovina, Cambodia, Chad, Croatia, DRC, Eritrea, Ethiopia, Guatemala, Guinea-Bissau, Iraq,

Kosovo (FRY), Lao PDR, Lebanon, FYROM, Mozambique, Nicaragua, Somalia, Sri Lanka, Sudan, Thailand, and Yemen.

24. Contributions may be made to the VTF by governments, organisations or individuals. They can be earmarked towards a specific country or project. They can also be unearmarked, in which case their precise use is not specified. Unearmarked donations provide flexibility to fund emergencies where and when they occur, and/or priority projects that have received insufficient funding from other sources. Responsibility for the Trust Fund lies with UNMAS, which provides full reporting for all contributions, as requested by the donors.

2.2.2 Central Emergency Revolving Fund

25. The Central Emergency Revolving Fund is designed as a cash-flow mechanism to ensure the rapid and coordinated response of the organizations of the United Nations system to requests for emergency assistance. It can be used only to make advances to UN organizations and entities. These advances have to be reimbursed as a first charge against the voluntary contributions received in response to consolidated appeals. UNMAS makes use of the CERF when required.

2.2.3 UNDP Thematic Trust Fund for Crisis Prevention and Recovery

26. Thematic Trust Funds are a new instrument designed to help UNDP address its development priorities, including mine action, which enable donors to contribute to UNDP in support of its thematic priorities, as defined by UNDP's Strategic Result Framework and the six practice areas of the Organization. Mine Action is a distinct Service Line in the Crisis Prevention and Recovery practice area. The Thematic Trust Fund for Crisis Prevention and Recovery (TTF) enables UNDP to better respond to the urgent needs of countries requiring assistance for crisis prevention and recovery in a predictable manner.
27. The TTF features several elements that are key to addressing crisis situations: rapid disbursement and flexible programming instruments; availability of the whole range of executing modalities of UNDP, including Direct Execution (DEX); and use of management fee charges against the Fund for strengthening field level implementation capacity. Since its inception, the Fund has mobilized over US\$150 million, and is used to consolidate, both from a substantive and financial point of view, UNDP's efforts to mobilize and use non-core resources for conflict prevention and recovery programmes.
28. The TTF has provided an important new funding modality for UNDP's mine action projects and has helped to streamline the mechanisms for funding projects and reporting back to donors. The Bureau for Crisis Prevention and Recovery (BCPR)'s Mine Action Team recognizes the added value of utilizing a thematic process to track donor contributions and implement a comprehensive resource mobilization strategy around a distinct Service Line. In addition, several Country Offices where BCPR

supports mine action projects have recognized that the TTF provides an important means of mobilizing non-core resources and disbursing funds in a simplified and rapid manner. In 2002, the TTF became an important new vehicle to fund UNDP mine action projects, in addition to traditional cost-sharing and trust fund arrangements and regular core resources.

2.2.4 UNDP Trac Funding and Country Office Trust Funds

29. Trac resources are UNDP's core resources, which are allocated to UNDP projects, Country Offices and Regional Bureaux according to various methodologies approved by UNDP's Executive Board. Each year, UNDP Trac funding supports a substantial number of UNDP mine action programmes.
30. UNDP Country Office Trust Funds: Many UNDP Country Offices manage their own country- and project-specific trust funds. This funding mechanism is available to donors who wish to fund the Country Offices directly rather than through UNDP's Thematic Trust Fund for Crisis Prevention and Recovery.

2.2.5 Adopt-A-Minefield

31. Central to the UNDP Mine Action Team's effort to build public-private partnerships is its five-year partnership with the United Nations Association and its Adopt-A-Minefield programme. Adopt-A-Minefield is an international campaign that raises funds for UN mine clearance operations in six countries — Afghanistan, Bosnia and Herzegovina, Cambodia, Croatia, Mozambique and Vietnam. The programme, which has raised \$8 million to date, is the largest international grassroots effort to raise funds from the public and private sectors, including individuals, businesses and civic organizations.

2.2.6 UNICEF funding mechanisms

32. Funds for UNICEF mine action programmes are raised mainly through the activity of the Programme Funding Office and UNICEF National Committees.
33. UNICEF Programme Funding Office (PFO) co-ordinates UNICEF relations with donor Governments through continuous liaison with their Permanent Missions and in capital cities. PFO acts as the formal liaison between donor Governments and the UNICEF secretariat regarding programme co-operation, UNICEF priorities and future needs.
34. UNICEF is unique in the UN system in having a supportive network of private citizens -- its National Committees. They enable people, in their private capacities, to participate in UN efforts to save and improve the lives of children throughout the world. Currently, there are Committees for UNICEF in 37 industrialised countries. Autonomous non-governmental organisations (NGOs), they are recognised by their

Governments and operate under formal relations with UNICEF. They vary in size, style and structure, they all help raise awareness about the situation facing children in countries UNICEF assists and, increasingly, about the rights of children everywhere. Over the course of the years, National Committees in industrialised countries have been actively campaigned to mobilise public opinion, by documenting the human and social cost of landmines and by ensuring that their victims, many of whom are children, are not forgotten. National Committees also raise funds. The sole recipients of funds raised by the Committees are children in developing countries. Some UNICEF mine risk education (MRE) programmes have benefited from funds raised by the National Committees. Sums received are usually of moderate amounts and well serve the financing of small MRE projects which otherwise would not get the attention of major donors.

2.2.7 Host Government Contributions

35. Governments of mine-affected countries provide in-kind and financial contributions to their national mine action programmes where their resources permit. The UN mine action community seeks to encourage such contributions insofar as they highlight the importance of UN-host government partnerships in tackling the latter's mine problems. The UN is exploring ways of recording such contributions.

2.3. **Resources mobilised by the UN: perspectives on past and future UN funding**

36. In 2002, the portfolio of mine-related projects requested approximately US\$ 180 million to provide assistance to UN mine action programmes in 35 countries. Of this, US\$ 115 million, or 65%, was received. This shortfall in funding has had a negative impact on the effective implementation of coherent and sustained mine action programmes in several mine-affected countries.

Response to the 2002 Portfolio				
	Funds requested US\$ million	Funds received US\$ million	Shortfalls	
			US\$ million	%
Emergency mine action	86.8	60.7	26.2	30.1%
Capacity building	61.6	38.6	23.0	37.3%
Mine risk education and victim assistance	17.4	7.9	9.5	54.6%
Coordination	12.6	8.1	4.5	35.6%
Total	178.4	115.4	63.1	35.4%

37. The requirements identified in the 2003 Portfolio, which covers 34 countries and includes 90 individual UN projects, amount to approximately US\$ 200 million. US\$ 189 million, or 93% of all planned UN assistance for 2003, directly relates to field activities. These field activities can be grouped into three categories:

- a) Emergency mine action programmes, mainly supported by UNMAS and UNDP);
 - b) Longer-term capacity building programmes, mainly supported by UNDP; and
 - c) MRE and victim assistance projects, mainly supported by UNICEF and WHO.
38. The activities that do not directly relate to field programmes correspond to the core coordination and support functions of UNMAS, UNDP and UNICEF. These activities amount to US\$ 14.9 million (or 7% of overall UN assistance programmes for 2003).
39. As of 6 May 2003, 54% of the total requirements for mine action programmes in the 2003 Portfolio remain unmet. This represents a total shortfall of US\$ 109 million. The breakdown is as follows.

Response to the 2003 Portfolio				
	Funds requested US\$ million	Funds received (as of 6 May 2003) US\$ million	Shortfalls	
			US\$ million	%
Emergency mine action	111.3	56.8	54.5	49.0% (1)
Capacity building	53.8	22.9	30.9	57.4%
Mine risk education and victim assistance	24.3	6.8	17.5	72.0%
Coordination	14.9	8.5	6.4	43.0%
Total	204.3	95.0	109.3	53.5%

(1) Shortfalls for emergency programmes, other than the Northern Iraq programme, represent 72% of the requirements identified.