

Mine Action Strategy for the Australian Aid Program 2010-2014

Mid-Term Review

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Ian Mansfield
Mine Action Consultant

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KEY FINDINGS AND RECOMMENDATIONS

- The 'Mine Action Strategy for the Australian Aid Program 2010 – 2014' clearly outlines Australia's strong interest and commitment to mine action, and the Strategy is being successfully implemented. At the mid-point, it is considered that the Strategy is still relevant, and consistent with Australia's overall aid priorities and approach.
- The Review found that there was a very positive response by almost all stakeholders to Australia's role in mine action, and for the way in which the Strategy is being implemented. Many referred to Australia as a 'model donor' and one who acts according to international best practice.
- The geographic focus of the Strategy is on the Asia-Pacific region, and over half the funding has gone to Afghanistan, Cambodia, Laos and Sri Lanka. However, more focus could be placed on the problem of explosive remnants of war in the Pacific, and flexibility needs to be maintained to respond to emerging priorities, including in Africa.
- Australia is making very good progress against all the four outcomes of the Strategy. Through its extensive contributions to mine clearance and risk education, it can be shown that Australian assistance under the Strategy has contributed to the prevention of deaths and injuries in affected countries.
- Australia has displayed strong and effective leadership in the mine action sector – including through its active involvement in the three main conventions related to this issue – the Anti-Personnel Mine Ban Convention (APMBC), the Convention on Certain Conventional Weapons (CCW) and more recently the Convention on Cluster Munitions (CCM).
- AusAID should consider expanding its Global Mine Action Program to enable strategic support to global mine action priorities including the completion initiative, global victim assistance programs, emergency mine action and support to countries where Australia is unable to provide bilateral mine action support.
- Another five year strategy will be required from 2015 in order to build on the progress to date. However, the next strategy should not be framed so specifically in terms of the Anti-Personnel Mine Ban Convention, but rather be based on a broader framework of 'explosive remnants of war' or some other expanded concept and terminology.

1. EXECUTIVE SUMMARY

1.1 Introduction

Australia has a long standing commitment to mine action, recognizing that reducing the impact of landmines and other explosive remnants of war (ERW) is both a humanitarian and development priority. Since 2005 Australia's mine action assistance has been guided by a multi-year mine action strategy. The current "Mine Action Strategy for the Australian Aid Program 2010 – 2014" pledges \$100 million over the five year period. This is the largest five-year commitment made by Australia to mine action. The Strategy is a whole-of-Government approach which was developed to guide Australia's mine action assistance including its international obligations under the Anti-Personnel Mine Ban Convention (APMBC), the Convention on Certain Conventional Weapons (CCW) and the Cluster Munition Convention (CMC), and to contribute to achieving the Millennium Development Goals. The goal of the Strategy is;

- To reduce the threat and socio-economic impact of landmines, cluster munitions and other explosive remnants of war.

The goal is to be achieved through four outcomes:

1. Improved quality of life for victims of landmines, cluster munitions and other explosive remnants of war (ERW).
2. Reduced number of deaths and injuries from landmines, cluster munitions and other explosive remnants of war.
3. Enhanced capacity of countries to manage their mine action programs.
4. Effective leadership and advocacy by Australia on mine action.

Within the aid program, mine action is programmed primarily through the bilateral (country) aid programs. The heavily affected countries of the South East Asia region (Cambodia, Laos) have traditionally been the focus of Australian mine action support. However, in recent years Australia has increased support to Afghanistan, Iraq, Jordan, Sri Lanka and Lebanon. In addition, the aid program has a Global Program with a budget of \$2.5 million per year managed by the Mine Action Coordinator to support global mine action work implemented by national and international agencies. This includes support for the work of the Conventions, for research, monitoring and evaluation and for universalization and advocacy. The Global Program is supplemented from time to time with funds from the disability and humanitarian budgets which enables Australia to support a broader range of victim assistance, clearance and risk education initiatives including to support countries where Australia does not have a regular aid program.

Australia committed to review its "Mine Action Strategy 2010 to 2014" at its mid-term point in early 2012. Terms of Reference were developed and an independent consultant (Mr. Ian Mansfield) was engaged to undertake the Mid-Term Review. This report details the findings of the Review, which was informed by research, interviews and a questionnaire.

The Mid-Term Review also included as a major component a review of AusAID's mine action engagement in the Middle East region and included a field visit to Jordan and Lebanon. The final report for the Middle East review was submitted to AusAID in December 2011 and is attached as an Annex to this report.

1.2 General findings

Overall, the Mine Action Strategy clearly outlines Australia's strong interest and commitment to mine action, and the Strategy is being successfully implemented. The Strategy covers the whole range of mine action activities – mine risk education, clearance, victim assistance, stockpile destruction and advocacy and has a primary geographic focus on the Asia-Pacific region. The Strategy is a whole-of-government approach which communicates Australia's priorities to its partners and guides Australia's involvement in the various international treaties dealing with landmines, cluster munitions and other explosive remnants of war. To support the implementation of the Strategy it comes with a multi-year funding commitment of \$100 million over the five year period.

The Review found that there was a very positive response by almost all stakeholders to Australia's role in mine action, and for the way in which the 'Mine Action Strategy for the Australian Aid Program 2010 – 2014' is being implemented. Many referred to Australia as a 'model donor'. Australia is one of the few mine action donors that has a written mine action strategy, and it has risen from being the 11th largest donor to mine action in 2008 to being the 6th in 2011. At the mid-way point of this Strategy it has already committed \$84.98 million in funding, so is most likely to exceed the \$100 million commitment well before the end of the Strategy in 2014.

Recommendations in this section include;

- **Recommendation 1.** The current Strategy document is still relevant and appropriate for the remainder of the Strategy period.
- **Recommendation 2.** Another five year strategy will be required from 2015, in order to build on the progress to date. However, the next strategy should not be framed so heavily in terms of the Anti-Personnel Mine Ban Convention, but rather be based on a broader framework of 'explosive remnants of war' or some other expanded concept and terminology.
- **Recommendation 3.** Assistance provided to mine action through DFAT and Defence should also be captured and reported as part of Australia's response to the Mine Action Strategy (whilst noting that it is additional to the \$100 commitment to mine action from the aid program, may not all be Official Development Assistance (ODA) eligible and that DFAT has moved over the past year to ensure that these activities are reported in all relevant reports).
- **Recommendation 4.** AusAID should continue to fund activities even if the total expenditure for the Strategy period exceeds the \$100 million commitment (dependent of course on demonstrated needs and funds being available).

- **Recommendation 5.** Any future Strategy should continue to make reference to the United Nations Gender Guidelines for Mine Action Programs as a standard to follow, and to ensure that reporting from projects is sex disaggregated.

1.3 Geographic focus

The Strategy states that ‘Australia’s mine action assistance will focus on the most heavily affected countries in the Asia-Pacific region, while maintaining the flexibility to respond to emerging needs and priorities’. Significant amounts have been made available for mine action projects in the most affected countries in the Asian region e.g. Afghanistan, Cambodia, Laos and Sri Lanka. In 2010 and 2011 more than 50% of the funds allocated for mine action went to these four countries. However, very little direct assistance has been provided to any mine action activities in the Pacific. While there is clearly no significant or emergency situation with landmines in the Pacific region, there is a growing awareness of the problem of explosive remnants of war, such as unexploded ordnance and abandoned munitions from World War Two in eight countries.

The number of countries receiving Australian assistance so far in the Strategy has varied considerably. In 2009 projects in a total of 11 countries were funded, in 2010 this rose to 23 but has reduced to ten in 2011. The annual forecast for the last two years of the Strategy is for around ten countries. The increase in 2010 did not seem to relate directly to any particular goal or objective of the Strategy and mainly involved countries in Africa, reflecting a broadening reach of the aid program.

A Global Program of around \$2.5 million per year is managed directly by the Mine Action Coordinator within AusAID. This has been used to fund international organizations, such as the United Nations Mine Action Service (UNMAS), the Geneva International Centre for Humanitarian Demining (GICHD), the International Committee of the Red Cross (ICRC) and other thematic organizations. The Global Program has also been used to fund emergency activities, such as DRC, Libya and Sudan, as well as some completion initiatives.

Recommendations on the geographic aspects of the Strategy are;

- **Recommendation 6.** Australia should increase its focus on the explosive remnants of war problem in the Pacific by assisting efforts to more clearly quantify the problem and by supporting a more structured response to it.
- **Recommendation 7.** Australia should continue to focus its assistance on the major bilateral (country) programs and not spread its support to too many countries. If additional funding becomes available for mine action at any time, a list of criteria and priorities should already be in place. The list could include meeting current emergency needs, assisting countries to achieve completion of their clearance efforts, etc.

- **Recommendation 8.** AusAID should review its mine action engagement in Africa, and develop a more coherent plan that logically focuses on supporting mine action over the longer term in a few countries.
- **Recommendation 9.** AusAID should consider increasing the Global Mine Action Program budget to enable it to provide ongoing support to a broader range of well-regarded global mine action programs and facilities, to improve its flexibility in responding to emergency situations, to give more predictability to its contributions to some international organizations and to support emerging mine action priorities (such as supporting certain countries to complete their mine clearance).

1.4 Implementing partners

The funding provided by AusAID has gone to a variety of mine action organizations, such as national mine action authorities, United Nations agencies, other international organization and international and national non-governmental organizations. This spread is consistent with other mine action donors and the funding has covered all the pillars of mine action. Around 80 activities have been funded so far in the Strategy period.

The Strategy supports the enhancement of the capacity of countries to manage their mine action programs. However, funding has not gone directly to any national mine action authority. AusAID's long-term mine action programs in Cambodia, Laos and Afghanistan are now deliberately focused on strengthening national capacity and supporting the national mine action program. In each of these countries Australia's funding is provided through the designated United Nations coordinating agency which has been mandated to assist in the execution of the national mine action program. This is a logical step that is expected to enhance coordination and effectiveness. AusAID should work with the UN coordinating agency supporting the national authority to develop a clear plan for transitioning to full national management of the mine action program. In programming any further funding to these countries, AusAID should explicitly consider whether the funds should be programmed directly to the national mine action program.

The Strategy also notes that support will be delivered by a range of partners, including 'Australian NGOs'. Whilst it is acknowledged that there are few Australian organizations engaged in mine action activities, very little funding has gone to Australian organizations.

In relation to implementing partners it is recommended that;

- **Recommendation 10.** AusAID could consider reducing the number of mine action projects it manages, including by focusing on fewer countries and engaging in more multi-year commitments.
- **Recommendation 11.** For countries facing long-term mine action challenges, AusAID should consider how its mine action support will build the

capacity of the national mine action program and consider, where appropriate, whether support should be provided directly to the national mine action authority.

- **Recommendation 12.** AusAID should consider supporting Australian NGOs where they can add value to mine action efforts.

1.5 Support to International Conventions

Australia has been an active and visible participant for many years in the life of the three main conventions related to this issue – the Anti-Personnel Mine Ban Convention (APMBC), the Convention on Certain Conventional Weapons (CCW) and more recently the Convention on Cluster Munitions (CCM). Australia has held key positions within the Convention frameworks, has promoted advocacy for them in the region and has provided funding to support the implementation of the Conventions. Australia signed the CCM on 3 December 2008 and is progressing towards ratification of the Convention in line with standard Parliamentary processes, and it is committed to the CCM – as demonstrated by supporting the CCM meetings and providing funding to fulfill the humanitarian objectives of the Convention.

Recommendations related to Conventions are;

- **Recommendation 13.** Australia should continue to be an active player in the life of the various Conventions related to mine action i.e. APMBC, CCM and CCW.
- **Recommendation 14.** Australia should continue implementing the humanitarian provisions of the CCM while the ratification process is underway.
- **Recommendation 15.** Australia could consider providing support for Convention meetings within the framework of assistance to the Conventions and their Implementation Support Units, to minimize administration and maximize sustainability.
- **Recommendation 16.** Australia could take a stronger approach to using the Convention on the Rights of Persons with Disabilities and disability-inclusive development as the framework for victim assistance.

1.6 Progress against the Mine Action Performance Framework

The four main intended outcomes of the Strategy are:

- improved quality of life for victims
- reduced number of deaths and injuries
- enhanced capacity of countries to manage their mine action programs
- effective leadership and advocacy by Australia on mine action

The Review attempted to measure the progress to date of achieving the intended outcomes. However, these outcomes are difficult to quantify for a number of reasons. The first is common to the mine action sector, in that 'outputs' such as square metres of land cleared, numbers of victims assisted etc. are easy to measure, but 'outcomes' like improvements to people's lives and safety, increased agricultural productivity are much more difficult to assess. There is usually a lack of data in post conflict countries to enable such analysis, or the data is not gathered for inclusion in project reporting.

The second is that there was no baseline data available at the start of the Strategy period against which to measure any progress. During the previous Mine Action Strategy 2005 - 2010 there was a mid-term review conducted in November 2008, but there was no separate review undertaken at the end of the Strategy period. Discussions on the outcomes of that Strategy were part of the consultations leading to the drafting of the current Strategy, but these were not documented as a consolidated set of outcomes. In addition, most of the mine action projects funded by AusAID are less than \$3 million and thus are not subject to formal evaluation. Ongoing regular reporting is received against all AusAID funded initiatives which specifies progress against achievements. A summary of achievements is included in the annual mine action activities publication. The publications indicate solid progress is being made against all outcomes of the Strategy.

Recommendation

- **Recommendation 17.** AusAID should require partner organizations to improve data capture and reporting against the outcomes of the Mine Action Strategy.

With regards to improving the ***quality of life of victims***, Australia has contributed more than the average of other donor contributions to victim assistance activities so far in the Strategy. While it is not possible to put any kind of figure on the improvement to the quality of life of victims, it would seem reasonable to conclude that the Australian contribution has made a positive difference. Australia supports the principle of inclusive and sustainable support to people with disabilities. The ICRC is a major partner and it has the expertise to deliver results and is involved with countries for the longer term. Feedback from other partners suggests that Australian support is making a difference.

On the ***reduction of casualties***, from the overall global trends and the specific reporting from country level projects and activities, it can be shown that Australian assistance under the Mine Action Strategy has contributed to the prevention of deaths and injuries. It is not possible to put a figure or a percentage on this outcome as casualty figures are generally made available and monitored on a national basis, or are not necessarily available for particular geographic regions where a specific donor is funding activities. In some cases it may be possible to calculate the percentage of the total contribution made for clearance and mine risk education by Australia to a country and then apply this percentage to the reduction in victim figures, whilst noting possible limitations on the accuracy of this calculation.

Australia has contributed to ***the enhancement of partner governments to effectively implement and monitor their mine action programs***. This has largely been achieved by working through the United Nations agencies mandated to support national authorities. AusAID has also contributed to the overall professional development of the sector through funding to the Geneva International Centre for Humanitarian Demining (GICHD) and other international organizations, which flows on to mine affected countries.

The overall view of **the effectiveness of Australian leadership in mine action is positive**. Australia has certainly led by example on the aid front. It is regarded by many as a 'model donor', and the Strategy is often referred to as an example for others to follow. Because Australia has stayed the course and increased its financial contributions, its influence on organizations like the United Nations and GICHD has grown. Its recent assumption of the chair of the informal donor body, the Mine Action Support Group (MASG) provides another opportunity for Australia to demonstrate its leadership and influence on other mine action donors. At the mine affected country level, Australia is a major player in countries like Cambodia, Laos and Sri Lanka. On the Convention front, Australia has played an active role in assuming leadership positions on the various committees. It has been active in advocacy and universalization of the Conventions, and recently assisted two States from the Pacific to join the APMBC. Early ratification of the Convention on Cluster Munitions (CCM) would assist in consolidating Australia's leadership.

2. INTRODUCTION

2.1 Background

The Mine Action Strategy for the Australian aid program (2010 to 2014) reflects the Government's commitment to mine action, including its obligations under the disarmament conventions – the Anti-Personnel Mine Ban Convention (APMBC), the Convention on Cluster Munitions (CCM) and the Convention on Certain Conventional Weapons (CCW), and its commitment to achieving the Millennium Development Goals. The Mine Action Strategy (the Strategy) has committed \$100 million over the period 2010 to 2014. This is the largest five-year commitment made by Australia to mine action and builds on previous commitments – a \$100 million commitment over a 10 year period after signing the APMBC and a further \$75 million from 2005 to 2009. The goal of the Strategy is;

- To reduce the threat and socio-economic impact of landmines, cluster munitions and other explosive remnants of war.

The goal will be achieved through four outcomes;

1. Improved quality of life for victims of landmines, cluster munitions and other explosive remnants of war.
2. Reduced number of deaths and injuries from landmines, cluster munitions and other explosive remnants of war.
3. Enhanced capacity of countries to manage their mine action programs.
4. Effective leadership and advocacy by Australia on mine action.

2.2 Mid-Term Review

Australia undertakes to ensure that strong performance-based principles underpin the way it measures the effectiveness, efficiency and impact of mine action. As a result, Australia committed to review its Mine Action Strategy 2010 to 2014 at its mid-term point against the Mine Action Strategy Performance Framework. It was proposed that the Mid-Term Review include as a major component, a detailed review of AusAID's mine action engagement in the Middle East region.

The Objectives of the Mid-Term Review are as follows;

- To review the implementation of Australia's mine action strategy and make recommendations for future engagement in mine action.
- To review AusAID's mine action program in the Middle East and make recommendations for future engagement.

The period covered by the Review is from January 2010 until June 2012.

2.3 Methodology

The scope of the Mid-Term Review was determined by the Terms of Reference provided by AusAID (see Annex 1). The methodology for the Review employed multiple methods (semi-structured interviews with government officials from mine affected countries, United Nations staff, other donor representatives, project personnel, experts from mine action and other fields; distribution of a questionnaire, observation, review of records and review of secondary data) to obtain sufficient quantitative and qualitative data to allow for reliable conclusions to be drawn. A questionnaire was developed and distributed widely to relevant agencies and 23 written responses were received (including from AusAID bureaux and posts). Follow-up interviews were conducted in some cases, and other respondents preferred just to be interviewed. A total of 30 interviews were conducted. Overall, the consultant received information and feedback from a wide range of relevant agencies and programs.

A Review Methodology was developed by the consultant and approved on 26 October 2011. This was subsequently updated on 25 January 2012. A copy of the questionnaire that was distributed to key stakeholders and partners is at Annex 2. A list of those people interviewed is at Annex 3 and a list of the responses to the questionnaire is at Annex 4.

3. CONTEXT

It is estimated that over 70 countries or territories in the world are affected by the presence of landmines or other Explosive Remnants of War (ERW). Of these, about 50 have established some form of national mine action program designed to plan, manage and implement operational activities covering demining, risk education, victim assistance and stockpile destruction programs. Most of these programs are reliant on some level of donor support to function properly. The actual conduct of activities is often undertaken by international or national non-governmental organizations, commercial companies or United Nations agencies.

At the international level the Anti-Personnel Mine Ban Convention (APMBC) and the Convention on Cluster Munitions (CCM) have successfully provided a focus for stigmatizing the weapons and have dramatically limited their use. Both Conventions contain obligations for affected countries to take steps to remove the hazards posed by these weapons and to assist victims, and for other countries to destroy stockpiles and to provide assistance where possible. In addition, the Amended Protocol II on Mines, Booby-Traps and Other Devices, and Protocol V on Explosive Remnants of War within the Convention on Certain Conventional Weapons (CCW) establish general restrictions and responsibilities regarding mines, cluster munitions and ERW. More recently, the Convention on the Rights of Persons with Disabilities (CRPD) has helped the various states parties of the above Conventions with a more systematic, sustainable and human rights based approach by bringing victim assistance into the broader context of persons with disabilities.

The Geneva International Centre for Humanitarian Demining (GICHD) recently undertook an assessment of the mine action sector when developing their new strategy. Their analysis summarizes the current situation very well. It states;

“After having singled out two of the worst indiscriminate weapons, international and national attention is now directed towards the broader phenomenon of armed violence. For example, the Explosive Weapons initiative deals with a broad range of weapons that have horrible effects on civilians when used in populated areas, while the Arms Trade Treaty (ATT) which is currently being negotiated aims to achieve an international agreement and standard to regulate the international transfer of all types of conventional weapons. Backed by the Geneva Declaration on Armed Violence and Development, the Oslo Commitments on Armed Violence and other processes, the international community nowadays widely recognizes that armed violence poses a serious obstacle to the achievement of the Millennium Development Goals.

At a more operational level:

- Progress will accelerate in terms of countries meeting treaty obligations, reducing and eliminating the impact, or assuming responsibility for their remaining contamination problem, implying a fall in both the total volume of assistance required for national mine action programmes and in the total

number of countries needing and seeking mine action assistance from the international community.

- The assistance provided to some countries will not disappear, but may shift into wider explosives and weapons related activities or more targeted mine action support delivered, for example, via training workshops, short-term advisors, and South-South exchanges.
- There is a clear move among donors towards greater focus on projects and country programmes, as opposed to the past practice of providing core funding to organisations with global activities.
- Mine action is becoming a more competitive place. Contracting, compliance issues and business opportunities (e.g. with oil companies) are increasingly important. Resources are sometimes allocated to other activities, such as the destruction of a broader range of weapons. As a result, many mine action organisations are moving successfully into related fields.
- Given donors' increasing focus on value-for-money, countries and organisations are expected to provide more justification for their activities, with clearer evidence of effectiveness - development outcomes and treaty compliance - and efficiency, by better definition of the contamination problem and by using the most cost effective ways to eliminate threats and constraints.
- There is clear expectation that national authorities will assume greater ownership of mine action problems and their resolution, including managing treaty obligations and dealing with residual levels of contamination. The management of the long-term aspects of the problem, especially those affecting victims of landmines/ERW, has begun to shift towards other established social and governmental actors.
- As in most sectors, rapid changes in technology – particularly Information & Communication Technology (ICT) – are creating opportunities for innovation and challenges for established platforms.

In summary, mine action remains an important humanitarian and development activity and a significant tool of progress. It is changing shape and form as the nature of the remaining problem evolves and as the circumstances and conditions which surround it change.”

4. GENERAL OBSERVATIONS

4.1 General Findings

Overall, the Review found that there was a very positive response from almost all stakeholders to Australia's role in mine action, and for the way in which the 'Mine Action Strategy for the Australian Aid Program 2010 – 2014' is being implemented.

There were common themes in all the responses to questionnaires or interviews, such as; Australia has a clear mine action strategy, it is backed up with a high level of financial commitment, some projects involve multi-year funding, Australia is easy to deal with, it usually accepts standard reporting from recipients and does not impose a large administrative burden. On a number of occasions Australia was referred to as 'the model donor'. The role Australia plays in the various international treaties related to landmines, cluster munitions and other explosive remnants of war was well recognized and appreciated. The only negative comments received during the review were from groups who had not received funding from AusAID, and more 'politically' motivated comments from several advocacy organizations about the slow pace of ratification by Australia of the Convention on Cluster Munitions.

Knowledge about the existence of Australia's Mine Action Strategy among external stakeholders was quite high, although most were not so well informed about the detail of it or had even seen a copy of the Strategy document. However, a number of respondents recalled the 'high level' launch of the Strategy at the 2nd Review Conference for the APMBC in Cartagena by Mr. Bob McMullan (the then Parliamentary Secretary). This should be kept in mind for any future strategy launches.

The current Strategy was drafted in 2009 and is couched very much in terms of the Anti-Personnel Mine Ban Convention (APMBC), although it does refer to the Convention on Cluster Munitions (CCM) and other international instruments. This is not a criticism but more an observation and reflection on the times – as the CCM did not enter into force until 1 August 2010. However, the current trend in the sector is to see the issue in the broader context of landmines, cluster munitions and other explosive remnants of war – or even further to include eliminating aging, surplus, loosely secured, or otherwise at risk conventional weapons and munitions / weapons 'abatement'. Other more contentious issues include Man Portable Air Defence Systems (MANPADS) which the US includes in its mine action programs, and also Improvised Explosive Devices (IEDs). The terminology of the sector is also evolving to include terms like explosive weapons or armed violence (for example, the ICRC now uses the term 'weapons contamination'). There is no need to change the current strategy, but when drafting the next Strategy the broader theme of explosive remnants of war or some other expanded concept and terminology should be the basis for Australia's interventions. While the term 'mine action' is defined by the United Nations and others to cover all explosive devices, it arguably has a strong association with landmines. Thus, it may be time to signal the evolution of the sector with a change in terminology when developing the next Strategy.

All stakeholders agree that there will be a need for another Australian strategy and funding commitment starting in 2015 in order to help affected countries 'finish the job'. This could be defined, for example, as having cleared all landmines and other explosive remnants of war, or at least having their own capacity to achieve this and to provide ongoing assistance to victims.

Recommendations;

- **Recommendation 1.** The current Strategy document is still relevant and appropriate for the remainder of the Strategy period.
- **Recommendation 2.** Another five year strategy will be required from 2015, in order to build on the progress to date. However, the next strategy should not just be couched in terms of the APMBC but rather be based on a broader framework of 'explosive remnants of war' or some other expanded concept or terminology.

4.2 Whole-of-Government Approach

Whilst the Strategy is clearly targeted for delivery by the Australian aid program the Strategy is regarded as a 'Whole-of-Government' policy. The Strategy predominantly guides the work of the aid program but also has a connection with the work of the Department of Foreign Affairs and Trade (DFAT) and to a lesser extent the Department of Defence. Other than perhaps some Australian Federal Police (AFP) work in the Pacific, no other government department plays a substantive role in the implementation of the Strategy.

AusAID is the focal point for the Strategy and the provision of a specific funding commitment to affected countries is one of the most visible aspects of the Strategy. The agency is responsible for achieving the funding commitment of \$100 million and at this stage is well on track to meet this target and will most likely exceed it. The Strategy is overseen by the Mine Action Coordinator who manages AusAID's Global Mine Action Program and coordinates with the bi-lateral aid programs for the delivery of mine action in a range of countries. Stability of the Mine Action Coordinator position has improved since the previous strategy. The current incumbent has been in post since August 2010 which has provided continuity and consistency. Feedback on the work of the Mine Action Coordinator and the quality of AusAID staff in field posts was all extremely positive.

The Strategy and its implementation complement and strengthen the disarmament policy work of DFAT. While DFAT agreed that the Strategy should be focused on the Asia-Pacific region, there should be flexibility, particularly with the allocation of aid. DFAT noted that Australia could play a greater role in promoting accession to the various Conventions among Pacific countries. In commenting on the pending ratification of the CCM, DFAT noted that it had not stopped Australia being active in participating in CCM meetings, promoting universalization, conducting workshops and

providing funding to fulfill the humanitarian objectives of the CCM. DFAT has no dedicated budget for mine action but may apply small levels of funding to mine action from time to time through mechanisms such as the Direct Aid Program.

The Department of Defence finds the Mine Action Strategy useful in that it clearly demonstrates Australia is fulfilling its Convention obligations, and provides a focused and multi-year approach (which is helpful given the two to three year posting cycle of Defence personnel). Defence provides technical expertise and advice to Australia's inputs to the various Convention discussions, particularly the CCM and the CCW. All Australian government input is highly regarded and well received at the meetings. On the operational side, the main focus of Defence is on explosive remnants of war in the Pacific. This is done in a number of countries through a variety of mechanisms – training, technical advice, gifting of equipment and support to deployments. The scope and result of this work does not seem to be captured or reported on in the context of the Mine Action Strategy in a systematic way, though it is reported through Australia's annual transparency reports to the United Nations. Defence also suggested that it may be useful to capture information on the AFP International Deployment Group (IDG), which prepares Federal Police for international missions, and integrate this information into the Mine Action Strategy. When questioned on the need for any Australian mine action involvement in Africa, they stated that there was a need to narrowly focus Defence engagement in Africa, and the priority was to assist major troop contributing countries to develop peacekeeping capability. Overall, Defence believes that Australia's focus should be on explosive remnants of war, with landmines and cluster munitions as 'sub-sets'.

Recommendation;

- **Recommendation 3.** Assistance provided to mine action particularly through DFAT and Defence should also be captured and reported as part of Australia's response to the Mine Action Strategy, whilst noting that it is provided additionally to the \$100 commitment to mine action through the aid program.

4.3 Implementation of the Mine Action Strategy 2010 – 2014

The Mine Action Strategy 2010 – 2014 was officially launched at the 2nd Review Conference for the APMBC in Cartagena in December 2009. The Strategy came with a commitment of \$100 million over the five year Strategy period (representing an average \$20 million per year).

At the time of this Review (June 2012 – which the mid-point of the Strategy) a total of \$84.98 million has already been committed to mine action activities since 1 January 2010. This is well 'ahead of schedule' and it is certain that the \$100 million target will be exceeded at the end of five years (at this stage the total current commitment is forecast to be in the range of \$120 million). This is seen by the Review as a positive thing and AusAID should not pull back or reduce committing funding in excess of the \$100 million

pledge if demonstrated needs still exist and the additional funds are available. A table showing the funds committed during the period January 2010 until May 2012 is attached at Annex 4.

The source of the \$100 million within AusAID comes from the various country programs within AusAID, along with a small dedicated Global Program of \$2.5 million per year. This is supplemented from time to time by additional funding from the disability and humanitarian programs.

The source and mechanisms for funding to mine action within the Australian aid program is not well understood by most external stakeholders, who assume that there is a dedicated budget of \$100 million available to be allocated by the AusAID Mine Action Coordinator. However, the 'mainstreaming' of mine action into development is one of the goals of the mine action sector, and has already been done by some donors, most notably the EU (who notably did not maintain a central global fund and thus lost all flexibility in responding to Convention related activities and emergencies). The Mine Action Coordinator plays an effective role in promoting the prioritization of mine action through the bilateral programs. This Review does not see any need to change the way AusAID sources the money to achieve the \$100 million commitment, and considers having the bulk of funds sourced from and integrated with bilateral programs linked to national development priorities as current 'best practice' within the mine action sector.

Australia's ranking as a mine action donor has risen steadily over the past few years. In 2008 Australia was ranked the 11th largest donor to mine action, whereas in 2011 it is ranked 6th. This change has been achieved by the increase in Australian contributions and not a decline by other donors. The increase is obviously viewed positively in the sector, and has strengthened Australia's influence, both with partner countries and in international fora.

With regard to cross cutting issues, one of the Guiding Principles for the Strategy Performance Framework is that mine action is designed using gender-sensitive approaches. AusAID has pursued this principle by supporting the Gender and Mine Action Programme (GMAP) which provides advocacy, awareness raising, research and technical assistance including training and capacity building to assist mine action practitioners and policy makers ensure that women, girls, boys and men as landmine/ERW victims, survivors, families and members of affected communities benefit on an equal basis from mine action activities.

A number of GMAP case studies from various mine affected countries clearly illustrate that mainstreaming gender in mine action has very positive outcomes. These examples confirm that mainstreaming gender is not only possible, but that it also makes mine action programmes more effective, equitable and inclusive. The case studies further demonstrate that gender mainstreaming can be achieved in highly diverse cultural settings like Iraq, Lao PDR and South Sudan. They also show that it can be accomplished in various pillars of mine action, including demining, a pillar that traditionally has been dominated by males with a military background. GMAP has

undertaken activities in countries relevant to Australia's Strategy, such as Cambodia, Laos, Lebanon and Sri Lanka. The ICRC also state that Australia's support contributed to the development of sustainable services for both male and female landmine victims.

Recommendations;

- **Recommendation 4.** AusAID should continue to fund activities even if the total for the Strategy period exceeds the \$100 million commitment (dependent on demonstrated needs and funds available).
- **Recommendation 5.** Any future Strategy should continue to make reference to the United Nations Gender Guidelines for Mine Action Programs as a standard to follow, and to ensure that reporting from projects is sex disaggregated.

4.4 Geographic focus

The Strategy states that 'Australia's mine action assistance will focus on the most heavily affected countries in the Asia-Pacific region, while maintaining the flexibility to respond to emerging needs and priorities'. There a number of ways to look at whether this objective has been achieved thus far in the life of the Strategy.

Significant amounts have been made available for mine action projects in the most affected countries in the Asian region e.g. Afghanistan, Cambodia, Laos and Sri Lanka. In 2010 and 2011 more than 50% of the funds allocated for mine action went to these four countries. In this regard Australia is meeting its stated objective. Many other countries in Asia have a landmine or other ERW problem, and future assistance may be appropriate in countries like Burma and Vietnam.

However, little direct assistance from the Strategy has been provided to any Pacific mine action activities (whilst noting that Defence has conducted Operation RENDER SAFE in the Pacific during this period). In the past some funding was provided for a study of ERW along the Kokoda Track and also to the GICHD for a small study on explosive remnants of war in the Pacific, along with some convention universalization support. A positive and important development is that the Australian – Palau Partnership for Development, has recognized ERW as a priority, paving the way for funding of clearance work in Palau.

While there is clearly no emergency situation with landmines in the Pacific region, there is a growing awareness of the problem of unexploded ordnance and abandoned munitions from World War Two in Kiribati, Solomon Islands, Palau, Papua New Guinea, The Republic of the Marshall Islands, Federated State of Micronesia, Nauru and Vanuatu. Most of the areas affected were either battlefields or military bases during WWII. A few of these countries have requested international assistance, including from Australia, and while some support has been provided it has been small and on an ad-hoc basis. While AusAID has funded some initial research into the issue, there needs

to be a more structured and systematic survey to quantify the scale of the problem. There are still a number of Pacific countries yet to join the APMBC, CCM and CCW, and the reporting level of those who are members has been low.

Australia's bilateral aid funding to mine action in the Pacific is constrained by the fact that it is not accorded priority in the Pacific Partnerships for Development (with the exception of Palau which as noted above has recently changed to accommodate the clearance of unexploded ordnance). Given growing momentum amongst affected countries and the Forum Secretariat to address the problem and possible efficiencies in addressing the problem through a regional approach, there could be a case for Australia to allocate mine action funding through the aid programs Pacific Regional Program.

The number of countries receiving Australian assistance so far in the Strategy has varied considerably. In 2009 projects in a total of 11 countries were funded, in 2010 this rose to 23 but has reduced to 10 in 2011. The annual forecast for the last two years of the Strategy is around 10 countries. The increase in 2010 did not seem to relate directly to any particular goal or objective of the Strategy and mainly involved countries in Africa, reflecting a broadening reach of the aid program. It can be partly explained due to extra funding being programmed through the global aid budget in 2010, which was then provided through the UN Voluntary Trust Fund to meet a number of emerging priorities e.g. Libya, DRC and Sudan, and to complete clearance in Guinea Bissau (this was significant as it was one of the first times AusAID have directly applied funds for completion). However, the contributions of \$50,000 each to Azerbaijan and Georgia are indicative of a highly administrative approach that is unlikely to be sustainable.

During interviews for this Review all stakeholders understood Australia's focus on the Asia-Pacific region, but believed that flexibility should be maintained to support global issues and emergency situations. None of the respondents had any fixed number of countries in mind, but all felt that 23 countries to be funded by Australia were too many. It is recommended that Australia continue to focus activities in the major long-term bi-lateral (country) programs and strategically provide support to a smaller number of countries e.g. for emergency response or to support the completion initiative. AusAID should develop some guidelines or a priority list to cover the situations when additional funding becomes available. Again, there is no fixed number of countries that should be supported, but it should be more like 10 to 15 countries each year, so as not to spread the assistance too thinly, or to increase the administrative burden on AusAID. This is in accordance with the Independent Review of Aid Effectiveness and the Government's response which endorsed consolidation to reduce fragmentation and administrative burden.

As mentioned, the increase in funding in 2010 was mainly allocated to projects in African countries. The Independent Review of the overall Australian aid program in 2010 recommended increasing aid to South Asia and Africa. However, support to Africa is not specifically mentioned in the Mine Action Strategy – there is just the general reference to maintaining flexibility with funding. The Landmine Monitor Report for 2011 lists 20 mine or ERW affected countries in Africa. This Review notes the overall desire

of Australia to engage more in Africa and agrees that there are significant mine action needs in the region. However, it is beyond the scope of this Review to advise which countries or projects in Africa should receive Australian assistance for mine action. It is recommended that AusAID undertake a brief review of the priorities and needs of African countries in its area of interest and develop a more coherent plan that logically focuses on supporting mine action over the longer-term in a few African countries (linked to broader bilateral aid programs where possible).

Global Program

The Strategy states that Australia will support multi-lateral organizations like the United Nations. This has been successfully achieved through the Global Program which has an annual budget of \$2.5 million and is under the management of the Mine Action Coordinator. Funding has been provided to UNMAS for United Nations mine action coordination, the GICHD for development of International Mine Action Standards (IMAS) and other research, the ICRC for victim assistance, the ICBL for the Landmine Monitor and to Geneva Call for work with armed non-state actors. The range and level of support to these organizations is considered useful and appropriate.

The Global program has also been used to fund emergency activities and ‘completion initiatives’ mainly through the UN Voluntary Trust Fund for Mine Action. Again, this is considered appropriate and the Global Program enables AusAID to maintain the ‘flexibility’ that is mentioned in the Strategy. It is considered that the amount of funding to the Global Program could be increased. This would enable AusAID to maintain its flexibility for emergency activities and completion, but also to respond in other ways. This could include a more predictable contribution to the ICRC Mine Action Appeal, or regular contributions to the United Nations Voluntary Trust Fund to support the completion initiative, emergency responses or other strategic priorities (For example, Japan lodge an amount in the VTF annually, and then throughout the year authorize its release for emerging activities). AusAID should also consider funding from the Global Program for the Implementation Support Unit (ISU) of the CCM when it is established.

Recommendations;

- **Recommendation 6.** Australia should increase its focus on the ERW problem in the Pacific by assisting efforts to more clearly quantify the problem and supporting a more structured response to it.
- **Recommendation 7.** Australia should continue to focus its assistance on the major bi-lateral (country) programs and not spread its support to too many countries. If additional funding becomes available for mine action a list of criteria and priorities should already be in place, such as meeting current emergency needs or assisting countries to achieve completion of their clearance efforts.

- **Recommendation 8.** AusAID should review its mine action engagement in Africa, and develop a more coherent plan that logically focuses on supporting mine action over the longer term in a few countries.
- **Recommendation 9.** AusAID should consider increasing the Global Program budget to improve its flexibility in responding to emergency situations, to give more predictability to its contributions to some international organizations and to support emerging mine action priorities (such as supporting certain countries to complete their mine clearance).

4.5 Implementing Partners

The funding provided by AusAID has gone to a variety of mine action organizations, such as national mine action authorities, United Nations agencies, other international organization and international and national non-governmental organizations. This spread is consistent with other mine action donors and the funding has covered all the pillars of mine action – clearance, mine risk education, stockpile destruction, victim assistance and advocacy. Around 80 activities have been funded so far in the Strategy period. While the Review did not look at the internal working of AusAID, this seems to be a lot of activities as they all carry an administrative load. As noted before, most activities are well under a \$3 million budget. If this number of activities is felt to be too many by AusAID, the solution could include a focus on fewer countries and more multi-year projects with larger budgets.

A number of issues were raised during the Review with regards to the spread of implementing partners. The third outcome of the Strategy is ‘Enhanced capacity of countries to manage their mine action programs’. However, funding has not gone directly to any national mine action authorities. AusAID’s long-term mine action programs in Cambodia, Laos and Afghanistan are now all focused on strengthening national capacity, with funding to these national mine action programs going through the United Nations agency mandated to support the national mine action program. This issue is addressed more in Section 5.4, but the Review acknowledges the challenges involved with funding national authorities directly.

The second point relates to the statement in the Strategy that support will be delivered by a range of partners, including ‘Australian NGOs’. Whilst it is acknowledged that there are few Australian organizations engaged in mine action activities, very little funding has gone to Australian organizations. A number of smaller Australian NGOs stated that they found it difficult to get funding from AusAID and that there should be clearer channels to make it easier for them to obtain grants for projects. However, some of these organizations have limited capacity to formulate and implement programs. AusAID should consider funding for Australian NGOs that are effective and able to demonstrate that they can add value to mine action.

Recommendations;

- **Recommendation 10.** AusAID could consider reducing the number of mine action projects it manages by focusing on fewer countries and engaging in more multi-year commitments.
- **Recommendation 11.** For countries facing long-term mine action challenges, AusAID should consider how its mine action support will build the capacity of the national mine action program and consider, where appropriate, whether support should be provided directly to the national mine action authority.
- **Recommendation 12.** AusAID should consider support to Australian NGOs that are effective and where they can add value to mine action efforts.

4.6 Support to International Conventions

Australia has been an active and visible player in the various Conventions related to landmines for many years, and this has continued in the current Strategy period. This issue is also addressed in Section 5.5 in the context of leadership, but some key points are outlined here.

Australia has been a past-President of the Anti-personnel Mine Ban Convention (APMBC), Co-Chair of the Victim Assistance Committee, and a strong contributor to VA programs of the APMBC. It has also been a previous Co-Chair of the Standing Committee on Mine Clearance (2008-09), is a member of the APMBC Coordinating Committee and currently serves as Coordinator of the Sponsorship Program.

Australia is also active in the various protocols of the Convention on Certain Conventional Weapons (CCW) and has provided expert advice and opinion to discussions. During 2010-11 Australia was President of the CCW Protocol V and it is currently the coordinator on discussions about Improvised Explosive Devices (IEDs). The negotiations in the CCW can be long and drawn out, and contain a much more diverse range of views than other Conventions. Discussions have re-opened on Mines Other Than Anti-Personnel (MOTAPM) which an important issue given the number of military and civilian casualties these devices cause. Australia should remain engaged in the CCW; however, it needs to weigh up how much time and energy to invest in the CCW against expected gains.

Australia signed the Convention on Cluster Munitions on 3 December 2008 and the ratification process is currently underway in line with standard Parliamentary processes. However, during this period it has been active in the workings of the Convention by supporting CCM meetings and providing funding to fulfill the humanitarian objectives. It has been a 'Friend of the Chair' for clearance activities and developed a paper on land release for cluster munition clearance which was endorsed by States Parties at the 2nd Meeting of States Parties. Australia provided significant funding for both the First Meeting of States Parties held in Vientiane in 2010 and the Second in Beirut in 2011. An official from the ICBL stated that the First meeting would probably have not gone

ahead without the Australian funding. However, some questions were raised about the usefulness of the activities chosen by the organizers of the Second meeting on which donor funds were applied (Note. The report on the use of the funds for the 2 MSP has yet to be received by AusAID). Australia should consider limiting support for Convention meetings within the framework of its assistance to the Conventions and their Implementation Support Units, to minimize administration and maximize sustainability.

On the issue of victim assistance, the Convention on the Rights of Persons with Disabilities (CRPD) is beginning to play a larger role in mine action discussions. The Landmine Monitor 2011 noted that “In the Mine Ban Treaty context, the CRPD is considered to provide the States Parties with a more systematic, sustainable, gender sensitive and human rights based approach by bringing victim assistance into the broader context of persons with disabilities”. At the international level and in various recent Convention meetings, the CRPD has remained a key focus of victim assistance discussions.

The Monitor goes on to state “In 2010, for the first time, it was possible to identify APMBC states parties harmonizing their efforts to implement the APMBC, the CCM and the CRPD across all three conventions, at the national and diplomatic levels....Each of the three conventions provide useful strategies and priorities for providing comprehensive care and promoting the full realization of human rights for all survivors and persons with disabilities.”

In some countries such as Cambodia, Australia's victim assistance efforts have been subsumed into broader disability-inclusive approaches. But as outlined in Section 5.2 this is not seen as the case in all countries and challenges exist when partner countries segregate victim assistance funding and disability-inclusive development (DID). Many of the services that landmine survivors require are the same for people with disabilities. Greater resourcing will be required if Australia wants to meet victim assistance obligations under the APMBC and the CRPD.

Recommendations;

- **Recommendation 13.** Australia should continue to be an active player in the life of the various conventions related to mine action i.e. APMBC, CCM and CCW.
- **Recommendation 14.** Australia should continue implementing the humanitarian provisions of the CCM while the ratification process is underway.
- **Recommendation 15.** Australia should consider limiting support for Convention meetings within the framework of its assistance to the Conventions and their Implementation Support Units, to minimize administration and maximize sustainability.

- **Recommendation 16.** Australia should continue to strengthen its approach to using the Convention on the Rights of Persons with Disabilities and disability-inclusive development as the framework for victim assistance.

5. PROGRESS AGAINST THE MINE ACTION PERFORMANCE FRAMEWORK

5.1 The Performance Framework

The Mine Action Strategy document contains an overarching goal and four main outcomes. The goal is to reduce the threat and socio-economic impact of landmines, cluster munitions and other explosive remnants of war. The intended outcomes are:

- improved quality of life for victims of landmines, cluster munitions and other explosive remnants of war
- reduced number of deaths and injuries from landmines, cluster munitions and other explosive remnants of war
- enhanced capacity of countries to manage their mine action programs
- effective leadership and advocacy by Australia on mine action

This section will attempt to measure the progress to date of achieving the intended outcomes. However, these outcomes are difficult to quantify for a number of reasons. The first is common to the mine action sector, in that 'outputs' such as square metres of land cleared, numbers of victims assisted etc. are easy to measure, but 'outcomes' like improvements to people's lives and safety, increased agricultural productivity are much more difficult to assess. There is usually a lack of data in post conflict countries to enable such analysis.

The second is that there was no baseline data available at the start of the Strategy period against which to measure any progress. During the previous Mine Action Strategy 2005 - 2010 there was a mid-term review conducted in November 2008, but there was no separate review undertaken at the end of the Strategy period. Discussions on the outcomes of that Strategy were part of the consultations leading to the drafting of the current Strategy, but these discussions were not documented as a consolidated set of outcomes. In addition, most of the mine action projects funded by AusAID are less than \$3 million and thus are not subject to formal evaluation. Setting quantifiable indicators for these types of outcomes is difficult but the 'Performance Questions' and 'Information to Consider' listed in Appendix 2 to the Strategy are probably as good as could be expected.

During the Review a questionnaire was distributed to stakeholders and they were asked their opinion on how Australia was going in achieving the desired outcomes of the Strategy. The relevant responses are summarized in the following sections in an attempt to gauge the progress of the Strategy.

Recommendation

- **Recommendation 17.** AusAID should require partner organizations to improve data capture and reporting against the outcomes of the Mine Action Strategy.

5.2 Outcome 1. Improved quality of life for victims of landmines, cluster munitions and other explosive remnants of war.

Australia has contributed more than the average of donor contributions to victim assistance activities so far in the Strategy. While it is not possible to put any kind of figure on the improvement to the quality of life of victims, it would seem reasonable to conclude that the Australian contribution has made a positive difference. Australia supports the principle of inclusive and sustainable support. The ICRC is a major partner and it has the expertise and is involved with countries for the longer term. Feedback from other partners indicates that Australian support is making a difference.

Measuring improvements to quality of life is very difficult, and as noted there is insufficient data available in most mine affected countries to make any meaningful judgment. Some years ago the GICHD undertook a 'Livelihoods' study in Afghanistan to try and measure the social and economic benefits of mine action, but it was not in the region that Australia is funding, and it was conducted before the current Strategy period. Within the mine action sector, support to victims of landmines, cluster munitions and other ERW is called victim assistance and it is considered one of the 'pillars' of mine action. Although in some countries the mine action program may undertake some victim assistance activities, it is generally agreed that support to victims is best done through broader disability channels. This is to ensure that one group of people with disabilities is not singled out and to ensure the sustainability of any support structures that are established.

Australia has provided funding to a range of victim assistance activities. At the time of this Review a total of \$18.5 million had been designated for victim assistance activities under the Strategy (which represents almost 22% of the total allocated and is much higher than the global average of 9% of donor contributions allocated to victim assistance). The major partner has been the ICRC and its Special Fund for the Disabled (SFD) and also its Special Mine Action Appeal. The aim of the SFD is to ensure the continuity of physical rehabilitation services in low income countries, so it meets the criteria of broader disability services and sustainability. AusAID support has also been provided to Handicap International, the Implementation Support Unit for the APMBC and UNMAS.

The following paragraphs give some examples of the sorts of activities AusAID is funding and the results being achieved. However, as noted it is difficult to aggregate the results across different projects and countries to come up with a quantifiable figure at the outcome level.

The ICRCs response to the question about Australia working to improve the quality of life of victims was very positive, and they stated; "AusAID's Mine Action Strategy contributes significantly in this regard, both through its financial contributions and through dialogue on these issues. The Strategy is clear and predictable. It provides for long-term commitments, which greatly assists in the sustainability of services. Australia's inclusive development approach is also a very positive aspect in this regard.

Australia's Mine Action Strategy accords with the ICRC's approach to victim assistance, which is aimed at improving both the accessibility to and quality of services, with national authorities taking ownership wherever possible. In relation to the SFD, Australia's support contributed to the development of sustainable services for both male and female victims, through multi-year training courses, continuing education courses, seminars, coaching during frequent monitoring / support visits by SFD personnel, beneficiary interviews, and meetings with decision makers."

At the country level a range of comments were made in response to this question. The Afghan Mine Action Program provided some statistics on their victim assistance work funded by Australia. The full details are included in their regular reporting but activities included education campaigns to raise awareness to over 80,000 people and assistance with the inclusion of people with disability into all aspects of society (including 20 workshops for children). Support was provided to the Physical Therapy Institute which runs courses to train physio-therapists and they currently have 58 students enrolled. Additional refresher training for physio-therapists was held in the provinces and training materials were distributed.

In Laos, UNDP reported that Australia contributed significantly to this outcome and that "Australian funding was channeled into the only facility for prosthetics and orthotics available in the country. This was done through a national NGO implanted into the Ministry of Health which while not totally sustainable at this point has every chance of doing so with continued support and an eventual strategic, phased draw down." This view was supported by the AusAID representative in Vientiane, who stated that "while the Australian contribution to victim assistance was relatively modest, the activities we are supporting through the Cooperative Orthotic and Prosthetics Enterprise (COPE) are having a positive impact on the delivery of sustainable prosthetic and orthotic services in Laos."

The UNDP representative in Iraq reported that "Together with a contribution from Japan and AusAID, UNDP managed to sustain the victim assistance capacity in the Kurdistan Region of Iraq. Without this support the capacity would have disappeared in 2007. Today the Kurdistan Regional Government (KRG) cover more than 50% of the cost and the objective is to have 100% KRG funded victim assistance service by 2014. Furthermore the KRG victim assistance program is also used as a model for the rest of Iraq." In Cambodia, AusAID reported that "Australia's support for victim assistance in Cambodia originated from Australia's mine action commitments, but has since been (appropriately) subsumed into our broader approach to disability-inclusive development."

The Australian Mission to the UN in Geneva noted the following; "The Strategy supports programming decisions which emphasize gender and age considerations and disability-inclusive development (broadly in support of the Development for all Strategy 2009-14). In a recent meeting, respected NGO Handicap International described Australia as being the international leader on disability-inclusive development. This fits well with the

victim assistance pillar of mine action where Australia continues to be a committed donor.”

The Disability Task Force within AusAID made the following comment in relation to this question. “The first intended outcome of the Mine Action Strategy is the ‘improved quality of life for victims’ – this appears successful in terms of physical rehabilitation and provision of assistive devices, however achievement of this outcome is not clear in terms of access to livelihoods, reduced stigma/discrimination, empowerment of individuals and their representative organizations (to in-turn lobby their respective governments on mine action/VA, and overall improved quality of life for victims / survivors”. These comments reflect the earlier observation that it is difficult to assess improvements to quality of life, and the conclusion here is that we do not know, rather than it is not happening.

5.3 Outcome 2. Reduced number of deaths and injuries from landmines, cluster munitions and other explosive remnants of war.

From the overall global trends and from the specific reporting from country level projects and activities, it can be shown that Australian assistance under the Mine Action Strategy has contributed to the prevention of deaths and injuries. It is not possible to put a figure or a percentage on this outcome as casualty figures are generally made available and monitored on a national basis, and are not necessarily available for specific geographic regions where a donor is funding activities. In some cases it may be possible to calculate the percentage of the total contribution made for clearance and MRE by Australia to a country and then apply this percentage to the reduction in victim figures (whilst noting limitations on the integrity of this data).

This Outcome is easier to quantify in general terms, but it is still not possible to assign a specific number as the result of Australian funding. The Landmine Monitor has consistently recorded a global decrease in new victim numbers every year since 1999 (except for slight increases in 2005 and 2010). Full details and year by year statistics are contained in the annual Monitor reports. The United Nations attempted to quantify the results of their Mine Action Strategy 2006 – 2010. They reported that “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”. However, it is difficult to see how they arrived at such precise figures, given that the United Nations Strategy had no baseline data either. In the broadest sense, Australia, as a significant and long term donor to mine clearance and MRE activities, can claim some credit for contributing to this trend of declining new victims.

The Monitor Report for 2011 states that ‘as in previous years, Asia-Pacific had by far the greatest number of casualties; five of the eight countries with more than 100 casualties in 2010 were from the region’. They were Afghanistan, Pakistan, Cambodia, Myanmar and Laos. As such, Australia’s focus on this region is appropriate, and funding has been provided for clearance and MRE to some of the countries on this list; Afghanistan, Cambodia and Laos. Although there were slight increases in the number of

new victims in Afghanistan and Cambodia in 2010, the overall trend has been downwards over the years. The number of casualties in Afghanistan and Cambodia decreased again in 2011.

In responses from partners who are funded by AusAID for clearance and MRE activities, the consistent message could be summed up by UNDP who stated “Australia’s assistance directly contributed to the prevention of deaths and injury by financially supporting the clearance of mine suspected areas in vulnerable communities.

The UN program in Afghanistan provided the following information; “Reduction of victims against each donor’s contribution is not easily measurable. Among other factors, clearance operations which are undertaken parallel to Mine Risk Education (MRE), contribute in the reduction of civilian casualties. The chart below indicates a significant decrease in the number of recorded mine/ERW casualties at national level where the AusAID contribution also has a share because of funding crucial preventive activities such as MRE and clearance.”

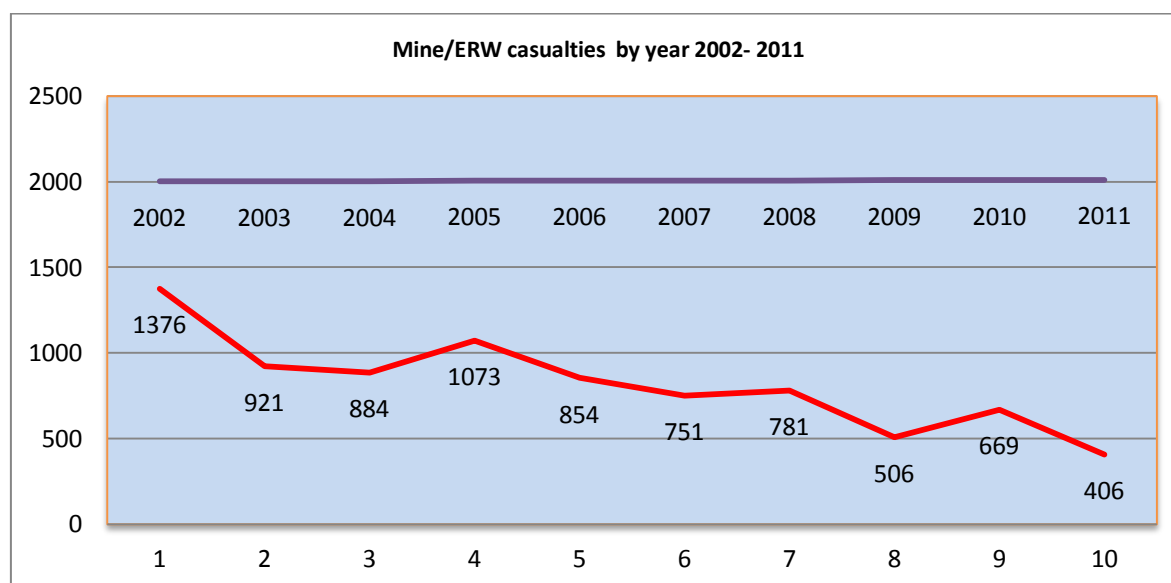


Table 1. Number of Mine/ERW casualties in Afghanistan, by year 2002 to 2011

UNICEF in Sri Lanka reported that “The MRE programme that is being implemented in Sri Lanka is recognized as being very effective in the prevention of mine and ERW accidents. Australia’s financial contribution was significant to be able to realize this success”. This statement was backed up by the AusAID representative in Sri Lanka who stated “A significant achievement during the last two years in Sri Lanka is the low comparative death and injury rate. Widespread MRE activities have meant that mine and UXO related deaths and injuries have remained very low, when measured against internationally comparable situations. The number of mine related incidents (events) affecting civilians has decreased from 24 in 2010 to 17 in 2011, while the number of civilian casualties has decreased from 47 in 2010 to 27 in 2011. To date, there is no evidence of casualties in areas cleared with AusAID funding.”

Finally, Danish Demining Group reported the following on their AusAID funded work in Uganda – “Australia’s assistance to mine action help to prevent death and injury by supporting mine action organizations towards mine clearance in areas of safe access to resettlement and agricultural areas. A concrete example is the Australian assistance to the national demining operation in Uganda that has reduced the remaining mined areas in Uganda by 25%, preventing deaths and injuries at Uganda’s borders to DR Congo and South Sudan. The calendar year 2011 saw only one mine-victim in the country.”

5.4 Outcome 3. Enhanced capacity of countries to manage their mine action programs.

Australia has contributed to the enhancement of partner governments to effectively implement and monitor their mine action programs. It has not done this through direct funding to national mine action authorities, but through UN agencies like UNDP whose role it is to support these national authorities. AusAID has also contributed to the overall professional development of the sector through funding to the GICHD, which flows on to mine affected countries.

It is a generally accepted principle within the mine action sector that mine and ERW affected countries should take responsibility for addressing their own problems, and that international assistance should help develop the capacity of these countries to manage their mine action programs. The Landmine Monitor reports that a total of 72 states, as well as seven disputed areas, were confirmed or suspected to be mine affected. Of these states, approximately 50 of them have established some form of national mine action authority or coordinating body, although the level of ‘ownership’ they exert varies considerably.

AusAID’s funding does not go directly to national mine action authorities, although AusAID’s long-term mine action programs in Cambodia, Laos and Afghanistan are now all focused on strengthening national capacity. However, funding for the national mine action program is channeled through the United Nations agency mandated to support the national mine action program. This is a logical step that is expected to enhance coordination and effectiveness. AusAID should work with the UN coordinating agency and the national agency to develop a clear plan for transitioning to full national management of the mine action program. In programming any further funding to these countries, AusAID could consider, where appropriate, whether the funds should be programmed direct to the national mine action program.

In some countries where Australia does not have a bilateral aid partnership such as Jordan and Lebanon it is more likely that Australia will work through an international operator even though competent national authorities may be in place.

A number of national mine action directors were interviewed for this Review and while all appreciated the support of Australian funding to NGOs and other operators in their country, they said that they would prefer funding direct to the national authorities. There

are many aspects to this point and it is one that is grappled with by all mine action donors. AusAID would need to be confident that the necessary financial oversight and accountability measures are in place in the national body before funding directly to them. Also, in some countries the mine action centre is part of the military (e.g. Yemen, Thailand,) so funding directly to them from the aid program is not possible. Under the UN Policy for Mine Action it is the role of UNDP to provide capacity building assistance to mine affected countries, so funding through UNDP could be considered as meeting the need. There are some exceptions to this policy, like Afghanistan, where UNMAS have the lead to assist with capacity building.

In the various responses to the questionnaire from countries or organizations the question relating to this topic received the least response. A number of organizations stated that Australia was active in encouraging countries to assume greater ownership. For example, UNICEF in Sri Lanka stated “There have been changes since mid-2010 from Government side towards more ownership of its Mine Action program and Australia has been instrumental in pushing for this change.” The Danish Demining Group noted “Australia has supported the establishment of National Mine Action Centre(s) and the capacity enhancement of the national demining operation technical and management skill sets, along with an equipment and vehicle pool. The main aim of the national coordination bodies are to coordinate all pillars within mine action (victim assistance, mine clearance, MRE) and to map the contamination and needs relating to mine action. Mine action organizations, like DDG, and supported by AusAID - have actively participated in the establishment of these national bodies through technical advice and information sharing.”

Looking at the question from another angle, AusAID has also provided assistance from the Global Program to organizations like the Geneva International Centre for Humanitarian Demining (GICHD), whose role includes helping to strengthen the capacity of mine action programs. The GICHD does this through the development of the Information Management System for Mine Action (IMSMA) and the International Mine Action Standards (IMAS), by conducting training courses, undertaking research and publishing best practice guides. The GICHD has assisted a number of countries like Afghanistan, Cambodia and Vietnam to develop their national mine action strategies. It has also taken the lead in developing the land release concepts to help improve national level planning and priority setting processes. Other work has involved conducting training to improve the capacity of mine action programs to undertake monitoring and evaluation, and the Centre has led the way in promoting ‘Linking Mine Action to Development’ concepts. The GICHD annual reports outline in general terms how they have contributed to capacity building in mine affected countries, although they also find it difficult to quantify the ‘outcomes’ of their work. Much of this capacity building work has been undertaken by the GICHD with the funding from AusAID (which is now likely to be the second largest donor to the GICHD in 2012).

5.5 Outcome 4. Effective leadership and advocacy by Australia on Mine Action.

Australia has demonstrated strong leadership in the mine action sector for over a decade. This has been achieved through joining and actively participating in the international Conventions dealing with the issue, encouraging other countries to join them, developing and promulgating a series of clear, multi-year Strategies, and by committing significant funding to mine action. The performance question related to this Outcome mainly concerns how Australia has influenced others, but it is worth looking at Australia's record first.

As outlined in Section 4.6 which deals with the various Conventions, Australia has clearly demonstrated leadership with the APMBC and in the CCW by assuming leadership positions within the Convention frameworks. Whilst it was one of the original signatories to the CCM, the delay in ratifying the Convention has attracted some criticism. As ratification of the CCM is not the responsibility of the aid program it could be argued that any comment on the CCM is broader than the mandate of this Review. However, the comments received on this point related to Australian leadership in the sector so are included. It is agreed though that any comment on the content of draft legislation for the CCM is outside the scope of the Review.

By way of comparison, Australia signed the APMBC in December 1997 and ratified it on 14 January 1999 – a period of 13 months. On the other hand the CCM was signed by Australia on 3 December 2008, over 40 months ago. The Australian National Campaign to Ban Landmines and Cluster Munitions (ANBLC) felt that the delay was 'letting down Australia's leadership role in the region'. The Norwegian Peoples Aid stated that "Internationally, NPA has welcomed Australia involvement in Article 4 discussions on the CCM and in general the active role Australia is taking in the meetings of APMBC and CCM.".

From the perspective of international assistance, Australia is one of the few donor countries to have a published mine action strategy and to have made multi-year financial commitments. It has consistently risen in the ranks of mine action donors from 11th in 2008 to 6th largest in 2011. In 2011 Australia took over the rotating chair of the Mine Action Support Group (MASG) for a two year period. The MASG is an informal grouping of 28 mine action donor countries which acts as an information sharing and coordination forum. Under Australia's chair it is planned to look at ways to improve donor coordination and also to investigate how the MASG can assist with 'completion' of landmine and ERW clearance. Australia is also currently a member of the Bureau of the Council of Foundation of the GICHD.

Giving a rating to how effective Australian leadership has been is more difficult, but the overall view is positive. Australia has certainly led by example on the aid front. It is regarded by many as a 'model donor', and the Strategy is often referred to as an example for others to follow. Because Australia has stayed the course and increased its financial contributions its influence on organizations like the United Nations and GICHD has grown. Its recent assumption of the chair of the MASG provides another opportunity for Australia to demonstrate its leadership and influence others mine action donors. At the mine affected country level, Australia is a major player in countries like

Cambodia, Laos and Sri Lanka. On the Convention front, Australia has played an active role in assuming leadership positions on the various committees. It has been active in advocacy and universalization of the Conventions and two of the recent States to join the APMBC have been from the Pacific (Palau and Tuvalu).

6. COUNTRY ASPECTS

6.1 Afghanistan

Afghanistan remains one of the countries most contaminated by mines and explosive remnants of war. It joined the APMBC in March 2003 and its clearance deadline is 1 March 2013. However due to the scale of the work remaining, Afghanistan has submitted an extension request for another ten years which will be considered this year. The mine action program is well developed in Afghanistan and it has achieved considerable progress over the past 20 years despite security concerns, shortage of funding at times and competing priorities. However, it is still estimated that there are 305 square kilometers of anti-personnel minefields to be cleared, along with anti-tank fields and battle area clearance tasks. The cost estimate in the Afghan extension request is for US\$733 million over the next ten years. In addition to clearance activities, a range of risk education and victim assistance work is undertaken.

In Afghanistan, Australia supports the Mine Action Coordination Centre for Afghanistan (MACCA) and is one of the top five donors to the Afghan program. Australia commenced a \$20 million partnership agreement with UNMAS to support mine action in Afghanistan from 2011 to 2015. Australia's contribution is supporting the coordination and implementation of activities to meet the annual objectives set out by the MACCA. This includes national capacity building, mine clearance, increased awareness of mine and explosive remnants of war within local populations, and improved services for mine victims and people with disability.

This Review raises the following matters for consideration in respect of Australia's mine action support to Afghanistan:

- As a significant bilateral partner and donor to mine action in Afghanistan, Australia should maintain its multiyear pledge up to 2015 as planned in recognition of the long-term challenge that Afghanistan is facing, and then consider further funding to assist Afghanistan meet its APMBC clearance obligations.
- Australia should continue to target its clearance support through UNMAS earmarked for the MACCA.
- Australia should seek to ensure that the capacity of the Afghan Government's Department of Mine Clearance (DMC) and the MACCA is being built and that the plan for transition to full national ownership is implemented.
- Australia should continue to provide victim assistance and ensure this is progressively integrated into the national disability and health programs.
- As a key donor, Australia should continue to engage in national level mine action policy and coordination discussions about the future of mine action in Afghanistan (including helping Afghanistan meet its CCM obligations).

6.2 Cambodia

Cambodia is affected by mines and explosive remnants of war (ERW) left by 30 years of conflict that ended in the 1990s. The precise extent of contamination is not known. Cambodia's Mine Ban Treaty Article 5 deadline extension request, submitted in 2009, estimated the total area containing antipersonnel mines and still requiring clearance at 648.8km². Results of part of a Baseline Survey (BLS) started in mid-2009 suggest the extent of contamination may be even greater.

Australia has been a major contributor to mine action in Cambodia since 1994 and it is currently ranked the second largest donor overall. It is the largest donor to the multi-donor funded Clearing for Results Program. The program is focused on clearing landmines and other unexploded ordnance, improving cost efficiency and building the capacity of the national mine action authority to direct and monitor clearance activities. The program is aligned with national and provincial mine clearance priorities in support of development.

Clearing for Results has strengthened the capacity of the Cambodian Mine Action Authority (CMAA) to oversee a decentralized system to transparently prioritize mine clearance tasks in accordance with community development priorities. It has also supported the CMAA to develop and implement a National Mine Action Strategy, Baseline Survey and Land Release Policy/Standards which have the potential to dramatically improve the effectiveness and efficiency of future clearance. CMAA's regulation, monitoring and quality assurance capacity has also been strengthened.

CMAA has been increasingly engaged in managing the Clearing For Results demining resources by developing terms of reference, assessing project proposals and monitoring demining activities to increase compliance with national mine action systems and standards. This increased capacity to lead the mine action sector at both policy and operational levels has been reflected in the shift from direct implementation of Clearing for Results by UNDP to national implementation by CMAA. CMAA is now responsible and accountable for managing the project, including monitoring and evaluating project interventions, achievement of project outputs and effective use of resources.

The Review raises the following matters for consideration in respect of Australia's mine action support to Cambodia:

- As a significant bilateral partner and donor to mine action in Cambodia, Australia should consider providing long-term multiyear support to Cambodia, and in particular to assist it to meet its obligations under the APMBC.
- Australia should continue to target its support through the Clearing for Results program.
- Australia should seek to ensure that the capacity of the Cambodian Mine Action Authority is enhanced and that transition to full national ownership is supported.
- Australia should continue to provide victim assistance and ensure this is progressively integrated into the national disability and health programs.

- As a key donor, Australia should continue to engage in national level mine action policy and coordination discussions. It could also encourage Cambodia to join the CCM and then once they have, assist them to meet their Convention obligations.
- Australia could also assist Cambodia in achieving their Millennium Development Goal - MDG 9.

6.3 Lao PDR

The Lao People's Democratic Republic (Lao PDR) experienced the heaviest aerial bombardment in history during the Indochina War of the 1960s and 1970s, which left it with the world's worst contamination from unexploded sub-munitions. The extraordinary intensity of that bombing has tended to obscure the extent of other forms of contamination left by the war on the ground and Lao PDR also has extensive air-dropped and ground-fired unexploded ordnance (UXO) as well as anti-vehicle and antipersonnel mines. Lao PDR was one of the founding members of the Convention on Cluster Munitions and hosted the First Meeting of States Parties.

Australia has supported mine action activities in the Lao PDR since the mid 1990's and is currently the fourth largest donor to the country. Activities funded under the Strategy are for UXO clearance and UXO risk education and a modest contribution to victim assistance. Australia's major contribution to the sector in Laos is through the UNDP-managed Convention on Cluster Munitions Trust Fund which has enabled the clearance of approximately 2,938 hectares of contaminated land reaching more than 460,000 beneficiaries across the country and to provide UXO risk education to 143,000 people. Additionally, Australia's assistance also allowed Laos to host and chair the First Meeting of States Parties to the CCM. It is considered that there have been improvements in strategic planning, compliance of UXO clearance operations with national standards, and more comprehensive attempts to evaluate the impact of clearance.

The Review raises the following matters for consideration in respect of Australia's mine action support to Laos:

- As a significant bilateral partner and donor to mine action in Laos, Australia should consider providing long-term multiyear support to Laos, in recognition of the long-term challenge that it is facing and the constraints that the UXO issue is imposing on achieving the Millennium Development Goals.
- Australia should continue to target its support through UNDP for the National Regulatory Authority (NRA) and its main national implementing partner, UXO Lao.
- Australia should seek to ensure that the capacity of the national agencies is being built and there is a plan to transition to full national ownership.
- Australia should continue to provide victim assistance and ensure this is progressively integrated into the national disability and health programs.
- As a key donor, Australia should continue to engage in national level mine action policy and coordination discussions, including encouraging Laos to

- join the APMBC and once it has done so, support them to meet their obligations.
- Australia could assist Laos achieve its Millennium Development Goal – MDG 9.

6.4 Sri Lanka

Following three decades of armed conflict between the government and the Liberation Tigers of Tamil Ealam (LTTE), Sri Lanka was extensively contaminated by mines and explosive remnants of war (ERW), including abandoned explosive ordnance (AXO). Most of the contamination was in the north, the focus of three decades of armed conflict which ended in May 2009. Contamination posed a major obstacle to resettlement of nearly 300,000 people who were left displaced at the end of the conflict and to economic and social rehabilitation of the north.

In November 2009, Australia committed \$20 million over five years to demining in Sri Lanka and in 2010 the Landmine Monitor recorded Australia as the top ranked mine action donor in Sri Lanka. The assistance has largely focused on mine clearance through international and local demining agencies, as well as mine risk education activities and the capacity building of mine action coordination structures.

Australia has ensured that policy frameworks are in place for the continuation of demining activities over the next 6-8 years or more, as this is critical for the sustainability of results achieved in this sector. AusAID funded UNDP to support the Government to create (through an act in parliament), the National Mine Action Centre (NMAC) and vesting it with the authority under the Ministry of Economic Development to act as the civilian body entrusted with the coordination of all demining efforts in Sri Lanka. A national demining strategy was approved and was operationalized in 2011. National Mine Action Standards were also developed. AusAID has continued to support this effort by providing initial funding required to set up and staff the NMAC and the provision of a technical advisor to support its operations at the national level. This capacity building of Government structures will contribute to longer term sustainability of demining efforts.

The Review raises the following matters for consideration in respect of Australia's mine action support to Sri Lanka:

- As a significant bilateral partner and donor to mine action in Sri Lanka, Australia should maintain its support to Sri Lanka as planned until 2014 and consider providing support within the next strategy period, in recognition of the significant challenge that Sri Lanka is facing.
- Australia should continue to encourage Sri Lanka to become a state party to the APMBC and CCM.
- As a key donor, Australia should continue to support national level mine action policy development, coordination and capacity building to ensure long-term sustainability.

6.5 Myanmar/Burma

The Landmine Monitor reports that “Units of Myanmar’s Army have laid mines in numerous parts of the country since the Monitor began reporting in 1999”. It also notes that landmines have been laid in the past by various groups of armed non-State actors and that mine use is prevalent in Eastern parts of the country. No estimate exists for the extent of the contamination but the Monitor has identified a large number of towns or districts that are affected. Myanmar is also affected by explosive remnants of war from WWII, but there are no reports of cluster munition remnants. Myanmar has not joined any of the Conventions dealing with Landmines, cluster munitions or explosive remnants of war.

Myanmar does not have a functioning mine action program. In late 2009 the Protection Working Group of the UN mission in Myanmar, chaired by the Office of the UN High Commissioner for Refugees (UNHCR), created a mines sub-group. The sub-group planned to focus on mine/ERW risk education, identifying gaps in medical and rehabilitation support for survivors and exploring the feasibility of starting humanitarian mine clearance. As of 1 August 2011 the government had not agreed to the establishment of a mine action program and no meetings of the sub-group had been convened.

However, given the recent elections in Myanmar and the ‘opening up’ of the country, the possibilities for ‘emergency’ or humanitarian assistance for mine action may evolve.

The Review raises the following matters for consideration in respect of potential Australian mine action support to Myanmar:

- Australia should follow events in Myanmar to gauge whether any mine action intervention would be possible or relevant, including risk education, surveys or victim assistance.
- Any initial intervention would best be channeled through international agencies already working in the country and should be well coordinated with other mine action programs.

6.6 Middle East and North Africa

Australia's involvement in Lebanon and Jordan was reviewed in detail in December 2011 and a copy of the full Middle East report is attached at Annex 6. Comment was also made about the following countries in the region; Egypt, Iraq, Libya, Palestine/Occupied Territories, Sudan, Syria and Yemen. The report recommended continued funding to Jordan to enable the complete clearance and verification. Completion of mine clearance was announced in Jordan in April this year, and the final verification and checking should take one more year. It also recommended ongoing assistance to Lebanon and Iraq to assist them meet their stated mine action goals.

However, it is difficult to draw any firm conclusions on Australia's mine action involvement in other parts of the Middle East – past, present and future – from documentary research and limited interviews alone. The reasons for this include;

- There are quite different situations in the range of countries Australia has supported in the past – both in terms of landmine and ERW contamination, and on their national responses
- The environment in many countries is changing rapidly, like reports of new mine laying in Libya and Syria, through to the separation of Sudan into two countries.
- Due to political unrest, or the so-called “Arab Spring”, the whole governance structures of some countries have changed e.g. Egypt.
- The new contamination problems countries are likely to face will probably involve much more contamination from ERW than just anti-personnel landmines.
- Australia's limited bilateral aid engagement in these countries.

Support for high priority, completion or emergency mine action in the Middle East should continue to be monitored and considered under any expanded Global Mine Action Program.

6.7 Africa

The Landmine Monitor report for 2011 lists 20 states and one area in Africa that are affected by landmines, cluster munitions and other explosive remnants of war. They are;

- Angola
- Burundi
- Chad
- Congo, Republic of the
- Djibouti
- Congo, Democratic Republic of the (DRC)
- Eritrea
- Ethiopia
- Guinea-Bissau
- Mauritania
- Mali
- Mozambique
- Namibia
- Niger
- Senegal
- Somalia
- South Sudan
- Sudan
- Uganda

- Zimbabwe
- Somaliland

It is beyond the scope of this report to detail the situation in each African country, and as recommended in Section 1 of this report 'AusAID should review its mine action engagement in Africa, and develop a more coherent plan that logically focuses on supporting mine action over the longer term in a few countries' such as in countries where Australia has a broader and long-term aid relationship.

7. CONCLUSION

Overall, the Mine Action Strategy clearly outlines Australia's strong interest and commitment to mine action, and the Strategy is being successfully implemented. The Strategy covers the whole range of mine action activities – mine risk education, clearance, victim assistance, stockpile destruction and advocacy and has a geographic focus on the Asia-Pacific region. The Strategy is a whole-of-government approach which communicates Australia's priorities to its partners and guides Australia's involvement in the various international treaties dealing with landmines, cluster munitions and other explosive remnants of war. The Strategy is consistent with Australia's aid priorities and approach as reflected in the Government's Response to the Aid Effectiveness Review.

The Review found that there was a very positive response by almost all stakeholders to Australia's role in mine action, and for the way in which the 'Mine Action Strategy for the Australian Aid Program 2010 – 2014' is being implemented. Many referred to Australia as a 'model donor'. Australia is one of the few mine action donors that has a written mine action strategy, and it has risen from being the 11th largest donor to mine action in 2008 to being the 6th in 2011. The Strategy is aligned with current best practices in mine action, such as support to long term capacity building in mine affected countries, linking mine action to development and using a range of implementing partners to achieve the desired outcomes. The Strategy was considered to be clear and relevant by partner Governments and implementing partners.

The Performance Framework in the Strategy provides a broad framework for the measuring the progress and impact of the Strategy. It is considered by the Review that very good progress has been made in achieving the four stated Outcomes, but it has been difficult to quantify these due to a number of factors, such as a lack of baseline data and varied reporting. On the funding side, at the mid-way point of the Strategy \$84.98 million has been committed, so it is most likely that the \$100 million commitment will be exceeded well before the end of the Strategy in 2014.

It is recommended that another multi-year Strategy be developed at the end of this current Strategy period in 2014. This will allow Australia to continue its engagement and leadership in the sector and for landmine and ERW affected countries to 'finish the job' or at least develop their capacity to do it themselves.

End
12 July 2012

ANNEX 1. TERMS OF REFERENCE

Mine Action Strategy for the Australian Aid Program 2010-2014

Mid-Term Review

Background

Through the aid program, Australia continues to make a significant contribution to international mine action. Australia's approach to mine action is detailed in the *Mine Action Strategy for the Australian aid program 2010-2014*. The strategy includes a \$100 million commitment over the five-year period to work towards a world free from landmines, cluster munitions and other explosive remnants of war. This is the largest five-year commitment by Australia to mine action and will bring Australia's support to mine action to at least \$275 million since Australia signed the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction (the Mine Ban Convention) in 1997.

The goal of the Mine Action Strategy is to reduce the threat and socio-economic impact of landmines, cluster munitions and other explosive remnants of war. The intended outcomes are:

- improved quality of life for victims
- reduced number of deaths and injuries
- enhanced capacity of countries to manage their domestic mine action programs
- effective leadership and advocacy by Australia on mine action.

The Strategy supports the achievement of Australia's obligations under the Mine Ban Convention, the Convention on Cluster Munitions, Protocol V of the Convention on Certain Conventional Weapons (Explosive Remnants of War) and other international instruments that aim to reduce the threat of explosive remnants of war. Australia's mine action support assists developing countries meet their obligations under these instruments, including ensuring that the rights and needs of victims are appropriately addressed. The Strategy sets out a number of guiding principles for Australia's mine action assistance and a performance framework against which to monitor and assess mine action work.

Implementation of the \$100 million commitment commenced in November 2009. The funding and delivery of mine action support is primarily undertaken through AusAID country (bilateral) aid programs, targeting priorities identified by partner governments and implementing partners. The bilateral focus is on countries most heavily affected in the Asia-Pacific region, while retaining the flexibility to respond to emerging needs and priorities globally.

Since launching the Mine Action Strategy, Australia has increased its aid engagement with Africa and the Middle East. The Government has also made two substantive bilateral commitments to mine action:

- \$20 million over five years to clear contaminated land to facilitate the safe return of internally displaced persons in Sri Lanka; and
- \$20 million over four years to help alleviate the harmful effects of mines and explosive remnants of war through demining, risk education and victim assistance programs in Afghanistan.

The aid program also allocates approximately \$2.5 million per year to support global mine action priorities such as advocacy, universalisation, coordination, analysis, monitoring, research and evaluation. The Mine Action Strategy contributes to the work of multilateral bodies, such as the United Nations, and Australian and international non-government organisations engaged in mine action at country, regional and international levels.

Mid-Term Review

Australia is committed to ensuring that strong performance-based principles underpin the effectiveness, efficiency and impact of mine action. Australia is consequently committed to review the Strategy at its mid-term point and on its completion against the Mine Action Strategy Performance Framework. Recommendations from the mid-term review will be shared with key stakeholder groups and used to further improve and develop the Strategy and Australia's mine action assistance. The Mid-Term Review will be independent of the aid program and conducted in a participative manner.

Whilst the scope of the Mid-Term Review extends to all Australia's mine action assistance, the Mid-Term Review will comprise as a major component, a detailed review of AusAID's mine action engagement in the Middle East over the period from November 2009. The review of mine action support in the Middle East will provide a critical indicator of the progress of the Mine Action Strategy more broadly and will be used to inform Australia's future mine action assistance in the Middle East.

Objectives

The Objectives of the Mid-Term Review are:

To review implementation of Australia's Mine Action Strategy and make recommendations for future engagement in mine action to ensure effectiveness, efficiency and best impact of Australia's mine action assistance.

To assess the progress of the Mine Action Strategy towards the central goal of reducing the threat and socioeconomic impact of landmines, cluster munitions and other explosive remnants of war including against the four outcomes.

To review AusAID's mine action program in the Middle East and make recommendations for future engagement.

Scope of Services

In undertaking the Mid-Term Review, the Contractor will undertake the following tasks and prepare associated reports:

Part One

Prepare Review Methodology

1.1 Draft a methodology outlining (up to five pages) the approach to the Mid-Term Review. The methodology will include:

- a. the review methodology and workplan
- b. documentation to be reviewed (in addition to attached list)
- c. consultations (in addition to attached list)

- d. approach to and guiding questions for consultations
 - e. approach to in-country field visits to Jordan and Lebanon
 - f. assessment indicators
 - g. content of the draft review report(s).
- 1.2 In consultation with AusAID, finalise the review methodology. The final Methodology will form Attachment 1 to this Terms of Reference.

Part Two Review Mine Action Engagement in the Middle East

- 2.1 Undertake a Desk Review of Relevant Documents (Attachment 2)
- i. The Desk Review will examine previous and current AusAID commitments to mine action in the Middle East including the occupied Palestinian Territories, Lebanon, Iraq and Jordan.
 - ii. The Desk Review will analyse the appropriateness of these interventions and make recommendations for future, strategic engagement in mine action in the region
 - iii. In line with the objectives of the Middle East component, the Desk Review will also examine broader mine action priorities and activities in the Middle East region (eg Syria, Iraq, Jordan, Lebanon and the Palestinian Territories).
- 2.2 Undertake Consultations with AusAID's Middle East Program (Attachment 3)
- 2.3 Undertake an in-country mission (Jordan and Lebanon) to meet with:
- a. National Authorities and coordinating agencies
 - i. National Committee for Demining and Rehabilitation (NCDR – Jordan)
 - ii. Lebanon Mine Action Committee (LMAC)
 - b. Implementing partners
 - i. Norwegian People's Aid
 - ii. Mines Advisory Group (Lebanon)
 - iii. United Nations Development Program (Jordan)
 - c. Other donors and key agencies
 - i. Norway (Jordan and Lebanon)
 - ii. European Commission (Jordan & Lebanon)
 - iii. Belgium (Lebanon)
 - iv. United Nations Interim Force In Lebanon (UNIFIL)

The in-country mission will be arranged by AusAID's Middle East Program, in consultation with the consultant, DFAT posts, the mine action co-ordinator and regional partners. The in-country mission will include field visits as well as meetings with relevant partners. The consultant will be able to inform the field visit planning process.

- 2.4 Draft a report on Mine Action Engagement in the Middle East that includes the following:
- a. Examination of AusAID's contribution to mine action in the Middle East

- b. Estimation of time to complete clearance in Jordan including through the Northern Border clearance (Jordan) and recommendations on any additional mine action activities in Jordan
 - c. Analyses of other donor contributions and approaches to funding mine action in the region
 - d. Examination of the cost effectiveness of current AusAID contributions to mine action
 - e. Comparison and contrasting implementing partner models in Lebanon and Jordan (cost effectiveness in particular)
 - f. Suggestions for a strategy/modality (e.g multi-year funding, performance-linked progressive payments) for Australia to fund mine action the Middle East
 - g. Examination of the program-level relevance of the Mine Action Strategy and the applicability of principles within an AusAID Country Program
 - h. Examination of the relevance of mine action as a humanitarian activity under the current Middle East strategy
 - i. Assessment of the comparative need for mine action funding across the region
 - j. Recommendations for AusAID's future mine action engagement in the Middle East.
- 2.5 Prepare a final report on Mine Action Engagement in the Middle East which:
- a. Reflects AusAID's and DFAT's comments on the draft report
 - b. Contains a stand-alone executive summary of no more than 4 pages
 - c. Is less than 10 pages long
 - d. May be distributed to external stakeholders and published by AusAID.

Part 3 Mid-Term Review of the Mine Action Strategy

3.1 Review and analyse relevant documentation to develop a sound understanding of the context and performance of Australia's Mine Action Strategy and mine action support.

3.2 Consult relevant stakeholders including partner governments, partner agencies, AusAID post and desk officers, relevant DFAT posts, relevant Australian Government agencies and other interested stakeholders to develop a sound understanding of the context and performance of Australia's Mine Action Strategy and mine action support.

3.3 Drawing on the documentation review, consultations and review of Australia's engagement in the Middle East, assess the Mine Action Strategy and its implementation against key indicators including:

- a. The impact of the Strategy against the Performance Framework
- b. The effectiveness and efficiency of Strategy implementation
- c. Alignment of the Strategy with international best practice in mine action
- d. Relevance to the priorities of key partners including mine affected countries and implementing partners
- e. Relevance to Australia's aid priorities and approach as reflected in the Government's Response to the Aid Effectiveness Review (An Effective Aid Program for Australia Making a real difference – Delivering real results)
- f. Relevance to the current context of mine action, mine action assistance and emerging mine action issues including commitments under relevant international conventions
- g. Performance and scope of mine action partners
- h. Geographic focus and relative geographic priorities
- i. Relevance of the performance framework (Annex 1 of the Strategy)

- 3.4 Make recommendations against the following:
- Improvements to the Strategy to 2014
 - Improvements to implementation of the Strategy to 2014
 - Issues to consider and recommendations for any future Mine Action Strategy
 - Effective contributions to mine action beyond 2014
- 3.5 Present the draft Mid-Term Review report and its recommendations to a peer review.
- 3.6 Prepare a final Review Report which:
- Reflects consolidated comments on the draft report
 - Contains a stand-alone executive summary of no more than 4 pages
 - Is less than 30 pages long
 - Includes the final report on Australia's engagement in mine action in the Middle East as an annex
 - May be distributed to external stakeholders and published by AusAID.

Review Team

The Review team will consist of a consultant with a sound knowledge of mine action and experience in reviews and program evaluations. An AusAID officer may accompany the consultant on the in-country field visits.

AusAID's Mine Action Coordinator will act as AusAID coordinator for the Review in consultation with AusAID's Middle East Program. The Mine Action Coordinator will provide all documentation listed in Attachment 2 and assist in arranging consultations with stakeholder groups listed in Attachment 3. AusAID's Middle East Program will assist in arranging consultations and field visits to the Middle East.

Timing and Duration

Indicative timing is as follows:

Task	Number of Days	Indicative Dates
Draft Review Methodology	2 days	Mid October
Finalise Review Methodology	1 day	Mid October
Document Review and Consultations for Review of Middle East Engagement	7 days	Early November
Field visit to Lebanon and Jordan	10 days	Mid November
Draft Report on Middle East Engagement	5 days	Late November
Submit Final Report on Middle East Engagement	2 days	Early December
Document Review, Consultations and Mid-Term Review	15 days	February - March
Draft Report of Mid-Term Review	5 days	Early April
Attend Peer Review	1 day	Mid April
Submit Final Report of Mid-Term Review	3 days	Late April
	TOTAL 51 days	

Subject to the methodology and consultation between the Consultant and AusAID, the duration of the Review period may be varied with the agreement of AusAID.

Reporting

The Contractor must provide the following reports:

- a. Draft methodology by early November
- b. Final methodology by mid-November
- c. Draft Review of Engagement in mine action in the Middle East by late November 2011
- b. Final Review of Engagement in mine action in the Middle East by early December 2011
- c. Draft Report of the Mid-Term Review by mid April 2012
- d. Final Report of the Mid-Term Review by 30 April 2012

All reports must:

- a. be provided in accordance with the specification under Standard Condition clause headed Reports;
- b. be accurate and not misleading in any respect;
- c. be prepared in accordance with directions provided by AusAID;
- d. allow AusAID to properly assess progress under the Contract;
- e. be provided in the format, number and on the media approved or requested by AusAID;
- f. not incorporate either AusAID or the Contractor's logo; be provided at the time specified in this Schedule;
- g. incorporate sufficient information to allow AusAID to monitor and assess the success of the Services in achieving the objectives of AusAID's policy framework; and
- h. be provided at the time specified in this Terms of Reference.

Attachments

1. Review Methodology
2. Review Documentation
3. Review Consultations

Review Methodology

The Review will be undertaken in three phases;

- Phase 1 – Preparatory phase
- Phase 2 – Review of the mine action engagement in the Middle East
- Phase 3 – Review of the Mine Action Strategy for the Australian Aid Program 2010 – 2014

Phase 1

Phase 1 will be undertaken by a review of the relevant documentation and consultations with AusAID staff, both in Canberra and in overseas posts, in line with the TORs (see Annex 1). The list of documents to be reviewed is in Annex 2. The outcome of Phase I will be this Review Methodology plan, approved by AusAID.

Phase 2

Phase 2 of the Review will employ multiple methods (semi-structured interviews with government officials, project personnel, experts from mine action and other fields; observation, review of records and review of secondary data, along with a field visit to Jordan and Lebanon) to obtain sufficient quantitative and qualitative data to allow for reliable conclusions to be drawn concerning the evaluation questions. The key informants to be interviewed during this phase are listed in Annex 3.

The main aims of this phase are as follows;

- Examine AusAID's contribution to mine action in the Middle East (ME) to-date
- Estimate time to complete Northern Border clearance (Jordan) and recommend AusAID's approach to funding the Northern Border Clearance
- Analyse other donor contributions and approaches to funding mine action in the region
- Examine the cost effectiveness of current AusAID contributions to mine action
- Compare and contrast implementing partner models in Lebanon and Jordan (cost effectiveness in particular)
- Suggest a strategy/modality (e.g. multi-year funding? Performance-linked progressive payments?) for Australia to fund mine action the Middle East
- Examine the program-level relevance of the mine action strategy and the applicability of principles within an AusAID Country Program
- Examine the relevance of Mine Action as a humanitarian activity under the current Middle East strategy
- Assess the comparative need for mine action funding across the region

The key indicators are;

- Extent of the landmine / ERW problem in the ME region, progress to date and the estimated remaining work to be undertaking
- Landmine / ERW victim trends in the ME region
- Funding trends for mine action in the ME region

- General understanding and knowledge of Australia's role in mine action in the region
- In Jordan, the extent of landmine / ERW contamination nationwide, and in particular in the Northern Border area.
- In Jordan, clearance rates to date, cost and estimate of time to complete the Northern Border clearance
- Achievement of project aims by NPA for AusAID funded project
- In Lebanon, the extent of landmine / ERW contamination nationwide, and in particular the cluster munition problem in the South.
- In Lebanon the clearance rate to date, cost and estimate of time to complete cluster munition clearance in the South
- Achievement of project aims by NPA and MAG for AusAID funded projects.

Phase 3

Phase 3 will again be undertaken by multiple methods (document review, consultations with AusAID staff and other key global actors, such as United Nations officials, other donor countries, the GICHD etc) in order to obtain sufficient quantitative and qualitative data to allow for reliable conclusions to be drawn. The consultations will be a mix of face-to-face interview, telephone calls, questionnaires by email or the distribution of an electronic survey. A full list of people proposed to be interviewed is in Annex 3.

The main aims of this phase are to review and assess the following;

- The impact of the Strategy against the Performance Framework
- The effectiveness and efficiency of Strategy implementation
- Alignment of the Strategy with international best practice in mine action
- Relevance to the priorities of key partners including mine affected countries and implementing partners
- Relevance to Australia's aid priorities and approach as reflected in the Government's Response to the Aid Effectiveness Review (An Effective Aid Program for Australia Making a real difference – Delivering real results)
- Relevance to the current context of mine action, mine action assistance and emerging mine action issues
- Performance and scope of mine action partners
- Geographic focus and relative geographic priorities
- Relevance of the performance framework (Annex 1 of the Strategy)

The key indicators for this phase remain the indicators outlined in the Performance Framework of the Mine Action Strategy for the Australian Aid Program 2010 - 2014. Sets of questions will be prepared to guide consultations with key stakeholder groups.

The consultant will conduct interviews with Australian government agencies and Australian based civil society groups early February. The consult will seek comments from key donors, mine action implementing agencies and partner governments during February and March. AusAID programs and posts will be consulted during February and March. The consultant will attend the annual National Mine Action Directors meeting in Geneva in late March to conduct face-to-face interviews with key

informants, eg UN officials, NGO representatives, and national directors from the countries receiving major funding from AusAID.

Work and Time Plan

Evaluation Team

The evaluation will be conducted by an independent consultant, Mr. Ian Mansfield. For the field visits to the Middle East, the consultant will be accompanied in Jordan by Ms. Christine Pahlman (Mine Action Coordinator, AusAID Canberra), and in Lebanon by Mr. Tawfiq Raad (AusAID Palestine).

Schedule

Phase	Dates	Deliverables
Preparatory phase	Mid-October 2011	Methodology plan
Field visit and review of engagement in Middle east	Mid-November to mid-December 2011	Report on AusAID Middle East engagement
Consultations and the Mid-Term Review	February – March 2012	Mid-Term Review report

Review Documentation

Mid-Term Review

Mine Action Strategy for the Australian Aid Program 2010-2014
Humanitarian Action Policy 2011
Mine Action Strategy May 2006
Review of the Mine Action Program 2004
Mine Action Strategy Mid-Term Review 2008
AusAID Mine Action Strategy Implementation Plan
A Guide to Mine Action, Fourth Edition GICHD (Chapter 15 The Evaluation of Mine Action Programs and Projects)
Anti-Personnel Mine Ban Convention
Second Review Conference of the State Parties to the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction 2009
Cartagena Action Plan 2010-2014
Convention on Certain Conventional Weapons, Protocol V (Explosive Remnants of War)
Convention on Cluster Munitions including the Vientiane Action Plan November 2010
Development for All – Towards a Disability Inclusive Aid Program 2009-2014
Convention on the Rights of Persons with Disabilities
Mine Action Activities (annually from 2005-06 to 2010-11)
An Effective Aid Program for Australia Making a real difference – Delivering real results 2011
Independent Review of Aid Effectiveness 2011
Mine Action Initiative Annual Reports (various)
Quality at Entry Reports (various)
Quality at Completion Reports (various)
Donor Mine Action Policies/Strategies (various)
Description of Working Context 2011, GICHD Paper
Mine Action Funding: Trends, Modalities and Future Prospects, GICHD paper 2011
Australia's Multilateral Assessment 2011

Middle East Review

Australia's approach to aid in the Palestinian Territories
Middle East and North Africa Regional Review (TOR and final report)
GICHD reports on relevant country programs (from Regional Review)
Proposals for mine action programs in Iraq, Egypt, Libya, occupied Palestinian Territories, Jordan and Lebanon
Completion reports for AusAID funded projects in Gaza, Jordan and Lebanon
Iraq Country Situational Analysis

Review Consultations

Mid-Term Review

Partner Governments (various)
Implementing Partners (various)
AusAID Bilateral mine action program managers (Desk and Posts as relevant)
AusAID's Disability Inclusive Team including regional Disability Inclusive advisers
Director Humanitarian Policy, AusAID
Director Conflict and Fragility, AusAID
ADG, Humanitarian and Peacebuilding Branch, AusAID
AusAID and DFAT Geneva
AusAID and DFAT New York Post
Minister's office
DFAT Arms Control and Counter Proliferation Branch
Department of Defence
Attorney-General's Department
Secretariat, Convention on Cluster Munitions
Implementation Support Unit, Mine Ban Convention
International Campaign to Ban Landmines and Cluster Munitions Coalition (ICBL-CMC)
Geneva International Centre for Humanitarian Demining
Geneva Call
International Committee of the Red Cross
United Nations Mine Action Service
United Nations Development Program
United Nations Children's Fund
Mine Action Support Group
Mines Advisory Group
Other donors including Norway, Japan, US, Austria, Netherlands, Germany, Switzerland, Denmark, NZ

Middle East Review

Middle East Program
Mine Action Coordinator
NPA Lebanon
MAG Lebanon
National Committee for Demining and Rehabilitation (Jordan)
Lebanon Mine Action Committee
NPA Jordan
UNDP (NY, Jordan, Egypt country offices – teleconference or e-mail consultations)
Beirut Post DFAT
Other mine action donors (regional)
UNMAS (global)
Other implementing partners

ANNEX 2. COPY OF QUESTIONNAIRE

Mid-Term Review of Australia's Mine Action Strategy Questions – General

Are you familiar with the current Australian Mine Action Strategy 2010 – 2014?

To what extent has Australia's assistance under the Mine Action Strategy contributed to the development of sustainable services for victims, both male and female?

How has Australia's assistance under the Mine Action Strategy contributed to the prevention of deaths and injury?

How has the capacity of partner governments and associated stakeholders (e.g. civil society, private sector) to effectively implement, monitor and evaluate mine action changed?

How have country, regional and international commitments to mine action been influenced by Australia?

What is your overall opinion of Australia's role as a mine action donor?

How do you think Australia could improve its mine action strategy?

What issues would you recommend Australia take account of in developing its future mine action strategy?

How do you think Australia could improve upon its performance as a mine action donor?

What do you think Australia does well as a mine action donor?

What do you think Australia does poorly as a mine action donor?

14 Feb 12

ANNEX 3. LIST OF PEOPLE INTERVIEWED

MID-TERM REVIEW
AusAID MINE ACTION STRATEGY 2010 – 2014
LIST OF PEOPLE INTERVIEWED
(as at 30 March 2012)

Name	Position	Organization
Ms Harriet Baillie	Executive Officer	DFAT
Ms Zoe Tiller	Executive Officer	DFAT
Mr Lucas Robson	Officer	DFAT
Mr Alan March	Director	AusAID
Ms Neryl Lewis	Director, Humanitarian Policy	AusAID
Ms Christine Pahlman	Mine Action Coordinator	AusAID
Brigadier William Sowry	HADS London	ADF
Ms Katrina McColl	Director, SP Division	Defence
Ms Liz McGregor	Director, IP Division	Defence
Mr Martin Sheehan	Deputy Director, SP Division	Defence
Ms Lorel Thomas	Coordinator	ANBLC
Ms Anna King	Member	ANBLC
Mr Alastair Gee	Director	Act for Peace
Mr Tim Lardner	Chief Technical Adviser	UNDP/UXO Lao
Ms Chikako Kodama	Head CPR unit	UNDP Laos
Mr Phuqueo Chantasomboune	National Director	NRA Laos
Mr Ted Paterson	Head, Strategic Management	GICHD
Ms Vera Bohle	Evaluation Specialist	GICHD
Mr Alan Poston	Chief Technical Adviser	UNDP Sri Lanka
Mr Monty Ranatunga	National Director	Sri Lanka
Ms Judy Grayson	Senior Adviser, Child Protection	UNICEF New York
Mr Nick Roseveare	Director	MAG
Mr Darren Cormack	Head of Business Development	MAG
Mr Rob White	Director of Operations	MAG
Ms Arianna Calza Bini	Programme Manager	GMAP
Mr Mohammad Sediq	Chief of Operations	MACCA Afghanistan
Mr Chan Rotha	Deputy Director	CMAA Cambodia
Mr Kerry Brinkert	Director	ISU APMBC
Ms Paramdeep Mthuru	Program Officer	ISU APMBC
Mr Justin Brady	Acting Director	UNMAS

ANNEX 4. LIST OF RESPONSES TO THE QUESTIONNAIRE

MID-TERM REVIEW AusAID MINE ACTION STRATEGY 2010 – 2014 RESPONSES TO QUESTIONNAIRES

(as at 12 March 2012)

Name	Position	Organization
Richard Hughes	Australian Volunteer	CMAC Cambodia
Gustavo Lawrie	Senior Liaison Officer	UNMAS
Hans Risser	Technical Adviser	UNDP Mozambique
A. Ghia	National Mine Action Authority	Sudan
Kent Paulusson	Senior Mine Action Adviser	UNDP Iraq
Bodil Jacobssen	Head of Desk	Danish Demining Group
Stephan Husy	Director	GICHD
Hanne Gam	Mine Action Coordinator	MFA Denmark
Tim Horner	Mine Action Adviser	UNDP
Celine Francois	Programme Officer	UNMAS West bank and Gaza
Katherine Kramer	Programme Officer	Geneva Call
Mohammad Sediq Rashid	Chief of Operations	UNMACCA Afghanistan
Arianna Calza Bini	Head	Gender in Mine Action Program
Caroline Bakker	Chief, Child Protection	UNICEF Sri Lanka
Desire Mohindo	Child Protection Specialist	UNICEF Chad
Nicole Hogg	Legal Adviser, Arms Division	ICRC
Atle Karlsen	Country Director Laos	DDG
AusAID		Middle East Bureau
AusAID		Africa Bureau
AusAID		Gender Adviser
AusAID		Disability Task Force
AusAID		Geneva
AusAID		Jordan
AusAID		Sri Lanka
AusAID		Phnom Penh
AusAID		Vientiane

ANNEX 4. LIST OF AusAID CONTRIBUTIONS UNDER THE STRATEGY

Mine Action Strategy 2010 to 2014 - Expenditure

Year	Program / Country	Implementing partner	Initiative	Mine Action Sector	A\$
2009-10	BURUNDI	Geneva International Centre for Humanitarian Demining	Enhanced Landmine Victim Assistance Support to Facilitate Progress toward Cartagena Action Plan - Burundi and Uganda	Victim Assistance	50,000
2009-10	CAMBODIA	United Nations Development Program	Cambodia Mine Action Art Exhibit	Advocacy	18,263
2009-10	CAMBODIA	Australian Red Cross	Landmine Survivor Assistance Program	Victim Assistance, Mine Risk Education	2,252,500
2009-10	CAMBODIA	World Vision and International Women's Development Agency	Community Strengthening & Gender Mainstreaming in Integrated Mine Action	Mine Clearance, Victim Assistance	192,926
2009-10	CAMBODIA	CARE Australia	Australia Cambodia Integrated Mine Action in Pailin	Mine Clearance	190,158
2009-10	CAMBODIA	UN Development Programme	Clearing for Results	Mine Clearance	1,995,000
2009-10	IRAQ	UN Development Programme	Mine Action Operational Capacity Development	Mine Clearance	2,500,000
2009-10	IRAQ	UN Children's Fund	Protecting Children in Iraq from Injuries Related to Landmines and Other Explosives	Mine Risk Education	500,000
2009-10	JORDAN	UN Development Programme	Northern Border Mine Clearance Project	Mine Clearance	1,000,000
2009-10	LAOS	CARE Australia	Reducing UXO Risk and Improving Livelihoods of Ethnic Communities in Sekong Province	Victim Assistance, Integrated Mine Action	452,586
2009-10	LAOS	World Vision	Integrated UXO Action in Khammouane Province	Mine Clearance and Integrated Mine Action	395,792
2009-10	LAOS	UN Development Programme	Capacity Building to Address the UXO Threat and Risks in Lao PDR	Mine Action Management, Capacity Building, Advocacy	1,247,494
2009-10	LEBANON	Mines Advisory Group	Clearance of Unexploded Ordnance	Mine Clearance	500,000
2009-10	PALESTINIAN TERRITORIES (GAZA)	United Nations Mine Action Service	Unexploded Ordnance and Explosive Remnants of War Clearance and Management within the Occupied Palestinian Territory	Mine Clearance	1,000,000
2009-10	SRI LANKA	Swiss Foundation for Mine Action	Training of Deminers and Purchase of Mine Detectors	Mine Clearance	1,300,000
2009-10	SRI LANKA	Mines Advisory Group	Demining	Mine Clearance	700,000
2009-10	SRI LANKA	UN Children's Fund	Mine Risk Education	Mine Risk Education	200,000

2009-10	SRI LANKA	UN Development Programme	Procurement of Demining equipment	Mine Clearance	2,710,000
2009-10	SRI LANKA	International Organisation for Migration	Procurement of Demining equipment	Mine Clearance	921,640
2009-10	SRI LANKA	Danish Demining Group	Demining	Mine Clearance	290,000
2009-10	SUDAN	UN Children's Fund	Mine Risk Education Programme in Sudan	Mine Risk Education	1,000,000
2009-10	SUDAN	United Nations Mine Action Service	Mine and Explosive Remnants of War Survey and Clearance Operations in southern Sudan	Mine Clearance	500,000
2009-10	UGANDA	Danish Demining Group	Capacity Enhancement of the National Mine Action Programme in Uganda	Mine Clearance	1,000,000
2009-10	UGANDA	Geneva International Centre for Humanitarian Demining	Enhanced Landmine Victim Assistance Support to Facilitate Progress toward Cartagena Action Plan - Burundi and Uganda	Victim Assistance	50,000
2009-10	GLOBAL	International Committee of the Red Cross	Special Fund for the Disabled	Victim Assistance	500,000
2009-10	GLOBAL	International Campaign to Ban Landmines	Landmine Monitor Report 2010	Advocacy	300,000
2009-10	GLOBAL	International Campaign to Ban Landmines	Universalisation in Asia-Pacific	Advocacy	60,000
2009-10	GLOBAL	Geneva Call	Operations in Asia	Advocacy	200,000
2009-10	GLOBAL	Cluster Munitions Coalition	Universalisation in Asia-Pacific	Advocacy	60,381
2009-10	GLOBAL	Geneva International Centre for Humanitarian Demining	Victim Assistance Projects	Victim Assistance	134,000
				Subtotal 2009-10	22,220,740
2010-11	PROGRAM AREA	IMPLEMENTING PARTNER	INITIATIVE	PILLAR	PAYMENTS
2010-11	AFGHANISTAN	United Nations Mine Action Centre for Afghanistan	UNMAS Support to Mine Action 2011-2015	Mine Clearance, Mine Risk Education, Victim Assistance	10,000,000
2010-11	CAMBODIA	Action Aid	Integrated Mine Action and Development in Banteay Meanchey	Mine Clearance, Victim Assistance, Integrated Mine Action	5,311
2010-11	CAMBODIA	World Vision and International Women's Development Agency	Community Strengthening & Gender Mainstreaming in Integrated Mine Action	Mine Clearance, Victim Assistance, Integrated Mine Action	3,937
2010-11	CAMBODIA	UN Development Programme	Support for Cambodia as Presidency of the 11 Meeting of State Parties to the Mine Ban Convention	Victim Assistance, Advocacy	200,000

2010-11	CHAD	United Nations Mine Action Service	Emergency Response Mine Risk Education in Eastern Chad	Mine Risk Education	1,000,000
2010-11	EGYPT	UN Development Programme	Mine Action in Support of the North West Coast National Development Plan	Mine Clearance	500,000
2010-11	ETHIOPIA	UN Development Programme	Mine Action in the Tigray, Afar and Somali regions	Mine Clearance	1,000,000
2010-11	IRAQ	UN Development Programme	Mine Action Operational Capacity Development	Mine Clearance	1,500,000
2010-11	IRAQ	United Nations Childrens Fund	Protecting Children in Iraq from Injuries Related to Landmines and other Explosives	Mine Risk Education	500,000
2010-11	JORDAN	National Committee for Demining and Clearance	Northern Border Mine Clearance	Mine Clearance	250,000
2010-11	LAOS	UN Development Programme	Support to Quality Management of the UXO Sector in Laos	Mine Risk Education, Advocacy, Capacity Building	1,247,494
2010-11	LAOS	CARE Australia	Reducing UXO Risk and Improving Livelihoods of Ethnic Communities in Sekong Province	Mine Clearance, Mine Risk Education	323,260
2010-11	LAOS	World Vision	Integrated UXO action in Khammouane Province	Mine Clearance, Mine Risk Education	352,281
2010-11	LAOS	Cooperative Orthotic and Prosthetic Enterprise	Sustainable Rehabilitation Services in Laos	Victim Assistance	200,000
2010-11	LAOS	UN Development Programme	Support to Clearance Operations of the Lao National Unexploded Ordnance (UXO) Program	Mine Clearance, Mine Risk Education, Capacity Building	2,500,000
2010-11	LEBANON	Mines Advisory Group	Battle Area Clearance	Mine Clearance	500,000
2010-11	LEBANON	Norwegian Peoples Aid	Battle Area Clearance	Mine Clearance	300,000
2010-11	SRI LANKA	The HALO Trust	Mine Clearance for Resettlement in Northern Sri Lanka	Mine Clearance	750,000
2010-11	SRI LANKA	Swiss Foundation for Mine Action	Emergency Survey and Mine Clearance	Mine Clearance	1,500,000
2010-11	SRI LANKA	Mines Advisory Group	Mine Action Survey and Clearance in Support of IDP Returns and Livelihood Development in northern Sri Lanka	Mine Clearance	1,500,000
2010-11	SRI LANKA	UNDP	UNDP Support to Mine Action	Mine Clearance	750,000
2010-11	SRI LANKA	Mines Advisory Group	Mine Action Survey and Clearance in northern and eastern Sri Lanka	Mine Clearance	1,600,000
2010-11	SRI LANKA	Danish Demining Group	Emergency Mine Survey and Clearance in Support of Return and Resettlement of IDPs in northern Sri Lanka	Mine Clearance	900,000
2010-11	SRI LANKA	Delvon Assistance for Social Harmony	Demining Using Metal Detectors in Lullativu and Kilinochchi Districts	Mine Clearance	500,000
2010-11	SRI LANKA	United Nations Childrens Fund	UNICEF Support to Mine Risk Education, Victim Assistance and Advocacy in Sri Lanka	Mine Risk Education	500,000

2010-11	UGANDA	Danish Demining Group	Completion of Landmine Clearance	Mine Clearance	1,900,000
2010-11	UGANDA / DRC	Handicap International	Victim Assistance and Mine Risk Education	Victim Assistance, Mine Risk Education	2,300,000
2010-11	GLOBAL	United Nations Mine Action Service	Voluntary Trust Fund 2011 including DRC 1,000,000; Guinea Bissau 349,800; Libya 1,500,000; Sudan 1,001,993 and Tajikistan 148,207	Mine Clearance, Mine Risk Education, Victim Assistance	4,000,000
2010-11	GLOBAL	Geneva International Centre for Humanitarian Demining	Core Support to GICHD and ISU including Victim Assistance	Mine Action Management, Capacity Building, Advocacy, Victim Assistance	600,000
2010-11	GLOBAL	United Nations Mine Action Service	Core Support to UNMAS	Advocacy, Universalisation, Victim Assistance, Mine Clearance	300,000
2010-11	GLOBAL	Geneva Call	Universalisation and Advocacy	Universalisation	209,161
2010-11	GLOBAL	International Campaign to Ban Landmines and Cluster Munition Coalition	Universalisation, Advocacy and Action Research	Advocacy	450,000
2010-11	GLOBAL	Geneva International Centre for Humanitarian Demining	Gender and Mine Action, Land Release and Victim Assistance Parallel Program	Advocacy, Research, Victim Assistance	500,000
2010-11	GLOBAL	North Atlantic Treaty Organisation	Mine Clearance in Georgia	Mine Clearance, Victim Assistance	50,000
2010-11	GLOBAL	International Committee of the Red Cross	Azerbaijan	Victim Assistance	50,000
2010-11	GLOBAL	International Committee of the Red Cross	Special Fund for the Disabled - Vietnam and Global Operations	Victim Assistance	1,000,000
2010-11	GLOBAL	International Committee of the Red Cross	Special Mine Action Appeal 2011	Victim Assistance, Mine Clearance	2,500,000
				Subtotal 2010-11	42,241,444
2011-12	PROGRAM AREA	IMPLEMENTING PARTNER	INITIATIVE	PILLAR	PAYMENTS
2011-12	IRAQ	UN Development Programme	Iraq Mine Action	Mine Clearance	1,000,000
2011-12	JORDAN	Norwegian People's Aid	Northern Border Mine Clearance	Mine Clearance	500,000
2011-12	LAOS	World Vision	Laos Mine action	Mine Clearance	249,300
2011-12	LAOS	Cooperative Orthotic and Prosthetic Enterprise	Victim Assistance and Rehabilitation	Victim Assistance	222,179
2011-12	LAOS	UN Development Program	Clearance	Mine Clearance	1,000,000

2011-12	LEBANON	Mines Advisory Group	Battle Area Clearance	Mine Clearance	500,000
2011-12	LEBANON	Norwegian People's Aid	Battle Area Clearance	Mine Clearance	300,000
2011-12	LIBYA	United Nations Mine Action Service	Mine Action in Libya	Mine Clearance	2,000,000
2011-12	MOZAMBIQUE	UNDP		Mine Clearance	1,600,000
2011-12	PALAU	Cleared Ground Demining	Cleared Ground Demining, for the Tourist Jungle Trail – Palaliu Island project, Palau	Mine Clearance	50,544
2011-12	PALAU	Cleared Ground Demining	ERW clearance	Mine Clearance	1,300,000
2011-12	SRI LANKA	Mines Advisory Group	Integrated Humanitarian Mine Action in Sri Lanka	Mine Action Management, Capacity Building, Advocacy	1,660,000
2011-12	SRI LANKA	Delvon Assistance for Social Harmony	Demining Using Metal Detectors in Lullaitivu and Kilinochchi Districts	Mine Clearance	200,000
2011-12	SRI LANKA	Swiss Foundation for Demining	Mine Action Intervention in Support of Return and Early Recovery Activities in the Northern Province of Sri Lanka	Mine Clearance	1,500,000
2011-12	GLOBAL	ICRC	Special Fund for the Disabled	Victim Assistance	1,000,000
2011-12	GLOBAL	United Nations Mine Action Service	UN Mine Coordination	Coordination	300,000
2011-12	GLOBAL	Mines Advisory Group	Monitoring and Evaluation	Mine Clearance, Monitoring and Evaluation	163,886
2011-12	GLOBAL	UN Development Programme	Support for the Second Meeting and Presidency of the Convention on Cluster Munitions	Mine Action Management, Capacity Building, Advocacy	400,000
2011-12	GLOBAL	International Committee of the Red Cross	2012 Special Mine Action Appeal	Victim Assistance	3,000,000
2011-12	GLOBAL	Geneva international Centre for Humanitarian Demining	Core support to GICHD and ISU including victim assistance work	Mine Action Management, Capacity Building, Advocacy, Victim Assistance	890,000
2011-12	GLOBAL	International Campaign to Ban Landmines and Cluster Munition Coalition	Universalisation, Advocacy and Action Research	Advocacy	450,000
2011-12	GLOBAL	Australian Network to Ban Landmines	Universalisation and Advocacy	Universalisation, Advocacy	28,400
2011-12	GLOBAL	Geneva Call	Universalisation and Advocacy	Universalisation, Advocacy	209,161
2011-12	CAMBODIA	UNDP	Clearing for Results	Clearance	1,995,000
				Subtotal 2011-12	20,518,470

				Total under \$100 million pledge	84,980,654
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ANNEX 5. REVIEW OF AusAID's MINE ACTION PROGRAM IN THE MIDDLE EAST

(Submitted separately due to the size of the file)