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## Transitioning Mine Action Programmes to National Ownership | Ethiopia

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# **Transitioning Mine Action Programmes to National Ownership**

## **Ethiopia**

**Geneva, March 2012**

The Geneva International Centre for Humanitarian Demining (GICHD), an international expert organisation legally based in Switzerland as a non-profit foundation, works for the elimination of mines, explosive remnants of war and other explosive hazards, such as unsafe munitions stockpiles. The GICHD provides advice and capacity development support, undertakes applied research, disseminates knowledge and best practices and develops standards. In cooperation with its partners, the GICHD's work enables national and local authorities in affected countries to effectively and efficiently plan, coordinate, implement, monitor and evaluate safe mine action programmes, as well as to implement the Anti-Personnel Mine Ban Convention, the Convention on Cluster Munitions and other relevant instruments of international law. The GICHD follows the humanitarian principles of humanity, impartiality, neutrality and independence.

This report was written by Pascal Simon, independent consultant.

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## GLOSSARY OF ACRONYMS

AF	Action Fiche
APM	Anti-personnel Mine
APMBC	Anti-Personnel Mine Ban Convention
ATM	Anti Tank Mine
BoLSA	Bureau of Labour and Social Affairs
CLO	Community Liaison Officer
CO	Country Office
CPC	Country Portfolio Coordinator
CTA	Chief Technical Advisor
DAG	Development Assistance Group
DEX	Direct Execution
DFID	Department for international Development
DG	Dog Handler
DIM	Direct Implementation Modality
EC	European Commission
E.C.	Ethiopian Calendar
EDP	Ethiopian Demining Project
ELIS	Ethiopian Landmine Impact Survey
EMAO	Ethiopian mine action office
EOD	Explosive Ordnance Disposal
EPRDF	Ethiopian People's Revolutionary Democratic Front
ERP	Emergency Recovery Project
ERPMU	Emergency Recovery Project
ERRP	Economic Recovery and Reconstruction Programme
ERW	Explosive Remnant of War
ETC	Entoto Training Centre
EU	European Union
FACE	Funding Authorisation and Certification of Expenditures
FENAPD	Federation of Ethiopian National Associations of Persons with Disabilities
FDRE	Federal Democratic Republic of Ethiopia
GDP	Gross Domestic Product
GoE	Government of Ethiopia
GICHD	Geneva International Centre for Humanitarian Demining
GIS	Geographic Information System
GTC	Global Training Centre
GTP	Growth and Transformation Plan
HDI	Human Development Index
HI	Handicap International
HQ	Headquarter
HT	The HALO Trust
IA	Impact Assessment

ICRC	International Committee of the Red Cross
IDPs	Internally Displaced Persons
IMAS	International Mine Action Standards
IMSMA	Information Management System for Mine Action
IT	Information Technology
LIS	Landmine Impact Survey
LMR	Landmine Monitor Report
LSN	Landmine Survivors Network
MAA	Mine Action Authority
MAAT	Mine Action Advisory Team
MAC	Mine Action Centre
MACC	Mine Action Coordination Centre
MBT	Mine Ban Treaty
MDD	Mine Detection Dog
MoFA	Ministry of Foreign Affairs
MoFEA	Ministry of Federal Affairs
MoFED	Ministry of Finance and Economic Development
MoLSA	Ministry of Labour and Social Affairs
MoND	Ministry of National Defence
MoTC	Ministry of Transport and Communication
MoU	Memorandum of Understanding
MRE	Mine Risk Education
NEX	National Execution
NIM	National Implementation Modality
NG	New Generation
NGO	Non-governmental Organisation
NMAA	National Mine Action Authority
NPA	Norwegian People's Aid
NTS	Non-technical survey
OECD	Organization for Economic Co-operation and Development
PA	Programme Advisor
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PCIA	Post-clearance Impact Assessment
PIF	Project Identification Fiche
QA	Quality Assurance
QC	Quality Control
QM	Quality Management
RADO	Relief and Development Organization
RR	Rapid Response
SB	Supervisory Board
SHA	Suspected Hazardous Area
SIGI	Social Institutions and Gender Index
TA	Technical Advisor
TAP	Technical Administrative Provision

TDVA	Tigray Disabled Veterans Association
TIA	Task Impact Assessment
ToR	Terms of Reference
TS	Technical survey
TTF	Thematic Trust Fund
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNMEE	United Nations Mission in Ethiopia and Eritrea
UNOPS	United Nations Office for Project Service
USA	United States of America
USD	United States Dollar
UXO	Unexploded Ordnance
VIS	Victim Information System
WB	World Bank

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## EXECUTIVE SUMMARY

Ethiopia's mine and Explosive Remnants of War (ERW) contamination stems from a series of internal and international armed conflicts dating back to 1935, including the Italian invasion and subsequent east Africa Campaigns, the Ogaden war with Somalia and the Ethiopian-Eritrean war. As a result of these conflicts, the Tigray, Afar and Somali provinces, which border Eritrea and Somalia, are the most heavily affected regions.

To address its mine and ERW contamination, the Ethiopian government established, in 1995, the Ethiopian demining project as a non-combatant unit of the Ministry of National Defence (MoND). The international community, however, only became involved in 1998, when the UN carried out an assessment in the country, but could not develop a programme because of the conflict with Eritrea. It was only in June 2000, when the ceasefire and December peace agreement with Eritrea was signed, that the Ethiopian government invited the UN to provide further advice and assistance on assessing the possibility of developing a national mine action programme.

Adopting the main recommendations identified in a UN evaluation, the Government of Ethiopia established the Ethiopian mine action office (EMAO) in 2001 as an autonomous legal entity responsible for mine clearance and mine risk education. Other tasks, such as victim assistance and anti-personnel mine (APM) stockpile destruction fell under the responsibility of the Ministry of Labour and Social Affairs and of Defence, respectively. And although EMAO remained relatively independent, it answered to a supervisory board composed of members of these, but also other ministries.

Apart from the UN's advisory role in 2000, international engagement in mine action in Ethiopia only began in 2001. That year, the UNDP deployed a mine action advisory team to support the establishment of EMAO. With the assistance of the advisory team and RONCO (funded by the US State Department), EMAO trained and equipped two demining companies that started operating in Tigray in 2002. EMAO was the only demining operator in Ethiopia, and its ownership of demining operations since its inception exemplifies the nature of the "transition" in Ethiopia, namely that there was none.

The government's ownership of and leadership in the mine action sector have been actively demonstrated each year since the programme began in the nineties. The present study concludes that EMAO and the programme have been nationally managed since the beginning. Foreign organisations and companies played an important role in developing national capacities, but EMAO and the other relevant government ministries have been in charge since the beginning.

## INTRODUCTION

Ethiopia<sup>1</sup> is the tenth largest country in Africa and the most populous landlocked country in the world. Its estimated population is 84.7 million people<sup>2</sup>, and it stretches over 1,100,000 square kilometres. It is located in the Horn of Africa, and is officially known as the Federal Democratic Republic of Ethiopia. The capital is Addis Ababa and the country shares borders with Eritrea, Sudan, South Sudan, Djibouti, Somalia and Kenya.

Ethiopia has one of the oldest civilisations and is also one of the world's poorest countries with a per capita income of USD 380<sup>3</sup>. Ethiopia's Human Development Index is at 0.363, which gives the country a rank of 174 out of 187 countries with comparable data<sup>4</sup>. Life expectancy at birth is 58 years. The under-five mortality rate is 104 per live births<sup>5</sup> and the adult literacy rate is estimated at 30 per cent<sup>6</sup>.

The 'Plan for Accelerated and Sustained Development to End Poverty' (PASDEP) for the period from 2005/6 to 2009/10 constituted the main socio-economic development strategy of the Government of Ethiopia. During the PASDEP period, Ethiopia enjoyed strong growth, reflecting:

- government-led development investment
- global commodity demand
- incentives for specific export sectors

According to official estimates, GDP grew on average 11 per cent per annum during the PASDEP<sup>7</sup> period. Growth was led by agriculture with rising contributions from mining, services and manufacturing sectors. The Government emphasis on pro-poor expenditures paid off in improved education and healthcare services.

During PASDEP implementation, primary school net enrolment rate rose from 68.5 per cent to 88 per cent<sup>8</sup>. On the health side, the Growth and Transformation Plan 2010/11 – 2014/15 reported reduction of under-five mortality rate from 123/1,000 to 101/1,000 and an increase of general health service coverage from 30 per cent to 89 per cent. Access to potable water reportedly increased from 35 per cent to 66 per cent in rural

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<sup>1</sup> See [Annex 1](#): Map of Ethiopia.

<sup>2</sup> UNDP Human Development Index 2011

<sup>3</sup> The World Bank, Ethiopia Country Brief; see [Annex 2](#): Ethiopia Key Indicators

<sup>4</sup> UNDP Human Development Index 2011; the HDI of Sub-Saharan Africa as a region is 0.463

<sup>5</sup> UNICEF Statistics

<sup>6</sup> The World Bank

<sup>7</sup> International Monetary Fund and International Development Association, Joint Staff Advisory Note on Growth and Transformation plan (GTP) 2010/11 – 2014/15, August 15, 2011

<sup>8</sup> Federal Republic of Ethiopia, Growth and Transformation Plan 2010/11 – 2014/15, Ministry of Finance and Economic Development, Addis Ababa, November 2010

areas and from 80 per cent to 91.5 per cent in urban areas. Nationally, access to potable water increased from 36 per cent to 68.5 per cent<sup>9</sup>.

However, this strong growth and the development gains from the period 2003-2007 are under threat because of high inflation and difficult balance of payments; the problem is exacerbated by high fuel and food prices on the global market<sup>10</sup>.

Unlike other African countries, Ethiopia has never been colonised; although it was briefly occupied by Italy between 1936 and 1941. In 1974, the Derg military junta<sup>11</sup> deposed Emperor Haile Selassie who had ruled since 1930 and established a socialist state. The regime was toppled in 1991 by a coalition of rebel forces, the Ethiopian People's Revolutionary Democratic Front (EPRDF). A constitution was adopted in 1994, and Ethiopia's first multiparty elections were held in 1995. The result was the formation of a stable government under Prime Minister Meles Zenawi, who is still in power today.

Following a referendum in 1993, Eritrea gained independence from Ethiopia. However, poor border demarcation led to military conflict in 1998 and then in 1999 to a full-scale war. In June 2000, Ethiopia and Eritrea signed a ceasefire agreement. The United Nations mission in Ethiopia and Eritrea (UNMEE) observer force was to monitor the truce and supervise the withdrawal of Ethiopian troops from Eritrean territory. The mission ended in July 2008. A fragile truce has been held since the agreement, but the United Nations says on-going disputes over the demarcation of the border threaten peace.

Ethiopia landmines and Explosive Remnants of War (ERW) contamination stems from a series of internal and international armed conflicts, including:

- The Italian invasion and subsequent east Africa Campaigns (1935-1941)
- The Ogaden war between Ethiopia and Somalia (1977-1978)
- A border war with Sudan (1980)
- Internal conflict (1974-1991)
- The Ethiopian-Eritrean war (1998-2000)

In 2002, after an initial survey of 'dangerous areas' had been carried out by The HALO Trust in Tigray and Afar, an Ethiopian Landmine Impact Survey (ELIS) was conducted by Norwegian People's Aid (NPA) in coordination with the Ethiopian mine action office<sup>12</sup>.

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<sup>9</sup> Idem

<sup>10</sup> The World Bank, Ethiopia Country Brief

<sup>11</sup> 'Coordinating Committee of the Armed Forces, Police, and Territorial Army'

<sup>12</sup> "Landmine Impact Survey Report, Federal Democratic Republic of Ethiopia", Norwegian People's Aid, Addis Ababa, May 2004

The survey was concluded in March 2004. Landmine contamination was identified in ten of the 11 regions and ranged from pattern minefields in the north to random pattern and low density suspected hazardous areas (SHA) in the rest of the country. More than 1.9 million people and 1,492 communities were affected by landmines.

Tigray, Afar and Somali regions were reportedly the most heavily mine/ERW-affected regions. The ELIS survey recorded 16,616 mine/ERW casualties. More than half of these had resulted in the death of the victim, and 1,325 took place between 2002 and 2004. Two-thirds of the victims were engaged in herding and farming activities when the accident occurred.

ELIS provided the first overall picture of the landmine problem in the country and documented the socio-economic impact of landmines and ERW contamination. The presence of landmines and ERW hampered the access to land in many areas, causing food insecurity and representing an obstacle to the peace consolidation process in the border areas.

The information provided by ELIS was eventually verified through technical survey (TS) and non-technical survey (NTS) operations. From the 1,916 SHA reported by ELIS, the survey confirmed that 60 per cent of them (1,163) were actually free from any contamination and 14 per cent (259) were released through non-technical survey.

A total surface of 37.87 square kilometres was confirmed contaminated (136 SHA were identified by ELIS and 60 were newly identified SHA), and 37.31 square kilometres have since been cleared. By deduction, EMAO assumes that the 358 SHA that remain to be verified (80 per cent of them in the Somali region) should represent approximately 6.5 square kilometres, bringing the total outstanding areas to be cleared to seven square kilometres. As EMAO expects to clear around three square kilometres per year, the organisation plans to conclude clearance operations by the end of 2013<sup>13</sup>.

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<sup>13</sup> Ethiopian mine action office, Draft Strategic Planning 2011-2013

## OVERVIEW OF THE NATIONAL MINE ACTION PROGRAMME

To address landmine<sup>14</sup> and ERW contamination, an Ethiopian demining project was established in 1995 as a non-combatant unit of the Ministry of National Defence (MoND), distinct from the Army Corps of Engineers.

The US provided equipment and training to set up three demining companies with 100 personnel each. The deminers began work in different regions of Ethiopia, sometimes in support of infrastructure projects. The project provided demining services to support the reconstruction of roads and telecommunication facilities in the frame of the Economic Recovery and Reconstruction Programme (ERRP), which had been launched by the transitional government once the civil war with the Derg had finished.

In 1998, the UN carried out an assessment in the country but could not develop a programme because of the conflict with Eritrea. In 1999, the Ethiopian Rehabilitation and Development Organization (RADO) started a mine risk education (MRE) pilot project in Tigray. The same year, after carrying out a feasibility mission, the emergency section of UNICEF concluded that the implementation of MRE was essential and had to be continued<sup>15</sup>.

Following the June 2000 ceasefire with Eritrea and the signing of the December peace agreement, the Ethiopian government invited the UN to provide further advice and assistance on assessing the possibility of developing a national mine action programme. The subsequent UN evaluation provided a number of recommendations, including the establishment of a civilian mine action agency outside the Ministry of Defence. The suggestion was adopted by the Ethiopian government, as the vision at that time was to try to compete for international contracts<sup>16</sup>.

The Council of Ministers decree N°70/2001 established the Ethiopian mine action office (EMAO) in February 2001<sup>17</sup>. The decree sees EMAO as an autonomous legal entity with two main responsibilities:

- mine clearance
- mine risk education

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<sup>14</sup> The terms 'mines', 'landmines', 'ERW', 'demining', 'humanitarian demining', 'clearance', 'mine action', 'mine action organisation', 'risk education', 'mine victim', 'victim assistance', etc refer to the definitions proposed by the International Mine Action Standards - IMAS 04.1.(Ed. 2), Amendments 1, 2, 3 & 4, 'Glossary of Terms and Definitions'. The term 'landmine' will generally embrace both landmines and ERW except when the distinction is important

<sup>15</sup> 'An Evaluation of the Mine Risk Education Programme in Ethiopia, GICHD', Geneva, July 2005

<sup>16</sup> 'Evaluation of NPA's humanitarian mine action project and review of Ethiopia's mine action programme', GICHD, February 2007. Ethiopian authorities had the ambition to develop a mine action organisation with the capacity to intervene in demining programmes worldwide

<sup>17</sup> Federal Negarit Gazeta of the Federal Democratic Republic of Ethiopia, 7<sup>th</sup> year No. 16, Addis Ababa – 5<sup>th</sup> February, 2001

However, it does not include any provision for victims or survivors.

EMAO was first linked with the Prime Minister's Office before being transferred to the Ministry of Federal Affairs. EMAO is authorised to 'establish relations' with other domestic and international organisations involved in demining or MRE, but the decree does not explicitly confer to EMAO any authority over these organisations. These ambiguities precluded EMAO to act as a regular mine action centre<sup>18</sup>. The Council of Ministers decree set up a supervisory board to oversee EMAO's activities. The Ministry of Labour and Social Affairs is responsible for disability and rehabilitation issues, including victim assistance and, although closely linked to the mine action sector, is not a member of EMAO Board.

An emergency recovery project was launched after the Ethiopian-Eritrean war, and EMAO was set up to function as the mine action operator. The project was funded through a World Bank loan of USD 230 million, between 2001 and 2006. The project provided assistance in the following:

- household rehabilitation
- road reconstruction
- food security
- humanitarian demining
- mine risk education in war-affected areas

The goal was to support the resettlement of 360,000 people displaced by the conflict. Most of the Ethiopian demining project personnel were transferred to EMAO and that time. EMAO received approximately USD 18 million during the emergency recovery operations and cleared 24 square kilometres of land.

In 2001, the UNDP deployed a mine action advisory team to support the setting up of EMAO. With the assistance of the advisory team and RONCO (funded by the US State Department), EMAO trained and equipped two demining companies that started operating in Tigray in 2002. The advisory team worked under EMAO and the Ministry of Finance and Economic Development, was responsible in managing the emergency recovery programme, and provided quality assurance and control as well as technical assistance in supporting EMAO operations.

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<sup>18</sup> The decree N°70/2001 does not clearly give to EMAO the responsibility to develop a mine action strategy or to set up policies to regulate other organisations activities. Apparently, EMAO can only propose policies and strategies to the Ministry in charge and, without a clear national legislation, it is not sure that these policies and strategies would legally bind other public or private organisations. Therefore, in order to be fully effective, the national mine action strategy should be adopted by the Council of Ministers. 'Evaluation of NPA's Humanitarian Mine Action Project and Review of Ethiopia's Mine Action Programme'. GICHD, Geneva, February 2007

In September and December 2002, a third demining company was trained and deployed, and a fourth in 2004. The advisory team then trained trainers, permitting, in 2005, EMAO to train the fifth and sixth EMAO demining companies, one of which was deployed in the Somali region.

Ethiopia signed the Anti-Personnel Mine Ban Treaty (MBT) on 3<sup>rd</sup> December 1997; however ratification was delayed to 17<sup>th</sup> December 2004 because of the war with Eritrea. On 1<sup>st</sup> June 2005, Ethiopia became a State Party to the Convention. The deadline for the Mine Ban Treaty Article 4 deadline (anti-personnel mines stockpiles destruction) was 1<sup>st</sup> June 2009, and the deadline for Article 5 (destruction of anti-personnel mines in mined areas) is 1<sup>st</sup> June 2015.

The government has not passed specific legislation to implement the treaty domestically, but has reported that existing legal regulations already guarantee compliance with the terms of the treaty<sup>19</sup>. Demining and MRE were the two main responsibilities of the mine action office. If MoLSA was made responsible for victim assistance, the MoND was charged with anti-personnel mines (APM) stockpile destruction (Mine Ban Treaty Article 4). Ethiopia reported to have destroyed all its APM stockpiles before 2<sup>nd</sup> April 2009<sup>20</sup>.

In 2004, EMAO purchased six Bozena IV mini flails to provide mechanical ground preparation in support of manual demining companies. The same year, EMAO granted a one-year contract to ArmorGroup to introduce six mine detection dogs (MDD) that were handed over to EMAO in 2006. The funding for MDD was first provided through the emergency response programme World Bank loan, and then by the UK Department for International Development (DFID) until NPA took over with the introduction of its own MDD<sup>21</sup>.

In 2005, NPA started to provide support to EMAO in:

- reinforcing the MDD and technical survey teams' capacity of the organisation
- assisting with the construction of a training centre in Entoto

The project was clearly designed to strengthen EMAO and the aim was not to establish a parallel mine action programme. Until today, EMAO remains the only demining operator in Ethiopia. NPA provided MDD from the Sarajevo Global Training Centre and trained dog handlers. The organisation also assisted EMAO to set up and train five technical survey teams of ten staff each. Each team included:

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<sup>19</sup> Articles 481, 497, 499 ad 500 of the Criminal Court Law; Article 41, Sub Article 8, Article 9, Sub Article 4 and Article 10, Sur Articles 1 and 2 of the Constitution. Ethiopia MBT Article 7 Report, 31/3/2011

<sup>20</sup> However The Landmine Monitor Report (LMR) reported confusing figures about Ethiopia APM stockpiles destruction; LMM 2010, Ethiopia

<sup>21</sup> "Evaluation of NPA's Humanitarian Mine Action Project and Review of Ethiopia's Mine Action Programme". GICHD, Geneva, February 2007

- one EOD (explosive ordnance disposal) team leader
- one TIA (task impact assessment)/community liaison officer
- six manual deminers
- one paramedic
- one driver

Following the end of emergency response programme, the European Commission (EC) provided financial support to EMAO, initially for the period 2007-2008 to allow the organisation to continue land release and MRE activities in the regions of Tigray and Afar. The project was implemented by EMAO, and funds were channelled through the UNDP.

Following positive evaluations and through successive contracts and riders, the EC support was extended to the end of 2011; the total amount approximately 16 million euro. The EC/UNDP support to the programme provided funding mostly for operational costs, manual demining companies and EMAO headquarters. EMAO staff peaked to more than 1,000 personnel and, in 2006, the organisation deployed 700 staff in six demining companies.

Since 2005, Norway, the Netherlands and Finland have contributed to EMAO humanitarian demining operations through NPA, in supporting:

- mine detection dog teams
- technical survey teams
- the construction of the Entoto training centre

Other donors, such as Adopt a Minefield, Australia, China, Germany, Italy, Japan, the UNDP Thematic Trust Fund (TTF) and UNMEE also contributed to the programme. Swedish Civil Contingencies Agency (MSB) provided an Information Management System for Mine Action (IMSMA) technical advisor in 2009.

The Geneva International Centre for Humanitarian Demining (GICHD) provided support to EMAO and other mine action actors in Ethiopia in the field of strategic management and information management. The Director General of EMAO is a member of the GICHD advisory board. The GICHD provided technical assistance and training support, and conducted several review and assessments of mine risk education and the programme in general. The GICHD also ensured the installation of and training on the IMSMA New Generation.

## **GENDER AND EQUALITY IN MINE ACTION IN ETHIOPIA**

Ethiopia remains one of Africa's most traditional societies, where, following traditional socio-cultural practices, women are considered subordinate to men, both in family life

and in society at large<sup>22</sup>.

Most EMAO staff were transferred from the Ministry of National Defence and included a limited number of women. EMAO considers demining work to be not really suitable for women<sup>23</sup>, reporting that women in Ethiopia are traditionally responsible for most home- and family-related activities. They often work as herders, wood gatherers and water-fetchers.

Because of these daily activities, women are often involved in reporting data about hazardous areas and in prioritising land release operations<sup>24</sup>. EMAO ensures that all individuals at risk have access to appropriate forms of community liaison and mine risk education (MRE) services. As MRE is culturally specific, the organisation delivers messages according to gender perspective, and reported a high percentage of women and children among MRE beneficiaries. Nearly 200,000 women and girls benefited from MRE and community liaison (CL) services between 2002 and 2009.

The UNDP assisted EMAO in submitting information on the efforts in gender mainstreaming for the revised UN Gender Guidelines for Mine Action Programmes<sup>25</sup>.

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<sup>22</sup> Organisation for Economic Co-operation and Development (OECD), Development Centre, Social Institutions and Gender Index (SIGI), Gender Equality and Social Institutions in Ethiopia. The SIGI is a composite measure of gender equality, based on the OECD's Gender, Institutions and Development Database. It complements and improves existing measures in several ways. While conventional indicators of gender equality capture inequality outcomes, the SIGI focuses on the root causes behind these inequalities. The Ethiopia SIGI value is 0,233251 and the country is listed at the 89<sup>th</sup> position on 102 non-OECD countries between Guinea and Bangladesh

<sup>23</sup> Mid-Term Evaluation of the project "Mine Action in Tigray, Afar and Somali Regions of Ethiopia", European Commission, Output 1, December 2008

<sup>24</sup> EMAO, Mine Action Programme Implementation, 3<sup>rd</sup> Quarter Report of 2011, as per EMAO, MOFED and UNDP agreement, October 2011

<sup>25</sup> United Nations, Gender Guidelines for Mine Action Programmes, March 2010. Ethiopia is used as a case study in the guidelines

## HISTORY OF EXTERNAL SUPPORT

### UNITED NATIONS

Since 2001, the UNDP mine action advisory team (MAAT) delivered capacity development to EMAO to assist them in operating as the GoE principal agency for management, coordination and implementation of mine action activities. The project was executed by the UN Office for Project Services (UNOPS).

The MAAT capacity development support project initially focused on the<sup>26</sup>:

- establishment of EMAO headquarters
- development of EMAO's organisational structure
- procurement of essential equipment
- installation of IMSMA
- development of national mine action standards
- recruitment of national counterparts and local staff
- development of workplans and the implementation of a nationwide LIS
- training the first four manual demining companies and training trainers to train the fifth and sixth demining companies
- contracting for MDD
- support to the integration of MDD and machines in demining operations

Gradually, the project focus shifted to long term capacity development, including the establishment of the northern branch office in Makale. IMSMA became operational and mine clearance capacity was increased with the deployment of two additional manual mine clearance companies. International advisors progressively provided guidance to EMAO management while their national counterparts assumed responsibility for the management of mine action activities. Beside technical issues, the MAAT also provided advice to the EMAO Director General, training in information management and support to resources mobilisation.

One of the challenges was the integration of machines and MDD into manual demining companies, the quality management process and the setting up of technical survey teams. Assistance was provided to develop a user-friendly manual of procedures for deminers, mechanical demining, technical survey and quality management staff. A quality management system was set up, including an accreditation mechanism (for manual deminers, machines and MDD). A UNDP information advisor trained EMAO

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<sup>26</sup> 'Evaluation of UNDP Technical Assistance to Mine Action in Ethiopia', Archie Law, UNDP, October 2006. 'Evaluation of NPA's Humanitarian Mine Action Project and Review of Ethiopia's Mine Action programme', GICHD, Geneva, February 2007

database and Geographic Information System (GIS) specialists, and top managers were trained in IMSMA<sup>27</sup>.

Results of those efforts were positive and facilitated the decrease of the number of technical advisors from 16 to three; a chief technical advisor, an operations advisor and an information advisor<sup>28</sup>.

At the end of 2006, at EMAO's request, the MAAT was abandoned and replaced by a single international programme advisor who focused mainly on supporting donor liaison, programmatic issues, resource mobilisation and reporting. The national EMAO management took full charge of the conduct of the programme. UNDP also changed the assistance modality from direct execution (DEX) to national execution (NEX)<sup>29</sup>.

From 2007, donor funding of the programme - outside of the NPA project - was mostly channelled to EMAO through UNDP, in particular the important EC contribution. UNDP was responsible for overseeing finance, project quality and reporting. The UNDP Programme Advisor (PA) played an important role in assisting the preparation of work plans, and reporting and channelling funds from the EC through UNDP to EMAO. Support was also provided to formulate new projects for the EC<sup>30</sup>, liaise with the donor community, organise donor meetings and reposition humanitarian demining within the UNDP Ethiopia country strategic programme.

From 2007 to 2010, the UNDP also provided the following support<sup>31</sup>:

- IMSMA New Generation was installed with the assistance of GICHD
- IT equipment was provided
- One EMAO senior manager attended the James Madison University senior management course
- UNDP country office support is provided to EMAO finance unit for preparing financial reports
- EMAO participated in the Bozena demining machine workshop

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<sup>27</sup> The IMSMA department of the organisation remained however confronted with a high staff turnover and regular lack of staff. Trained staff regularly left EMAO to other professional positions; meaning that training and capacity development had to be restarted again

<sup>28</sup> 'Evaluation of UNDP Technical Assistance to Mine Action in Ethiopia', Archie Law, UNDP, October 2006

<sup>29</sup> NEX represents the main execution modality of UNDP assisted programmes; in a NEX modality, the host governments are responsible for the formulation, management and the conduct of the projects. In a DEX modality, the UNDP is responsible for those projects. The DEX modality is permitted only in exceptional circumstances where the national government does not have the capacity to manage and implement programmes. In this regard, UNDP has the capacity and it takes final accountability for the use of resources. Recently, NEX and DEX have been respectively replaced by similar concepts of National Implementation Modality (NIM) and Direct Implementation Modality (DIM).

<sup>30</sup> When the EC decided an additional contribution of 4.85 million euros in the frame of the European Development Funding (EDF) 10, project documentation had to be prepared for integration in the financing agreement: the Project Identification Fiche (PIF), the Action Fiche (AF) and the Technical Administrative Provisions (TAP)

<sup>31</sup> Final Narrative and Financial Report, UNDP / EC, 2007 - 2009

- UNDP CO provided training to complete the UNDP funding authorisation and certification of expenditures
- Administrative and logistics management training provided by the Ethiopian management institute
- Training on use and maintenance of Vallon mine detectors
- NDP supported the organisation of International Mine Action Day on April 4
- Resources mobilised from Germany, China, UNDP TTF, UNMEE and Adopt a Minefield
- UNDP acted as the country portfolio coordinator for the Ethiopian mine action projects portfolio

UNICEF supported MRE activities in Tigray and Afar since 1999 and 2011 respectively. Implementation has been carried out through the Rehabilitation and Development Organization (RADO) in close cooperation with regional and local level counterparts.

In 2003, UNICEF and RADO transferred MRE responsibilities to regional authorities and the GICHD carried out an evaluation of the MRE programme for UNICEF. RADO was subsequently commissioned to undertake a village profile project, to assess the development priorities in several mine-affected communities. Supported by UNHCR, RADO also provided MRE in five Sudanese refugee camps in western Ethiopia.

UNOPS was contracted by UNDP as the executing agency for the implementation of the MAAT until the end of 2006. In addition, UNOPS was also contracted by the ERP management unit (ERPMU) to provide assistance and advice on demining services contracting and to monitor mine action assets in the field. The office also acted as the procurement agent for the purchase of demining equipment and vehicles from World Bank funds that came through ERPMU. The UNMEE mine action coordination centre donated vehicles, demining and IT equipment, furniture, tools and accessories when the mission had ended.

### **NORWEGIAN PEOPLE'S AID (NPA)**

Beside the UN, NPA has been the other major partner that provided capacity development to EMAO. The organisation has been involved in supporting the:

- implementation of ELIS
- provision of MDD
- EMAO technical survey
- Rapid Response capacity
- operational planning

NPA funded 52 EMAO surveys and 51 MDD staff up to the end of 2010. NPA supported the introduction of new land release methodologies and new technical survey

techniques to resurvey communities previously identified as contaminated by ELIS.

Until now, NPA has continued to provide logistical and technical support to EMAO to manage MDD and to provide training to dog handlers. The following was also provided:

- special training of 12 South Sudan dog handlers, lasting two months
- a two week MDD quality assurance/quality control management course to South Sudanese mine action programme staff

Vaccines and veterinary support, leaches and food (ordering, custom clearance, transportation, etc) are still provided by NPA. Of the 50 MDD in Ethiopia:

- 12 are currently on loan to South Sudan
- 35 are considered 'operational'
- four are retired
- 12 are puppies currently on training

Another important contribution by NPA is the support it gives to the construction of the Entoto Training Centre (ETC). The complex is a large state-of-the-art training facility located in the hills surrounding Addis Ababa. Its high altitude (3,050 metres) and soil characteristics make it an excellent location for MDD training. The majority of the centre's construction costs<sup>32</sup> have been covered by NPA and include:

- a central 'office' building with classrooms
- dormitories
- all MDD training
- accreditation and maintenance facilities
- a storage building
- a workshop
- guest houses
- kitchen
- staff house
- water supply
- fencing
- lighting
- roadways

The large MDD facilities attached to the centre include:

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<sup>32</sup> NPA covered the costs of the constructions phases 1, 3, 4 and 5 as well as some additional finishing works. EMAO directly paid for the cost of the 'phase 2'. The total investment by NPA in the ETC is estimated at 2.34 million euro. The total NPA financial contribution for the period from 2008 to 2011 is estimated at 7.235 million euro; donors include Norway, the Netherlands and Finland

- kennels and cages
- veterinary facilities (including surgery room, vet room, guest house)
- houses and a kindergarten for puppies
- a carousel for training dogs to detect explosives
- an indoor training area (with bricks and sand search areas, training lines and boxes)
- training lines to train dogs to walk straight and focus on target
- a walkway for the dogs
- sensitisation objects (mannequins, mirrors, etc)
- an obstacle course to build relationship with handlers
- a swimming pool to exercise the dogs

The training area includes 218 training boxes and 120 licensing boxes and explosive devices which have been buried according to IMAS (zero to two devices per box and between one and 20 cm). The soaking time of between three to six months has been respected. Buried items include anti-tank and anti-personnel mines, as well as various UXO (mortar, grenade, artillery shells, etc).

National MDD instructors received NPA theoretical and practical training. Three instructors, made up of one MDD coordinator, one supervisor for South Sudan and one puppy group leader, were trained for three months in Sarajevo in 2009. Ten EMAO dog handlers have been accredited and five puppy activators trained. Training manuals have also been developed and are now completed. In addition to the investment costs, NPA also supported operational costs, maintenance, salaries and administrative costs, as well as all costs related to MDD (food, vaccines, etc).

## **CORE FUNCTIONAL CAPABILITES OF THE PROGRAMME**

### **COORDINATION AND STRATEGIC PLANNING**

IMAS and UN principles state that mine action's primary responsibility lies with the government of mine-affected countries. This responsibility is normally vested in a national mine action authority, which is charged with the regulation, management and coordination of the national mine action programme. The NMAA is responsible for establishing the national and local conditions that enable effective management in mine action. The operational arm of the national mine action programme is usually the mine action centre; the focal point for mine action activities in the field. It carries out the policies of the national mine action programme and implements, coordinates and certifies operations<sup>33</sup>.

In Ethiopia, various components of the mine action programme<sup>34</sup> are overseen and

<sup>33</sup> See "Developing Mine Action Legislation – A Guide", GICHD, Geneva, March 2006. See also IMAS 1.10, Second Edition, 1 January 2003

<sup>34</sup> International Mine Action Standards (IMAS) define mine action as group of five complementary activities: MRE, humanitarian demining (ie, Landmine and ERW survey, mapping, marking and clearance, victim assistance (including

managed by different authorities. The main national legal instrument that relates to mine action is the Council of Ministers decree N°70/2001. It established the Ethiopian mine action office in February 2001. The decree sees EMAO as an autonomous civilian entity with two main responsibilities:

- mine clearance
- mine risk education

Assistance to victims and survivors is the responsibility of the Ministry of Labour and Social Affairs. Destruction of APM stockpiles according to Article 4 of the Mine Ban Treaty is the responsibility of the Ministry of National Defence<sup>35</sup>.

The decree established a supervisory board to oversee EMAO's activities. The board has the power to:

- issue administrative policies
- determine the organisation's structure
- appoint the director
- fix fees for services provided by EMAO

Regarding the board's responsibilities, there is no mention about other mine action components, such as victim assistance, stockpile destruction and advocacy. Over time, the composition of the board changed; current membership was recently consolidated by the nomination of more senior members and includes the:

- Ministry of National Defence (chair of the board)
- Ministry of Transport and Communication
- Ministry of Foreign Affairs
- Ministry of Federal Affairs
- EMAO director acting as Secretary

The board is supposed to meet once a month. The Ministry of Labour and Social Affairs, although closely linked to the mine action sector, is not a member of the board, however is responsible for victim assistance. EMAO is administratively connected to the Ministry of Federal Affairs.

The absence of a clearly appointed mine action authority has hampered the full and complete integration of the different programme components and the possibility of

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rehabilitation and reintegration of victims), stockpiles destruction and advocacy against the use of anti-personnel mines (APM). "Glossary of Mine Action Terms, Definitions and Abbreviations", IMAS 04.10, Second Edition, September 2003

<sup>35</sup> Although EMAO is not involved in APM stockpiles destruction, the organisation reported to have been regularly informed and updated of progress made towards compliance with MBT Article 4

having a comprehensive national mine action strategy and policy encompassing all traditional mine action activities. EMAO is authorised to 'establish relations' with other domestic and international organisations involved in demining or MRE, but the decree does not explicitly confer to EMAO any authority over these organisations. These ambiguities precluded EMAO to operate as the 'Ethiopian Mine Action Centre'.

As a result, coordination in the sector has not always been optimal, despite the small number of partners and organisations involved. Technical coordination meetings between EMAO, NPA, UNDP, UNICEF, MoLSA and other involved stakeholders were rarely organised. However, bilateral meetings between the different partners have taken place regularly. With the exception of the high level donor conference organised in September 2009, there have not been regular or systematic donor coordination meetings. This has however been mitigated by the limited number of funding sources of the programme: before 2007, EMAO was totally funded by the ERP while after 2007, most of the funds were provided by NPA and the EC/UNDP project. In addition, EMAO does not seem to have the administrative authority to sign financial agreements with donor countries.

The EMAO decree does not explicitly mandate EMAO to develop a mine action strategy or to set up policies to regulate other organisations' activities. Apparently, EMAO could only propose policies and strategies to the ministry in charge and, without a clear national legislation, it is not sure that these policies and strategies would legally bind other public or private organisations. Therefore, in order to be fully effective, the national mine action strategies should be adopted by the Council of Ministers<sup>36</sup>.

Efforts to elaborate a strategic document for Ethiopia started in parallel to the Landmines Impact Survey (LIS) conducted in 2003-2004. Cranfield University has reportedly undertaken several missions to Ethiopia to support workshops and meetings on strategic planning for the mine action sector. These do not appear to have led to the elaboration of a comprehensive strategic plan. Afterwards, EMAO set up a strategic planning team to develop a 'Draft Strategic Plan for EMAO for the years 1999 - 2003 Ethiopian calendar', which correspond to the years 2006-2011<sup>37</sup>.

As the document waited a long time for official approval, EMAO further reviewed the initial plan and changed the dates of the period covered by the strategy to 2008-2011. A more recent strategic plan has been developed to cover the period 2011-2013 that should lead to the conclusion of the mine action programme, at least as it is known today<sup>38</sup>.

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<sup>36</sup> 'Evaluation of NPA's Humanitarian Mine Action Project and Review of Ethiopia's Mine Action Programme', GICHD, Geneva, February 2007. EMAO strategic documents were always labelled 'draft'

<sup>37</sup> The Ethiopian calendar does not correspond to the 'European' (Gregorian) calendar

<sup>38</sup> Ethiopian mine action office, Draft Strategic Planning 2011-2013

## LAND RELEASE

In the past, EMAO operated with six demining companies and more than 700 staff. However, the need for manual deminers has been decreasing, and the current number of manual deminers has been reduced to three companies and 350 staff. EMAO developed its own quality management system and deployed quality assurance officers to each demining company to report directly to the director general of the EMAO.

EMAO currently has:

- 35 operational MDD
- 31 dog handlers
- two puppy activators
- 12 puppies

MDD capacity has been integrated into technical survey, manual demining and mechanical demining teams, and has greatly contributed in increasing the organisation's productivity and efficiency.

EMAO used to deploy five technical survey/rapid response teams, totalling 51 staff. The teams have now been reduced to 36 staff and are composed of the best EMAO experts. The teams have been very efficient in Ethiopia, contributing to the release of 700 square kilometres of land.

The remaining suspected hazardous areas have decreased in size, are located far from each other, and are sometimes not accessible for security reasons. Therefore EMAO is using the technical survey/rapid response teams more actively to address these 'pocket' minefields. During the future transition phase of the programme, those teams could be consolidated and maintained to deal with any landmine or ERW residual threats.

**Figure 1: Areas cleared by EMAO 2002-2011**

	Tigray	Afar	Somali	B/Gumz	Diredawa	Hareri	Oromia	Total
2002	721.174	-	-	-	-	-	-	721.174
2003	3.884.323	633.816	-	-	-	-	-	4.518.139
2004	8.381.214	2.503.740	-	-	-	-	-	10.884.954
2005	5.445.171	1.016.109	43.247	-	-	-	-	6.504.527
2006	7.018.795	1.144.395	1.766.527	-	-	-	-	9.929.717
2007	4.157.855	123.979	3.265.254	-	-	-	-	7.547.088
2008	2.070.794	74.988	6.190.990	21.419	-	-	-	8.358.191
2009	1.613.275	223.832	4.499.421	-	-	-	-	6.336.528
2010	590.293	269.755	2.851.738	-	126.307	22.826	9.651	3.870.570
2011	68.769	689.339	-	-	82.847	57	-	841.012
<b>TOTAL</b>	<b>33.951.663</b>	<b>6.679.953</b>	<b>18.617.177</b>	<b>21.419</b>	<b>209.154</b>	<b>22.883</b>	<b>9.651</b>	<b>59.511.900</b>

**Figure 2: Explosives Devices found and destroyed 2002-2011**

	AP	AT	UXO	Total
2002	217	21	382	620
2003	328	17	4.353	4.698
2004	465	62	7.026	7.553
2005	122	84	5.350	5.556
2006	1.692	55	16.734	18.481
2007	1.905	236	5.268	7.409
2008	1.372	378	17.666	19.416
2009	631	203	10.729	11.563
2010	2.038	153	12.646	14.837
2011	508	57	522	1.087
<b>TOTAL</b>	<b>9.278</b>	<b>1.266</b>	<b>80.676</b>	<b>91.220</b>

### TASKING, PRIORITISATION AND SOCIO-ECONOMIC IMPACT

Between 2002 and 2006, the prioritisation system for clearance operations was determined by the ERP. These priorities were settled in consultation with regional governments in Tigray and Afar, according to needs to resettle IDPs and create favourable conditions for their reintegration through rehabilitation activities and increased food security.

In 2005, NPA proposed to EMAO to introduce a task impact assessment approach, to set mine action priorities according to expected socio-economic benefits of demining operations. The approach (phase 1) was adapted to the Ethiopian context and included as one of the technical survey tools, five community liaison officers which carried out task impact assessment activities in conjunction with the technical survey (TS) teams. When the TS teams resurveyed the suspected hazardous areas reported by ELIS, the community liaison officers gathered community representatives and community members and filled in the questionnaire for the Phase 1 impact assessment.

Since that period, the NPA task impact assessment model has not been very proactively used by EMAO. Instead, the organisation continued to use the ELIS priority settings, and there is consequently no task impact assessment system for follow up with phases 2 and 3<sup>39</sup>.

In Ethiopia, prioritisation and tasking were generally developed with local authorities to facilitate the construction or rehabilitation of infrastructures (roads, railways, bridges, etc) and to access grazing and agriculture land, including irrigation schemes and resettlement areas. During the recent years, the use of a prioritisation tool became even less useful, as Ethiopia, in compliance with the Mine Ban Treaty, had to clear all

<sup>39</sup> Information provided by Anna Roughley, NPA Impact Assessment Advisor, on 25/11/12. The NPA 'Task Impact Assessment' was recently renamed 'Impact Assessment'; for coherence purpose, this report will only refer to TIA. The system includes three levels of socio-economic analysis: the village level (1), the district level (2) and the provincial and/or national level (3). In Ethiopia, only activities corresponding to the level 1 were carried out. For more details on NPA IA, see 'Review of NPA MAD Task Impact Assessment Tool and Handbook (2005)', Oslo, October 2010. For a comprehensive evaluation of NPA mine action activities, see 'Evaluation of the Humanitarian Mine Action Activities of Norwegian People's Aid', NORAD, December 2009

areas contaminated by AP mines, regardless of how the land would be used or the potential socio-economic impact.

After clearance operations are completed, EMAO community liaison officers (CLOs) are responsible for organising the official handover of the land to the community. Once quality control of the cleared land has been done, the CLO delivers the following:

- a map of the land
- a certificate confirming when clearance has taken place
- the number of mines/ERW that have been found
- a quality control certificate signed by EMAO

The CLO walks with the community leaders through the cleared area to build trust and confidence in the work that was completed by the deminers. One year after clearance, the CLO goes back to the cleared area to carry out a post-clearance impact assessment (PCIA) and collect data about the use of the land after clearance.

The benefits of EMAO land release activities have been well documented in terms of:

- resettlement of IDPs<sup>40</sup>
- infrastructure rehabilitation
- food security
- poverty reduction

In 2008, EMAO reported that cleared land was mostly used for agriculture (55 per cent), infrastructure (25 per cent) and grazing (20 per cent)<sup>41</sup>. EMAO reports that landmine clearance operations positively contributed to consolidated peace and security. More than two million people have benefited from land release activities<sup>42</sup>.

### MINE RISK EDUCATION AND VICTIM ASSISTANCE

MRE in Ethiopia has been carried out by different organisations. Since its establishment, EMAO decided to focus mainly on community liaison in and around the areas where demining operations were conducted. However, occasionally EMAO also provided advice on strategic issues and MRE training of trainers for the benefits of operators in Tigray and Afar regions, in coordination with RADO and UNICEF. RADO provided community based MRE and non-formal education to children in Tigray and Afar. UNICEF also supported MRE in the Somali region in 2009 and 2010.

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<sup>40</sup> During the Emergency Recovery Project (ERP), EMAO had cleared a total of 24 km<sup>2</sup> to support the resettlement of 67,000 displaced households along the border with Eritrea

<sup>41</sup> 'Evaluation of Mine Action in Tigray, Afar and Somali Regions of Ethiopia', Output 1: Mid-Term Evaluation Report, December 2008

<sup>42</sup> EMAO Draft Strategic Planning 2011 – 2013

Since 2003, EMAO reported to have provided MRE services to a total of 484,000 people, mostly in the regions of Tigray, Somali and Afar. Smaller numbers of beneficiaries are also reported in the regions of Oromia and Dire Dawa. Male beneficiaries of MRE services represent 60.8 per cent of the total beneficiaries, female beneficiaries 39.2 per cent<sup>43</sup>.

**Figure 3: Provision of MRE by region and year 2003-2011**

	Afar	Tigray	Addis	Somali	Amhara	Benshagul	Gambela	Oromia	Dire Dawa	Harer	Total
2003	1.532	41.188	-	-	-	-	-	-	-	-	42.720
2004	14.584	97.612	-	-	-	-	-	-	-	-	112.196
2005	5.823	23.423	-	-	-	-	-	-	-	-	29.246
2006	1.863	54.094	220	8.813	-	-	-	-	-	-	64.990
2007	1.631	38.822	-	33.213	3.031	367	-	-	-	-	77.064
2008	964	15.928	372	21.081	-	-	25	4.575	-	-	42.945
2009	1.124	15.143	-	31.166	-	-	-	-	-	-	47.433
2010	578	13.776	-	19.354	-	463	-	2.261	4.801	126	41.359
2011	-	13.147	-	11.671	-	-	-	-	1.647	-	26.465
<b>TOTAL</b>	<b>28.099</b>	<b>313.133</b>	<b>592</b>	<b>125.298</b>	<b>3.031</b>	<b>830</b>	<b>25</b>	<b>6.836</b>	<b>6.448</b>	<b>126</b>	<b>484.418</b>

At the Mine Ban Treaty’s first review conference in 2004, 24 state parties with the greatest number of survivors formed a group and accepted that they had 'the greatest responsibility to act, but also the greatest needs and expectations for assistance' in providing victim assistance. They were later joined by Jordan and Iraq, which brought their number to 26. This group is referred to as the VA26 and includes Ethiopia. The Landmine Monitor Report (LMR) recorded a total of 16,849 mine victims in Ethiopia at the end of 2010<sup>44</sup>. However, there is no comprehensive and systematic national victim information system (VIS) in Ethiopia and it is impossible to have reliable information on the number of mine victims and their areas of origin. The most complete single data about victims remains the ELIS which recorded 16,616 victims of landmines and ERW (9,341 killed and 7,275 injured). The total number of known survivors reported by LMR is 7,401.

In Ethiopia, the needs in the disability and rehabilitation sector are huge compared to the existing capacity. MoLSA is responsible for the physical rehabilitation sector, but, in line with the decentralisation policy, leaves the management of the rehabilitation centres to the regional Bureaus of Labour and Social Affairs (BoLSA) or to NGOs. Progress in developing a comprehensive plan of action for victim assistance has been slow due to a lack of resources and poor interministerial coordination and capacity. MoLSA recently collected new data on persons with disabilities through the regional BoLSA and various organisations such as as Handicap International, the International Committee of the Red Cross, the Federation of Ethiopian National Associations of Persons with Disabilities and the Tigray Disabled Veterans Association. Recently, MoLSA developed two strategic plans relevant to people with disabilities:

<sup>43</sup> Email from EMAO, 24/12/11; it should also be noted that important quantities of explosive devices were reported by the public after MRE sessions and are not included in the clearance statistics (463 APM, 154 ATM and more than 56,700 UXO)

<sup>44</sup> Landmine Monitor Report, Ethiopia, 2/11/11

- the national plan of action on disability
- a national physical rehabilitation strategy

The National Social Welfare Policy is considered the main strategic document to develop sustainable rehabilitation services at local levels in the long term.

Access to services remains scarce because of a lack of facilities and because people cannot afford the cost of transportation or accommodation. Services are further limited by a lack of specialised staff, equipment, material and financial resources. Rehabilitation centres do not operate at full capacity. Mine/ERW survivors are often not aware of the existence of services and they may not know that their costs can be covered by humanitarian organisations. Ethiopia ratified the Convention on the Rights of People with Disabilities (CRPD) on 7/7/2010.

## CURRENT STATUS OF THE NATIONAL MINE ACTION PROGRAMME

EMAO technical capacities have been strongly built up through the provision of UNDP, NPA and UNICEF technical assistance over the years and EMAO has been consistently assessed as an efficient and professional mine action organisation. The productivity and the cost efficiency of demining operations in Ethiopia are considered among the best in the world and compared favourably to other mine action programmes<sup>45</sup>.

As a result of the increased capacity of EMAO, the former UN mine action advisory team was gradually reduced to a single UNDP programme advisor, who was appointed in EMAO in 2007. The programme advisor focuses mostly on supporting project implementation, assisting with quality assurance, supporting financial management and control and assisting EMAO in resources mobilisation, the last of which was the primary objective assigned by EMAO management to the advisor. In addition, the programme advisor ensures the liaison with the UNDP country office. This can be particularly demanding when transfers of funds from EC, UNDP and EMAO have to be ensured - and the encoding of the project budget and expenses into ATLAS<sup>46</sup>. The UNDP hopes to be in a position to support EMAO until the end of the programme.

In September 2011, EMAO estimated six to seven square kilometres of the remaining contaminated areas were still to be cleared in the country, based on previous land release operations and experiences. With an average annual clearance rate of approximately three square kilometres per year, EMAO hopes to complete its clearance objectives by the end of 2013, much ahead of the Ethiopian MBT Article 5 deadline of May 2015 – if funding is sufficient. With the expected continuation of the EC until 2012 and additional NPA support, it is likely that this objective can be attained.

The crucial concern is now to ensure that Ethiopia will effectively conclude successfully its mine action programme, comply with the MBT Article 5 obligations and dutifully record and document the success of the operations. The Ethiopian Government is currently preparing the closure of EMAO in 2012 (the exact date is not yet decided) and the transfer of its assets to other national institutions that will be responsible for addressing the residual landmines and ERW contamination, most probably the Ministry of Defence and the Federal Police. The EMAO Board has made a suggestion to the office

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<sup>45</sup> See for example:

- 'Evaluation of NPA's Humanitarian Mine Action Project and Review of Ethiopia's Mine Action Programme', GICHD, Geneva, February 2007,
- 'Evaluation of the Mine Action in Tigray, Afar and Somali Regions of Ethiopia', Mid-Term Evaluation Report, European Commission, December 2008
- 'Final Evaluation of Mine Action in Tigray, Afar and Somali Region 9 ACP RPR 44 – CRIS N°20369', Final Report, August 2010

<sup>46</sup> ATLAS is the common computer-based integrated management system for UNDP, the United Nations Office for Project Services (UNOPS) and the United Nations Population Fund (UNFPA)

of the Prime Minister regarding the transition period and a final decision is expected in the near future. The next 12 month period will therefore be decisive for the successful exit strategy of the programme.

As the problems represented by landmines and ERW in Ethiopia have become negligible and many areas that remain suspect are not accessible to a civilian agency such as EMAO, the choice to dissolve EMAO appears logical, although it would probably have been easier for all partners to have been informed much in advance to facilitate transition planning. The expected decision of transferring the programme assets and the responsibility of addressing the residual contamination to the military and/or the police is also logical and consistent with what is observed in other countries worldwide.

In October 2011, NPA received an internal memorandum from EMAO describing the role the organisation is expected to play during this transition period<sup>47</sup>. The memorandum should serve as a mutually agreed understanding for the GoE requirement from NPA to assist in the smooth and productive transition of EMAO mine action capacities after 2011. It outlines the plans for NPA to extend its support to Ethiopia during the handover period and to support the transfer of the mine action capacity to the recipient government institutions. The aim is to maintain control of the programme assets and capacities until the transition period is completed. The general dispositions of the EMAO/NPA project document 2008-2010/2011 and related MoU are extended until the end of 2012. It is expected that the transition period will be at least six months, hopefully one year. NPA hopes to support EMAO as long as possible to facilitate the handover period, fulfill the Article 5 obligations and address the potential residual risks. During the transition period, the manual demining teams will likely be discontinued and transferred to the Ministry of National Defence while some EOD and community liaison teams will remain attached to EMAO. The MDD capacity should also remain with EMAO, as well as some technical survey teams.

The European Commission current contractual arrangement ends in December 2011; however, because of the reduction of EMAO staff during the last months, the budget has not been totally spent. A no-cost extension has been requested by EMAO to extend the period of the EC support until 2012 and will likely be accepted by the EC delegation in Addis Ababa. The EC expressed interest in supporting mine action training of Ethiopian military that should participate in African Union peacekeeping operations<sup>48</sup>.

Uncertainties still remain regarding the future of the Entoto training centre. The initial

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<sup>47</sup> 'Internal Memorandum from EMAO to NPA Mine Action, on the continuation of the EMAO-NPA partnership, 1<sup>st</sup> January 2012 possibly until the 31<sup>st</sup> December 2012', 14/10/11

<sup>48</sup> In August 2011, four Ethiopian military peacekeepers died as a result of landmine explosion in the trouble-torn Sudanese region of Abyei. The Ethiopian Peacekeeping mission members were killed when they were patrolling the Mabok southeast in Abyei. Seven other Ethiopian military members were injured in the accident. Ethiopian peacekeepers were deployed in the frame of the United Nations Interim Security Forces in Abyei (UNISFA) in July. EMAO has been requested to provide assistance to the Ethiopian peacekeepers

plan was to develop a regional integrated mine action training centre in Entoto and transfer EMAO headquarters there to save rental costs. With the possible upcoming closure of the organisation, it is likely that such a move will not take place. Entoto has been effectively used to train South Sudanese MDD and dog handlers, but there is no tangible signs nowadays that the centre will ever be used again for the benefits of other regional mine action programmes, although technically speaking it is well-equipped to do so<sup>49</sup>. There could be an interest by the African Union to use the facility as a training centre for African peacekeeping forces. This solution is obviously very exciting but the decision-making process by the regional body leading to such an issue is expected to be very long, if this ever materialises. The structure could be taken over by the Ethiopian Government and will hopefully continue to be used for mine action purposes.

The centre will probably continue to be used as the base for the MDD component; the rest of the facilities could be used in the national institutions charged to address the residual contamination. It is also hoped that the training centre will be well-maintained by national authorities.

No clear decision has yet been made regarding the future of the MDD assets and the possibility of bringing new MDD to Ethiopia, as requested by EMAO. Before bringing new dogs to the country, NPA will likely examine how the already deployed MDD are used in the field and will take into account the limited lifespan of existing MDD (eight years). Four to five dogs will probably have retired in the next 12 to 24 months and the remainder (not including the 12 puppies) within four to five years. During the transition period, the MDD will possibly be used to help Ethiopia:

- fulfil MBT Article 5 obligations
- address some ERW spots
- support quality assurance and control of released areas
- support infrastructure and construction work
- possibly be used in Ethiopian peacekeeping operations

EMAO indicated that MDD will most probably not be transferred to MoND at the end of the transition period. An essential consideration for NPA is also to maintain a 'humanitarian' mine action role for the MDD in the future and not to deploy them purely for security purposes.

IMSMA has also been included in the MoU with NPA to assist EMAO and Ethiopian authorities to document effectively the Ethiopian situation in regard to the article 5 obligations and the eventual completion of the land release operations. It is crucial to maintain the confidence of the international community on the reality of the Ethiopian

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<sup>49</sup> EMAO management recognised that it is difficult for a country that is not among the 'donors' in the mine action community to attract other programmes to make use of a facility like Entoto. Other destinations may naturally appear more appealing to other mine action programmes

mine action achievements.

Donors expressed their readiness to assist during this transition period. As mentioned above, the EC is currently planning a no-cost extension to support the programme at least until mid 2012. The Norwegian embassy showed interest in accompanying NPA during this period, as long as a clear exit plan is developed. The Dutch Ministry of Foreign Affairs recently invited NPA to submit a six month proposal for the first half of 2012 in order to facilitate this transition process. Good coordination between EMAO, EC, NPA and other donors is recommended to maximise the chances of success for the exit strategy.

## TRANSITION TO NATIONAL OWNERSHIP

The commitment and determination of Ethiopian authorities to address the landmine and ERW problem and alleviate the consequences of the contamination have been clearly demonstrated:

- clearance activities were already underway in the nineties
- the GoE established EMAO in 2001 as the national agency to:
  - conduct MRE and land release operations
  - carry out the ELIS that was used as the baseline data to document the contamination and guide field operations
- EMAO was staffed with military personnel transferred from the Ministry of Defence

The GoE ratified the Mine Ban Treaty (MBT) in December 2004 and the MBT Article 4 obligation to destroy all anti-personnel (AP) mine stockpiles before the June 2009 was complied with. Ethiopia is now in a position to comply with the Article 5 obligations (destruction of AP mines in mined areas) before the deadline of June 2015.

Since 2008, Ethiopia has complied with the MBT Article 7 by providing annual transparency reports to inform on mine action programme achievements. Although Ethiopia did not adopt specific national legislation on APM as recommended by the MBT Article 9, it reported that existing national regulations effectively covered the provisions related to this article. EMAO has developed strategic planning documents to provide guidance in conducting its operations<sup>50</sup>. The organisation was also strongly backed up by its supervisory board.

EMAO reported that the total cost of the programme activities implemented by the organisation since 2002 reached around USD 80 million. If the USD 18 million financial contribution provided by the World Bank in the frame of ERP is taken into account, the GoE contribution to the programme is estimated at USD 23 million<sup>51</sup>, or nearly 30 per cent of the total cost of the mine action programme. The balance was provided by the EC (16 million euro), donors mobilised by UNDP, NPA and its donors (USD 19 million) and other bilateral donors<sup>52</sup>.

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<sup>50</sup> It is believed that those strategic plans remained in draft status because of the long and complex approval procedure; this however did not seem to cause difficulties in their implementation

<sup>51</sup> The GoE covered also the cost of the Entoto training centre phase 2 construction; all the equipment and material imported in the frame of the mine action programme were tax exempted. EMAO medical and explosive supplies are also part of the assistance provided by the GoE

<sup>52</sup> EMAO Draft Strategic Plan 2011 – 2013

**Figure 4: Financial contributions to the programme 2001-2011<sup>53</sup>**

Contributions to EMAO	USD
Ethiopian Government	8.000.000
World Bank Loan ERP	15.000.000
Donors with UNDP facilitation: European Union (EUR 16,000,000), Australia, Canada, China, Denmark, Germany, Italy, Japan, Netherlands, Norway, Sweden, UK, USA and UN/UNDP	34.000.000
Donors through NPA: Finland, Germany, Norway, Netherlands, USA	19.000.000
Other bilateral and technical support	4.000.000
<b>Total contributions 2001-2011</b>	<b>80.000.000</b>

In the context of the present study, 'national ownership'<sup>54</sup> refers to:

- high level interest and leadership in fulfilling mine clearance obligations
- a national authority empowered and provided with the human, financial and material capacity to carry out its responsibilities
- a clear understanding of the size, location and quality of the Article 5 implementation challenge or a commitment to promptly acquire such an understanding
- a realistic, yet ambitious plan to complete implementation of Article 5 as soon as possible
- a regular significant national financial commitment to the State's own humanitarian demining programme

The GoE ownership of and leadership in the mine action sector have been actively demonstrated each year since the programme began in the nineties. After this review, it can be concluded that EMAO and the programme have been nationally managed since the beginning.

Ethiopian authorities are renowned for their desire to resolutely exercise their leadership over development cooperation programmes. The end of the DEX implementation modality in 2007 can be retained as an important stage for the programme, as the UNDP officially abandoned the responsibility to manage the support programme and handed it over to EMAO. However, the change from NEX to DEX did not

<sup>53</sup> Email from EMAO, 24/12/2011; some discrepancies have been noticed about the exact amount provided by the ERP World Bank loan (sometimes USD 15 million, and USD 18 million in other reports). However, if the ERP loan is included in the Ethiopian Government contribution, the total national contribution to the programme will remain USD 23 million, representing 28.75 per cent of the total cost of the Ethiopian mine action programme

<sup>54</sup> This definition is taken from the GICHD Guide to Mine Action. This definition of national ownership does not however include victim assistance and focuses primarily on Article 5 obligations (which for example would not be applicable to a non-state party like Nepal). It therefore needs to be revised and expanded, which will be reflected in the Guide, along with a new definition of national management

seem to represent a huge importance for EMAO who always adopted a pragmatic attitude towards financial and administrative considerations. In the mind of all involved parties there was little doubt about who was in charge and who was in a supportive role.

One reason that explains the success of the programme certainly lies in the unambiguous, pragmatic and realistic attitude of EMAO management. Once the GoE decided to resolve the problem represented by the presence of landmines in the country, EMAO had to face this remarkable challenge and, as stated by EMAO management, resolutely addressed it in its own way. It is not that Ethiopia disregarded lessons learned from other mine action countries, but it is obvious that Ethiopia showed strong determination to stick to its own strategy.

The programme did not engage in excessively complicated solutions and instead concentrated on effective and sensible approaches. The dedication of the organisation's staff operating in very challenging conditions has often been highlighted by external evaluations. Compared to several other national mine action coordination agencies, EMAO remained remarkably untouched by corruption or embezzlement scandals. The aim of the present study is not to issue good conduct certificates or medals; however it should be recognised that the positive results be attributed firstly to the hard work, perseverance and commitment of EMAO staff.

The successful integration of the technical survey and Rapid Response (RR) teams, manual mine clearance capacity, MDD teams and MRE/CL teams has led to the adoption of an effective risk reduction and land release strategy. This resulted in the setting up of a very efficient mine action capacity and in very competitive clearance costs. This remarkable achievement has also to be attributed to the assistance provided by all stakeholders involved in the programme, including UNDP, NPA and the development partners. The determination of the main donors to accompany Ethiopia until the completion of the programme has also to be commended; as this provided a solid back up to EMAO operations during all those years.

The institutional and legal framework of the sector could have been better devised to ensure the coherence in the management of all usual components of a mine action programme. EMAO had not been built as a national mine action centre and, consequently, its board could not function as a national mine action authority. The organisation was not given full and undisputed authority on all activities carried out in the sector and, although no major problems were encountered in the demining component of the programme, coordination of mine risk education was not always plain sailing.

The lack of linkage with victim assistance has been often pointed out. The result of this was:

- the absence of a victim information system
- the inability of the mine action programme to properly document the number of victims and ultimately the eventual positive outcome of land release operations

Recently, progress has been observed in the disability and rehabilitation sector with the adoption of several national strategies. Ethiopia also ratified the Convention on the Rights of People with Disability in July 2010; this adoption should reinforce the national efforts in this sector.

As indicated in the latest EMAO draft strategic plan, the landmine problem in Ethiopia will soon end. However EMAO recognises that the threat of landmines and ERW will not be totally eliminated, mostly for two main reasons:

- **Inaccessibility:** EMAO is now left with approximately seven square kilometres of known contaminated land that should be cleared in the next two years. Most of this will probably be achieved by the planned deadline, even if all affected areas are not necessarily accessible. Some of those areas are located in remote parts of the country, typically in the Somali region, and, for security reasons, may not be accessible to a civilian humanitarian agency like EMAO.
- **Lack of information:** EMAO does not have an exact and precise knowledge about the number and locations of all areas contaminated by landmines in the country. The strategic plan acknowledges that landmines may have been left because of lack of information during clearance operations, because of ground movements, exposure to rain or climatic conditions. It is also possible that more mines have been recently laid due to arising new conflicts. As observed in all countries that went through protracted periods of conflicts, a thin, diffuse, scattered residual contamination composed of various and heterogeneous unexploded devices – including landmines – will remain present for a long period. The scope of this residual contamination remains unknown in Ethiopia.

As the residual threat is by nature remote and restricted, it cannot be addressed with techniques and methods usually deployed in a large and fully fledged programme. Limited contamination does not justify the continuation of a large and specific mine action operational agency like EMAO, especially in a poor country like Ethiopia. The prevailing operating capacity of the organisation is beyond the remaining needs and would be a waste of resources. Support and headquarter staff should naturally be reduced accordingly.

To adapt to the existing situation, the government is currently preparing a 'transition'<sup>55</sup>

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<sup>55</sup> In the mine action context, 'transition' usually refers to the process of phasing out UN management of mine action programming and eventually UN support for national mine action programmes and strengthening national

plan to disband the organisation and transfer its assets to sustainable national security bodies, the Ministry of National Defence and the Federal Police. The objective of the process is to make sure that existing capacities – that have been developed for years with the support of all partners – will remain active and available to respond to the residual threat mentioned above. The transition period is expected to last approximately 12 months, corresponding to the year 2012. During this period, NPA support to IMSMA is intended to assist EMAO to document effectively the achievements in regards to the Article 5 obligations and the eventual completion of land release operations.

EMAO has planned to retain a limited number of its 350 manual deminers. The rest will be transferred to the MoND and the police for defence and security. Some may also be deployed to Ethiopian peacekeeping operations. The MDD capacity will be maintained within EMAO during the transition phase and EMAO is keen to continue to receive new dogs; discussions with NPA are on-going and the provision of additional training and capacity development in the MDD component will depend on the actual deployment of the MDD in the field and on their effective humanitarian use. Technical survey/ RR teams will be maintained during the transition as they are an excellent tool to address the threat of small and scattered 'pocket' mine fields.

In the future, EMAO wishes to maintain the MDD capacity within the Entoto training centre, with the best of the deminers. Machines should also be handed over to the training centre, ready to be deployed to 'unreached' minefields areas. They could also be used in the frame of possible deployment or eventually transferred to defence forces for future use.

The cost of the transition phase is estimated by EMAO at USD 10 million<sup>56</sup>; in supporting remaining land release operations and some additional capacity development and to replace equipment. As indicated above, some donors, including the EC, would be ready to support the transfer of the training centre to the African Union as a peacekeeping forces training facility. UNDP expressed its readiness to accompany EMAO as long as possible to achieve the MBT objectives; Australia has also shown signs of a possible future support. EMAO is also determined to activate additional Government funding to fulfil existing gaps.

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ownership. We have seen that the Ethiopian mine action programme had gone beyond that stage for quite a long time. The 'transition' period that is currently under preparation in Ethiopia refers to the exit and final stage of the programme: the closure of the mine action agency and the handover of the programme assets to official security agencies as the military and the police. The duration of this transition stage is expected to be around 12 months

<sup>56</sup> EMAO Draft Strategic Plan 2011-2013. EMAO mentions also the need to complete the construction of the Entoto Training Centre and estimates the cost at USD 6 million. This estimation could be inaccurate as most of the training centre construction costs have been covered by NPA and its donors and totalled around EUR 2.3 million

## KEY FINDINGS AND LESSONS LEARNT

Since the setting up of EMAO in 2001, humanitarian demining and mine risk education have been successfully conducted in the most mine- and ERW-affected areas of the country. EMAO is an efficient and professional mine action agency and the outstanding operational capacity of the organisation has been continually confirmed.

The UN (UNDP, UNOPS, UNICEF) and NPA played a crucial role in providing capacity development to EMAO and in supporting the positive integration of the different demining assets and methods, to ensure fast risk reduction and land release operations. The Ethiopian mine action programme has been consistently assessed as one of the most cost-efficient programmes in the world.

The GoE and EMAO always expressed strong interest for national capacity development support. However, the capacity development agenda and timing has always been owned and controlled by national authorities. This constituted a condition for successful capacity development programmes and guaranteed the coherence of those efforts with the overall strategy of the organisation.

The ownership and leadership of the GoE has been strong since the beginning of the programme and sustained until today. The concept of 'transitioning' management and coordination responsibilities from the UN to national authorities has not really been a valid working option in Ethiopia. The GoE has been in the 'driving seat' of the programme since day one. Strong national leadership and ownership are key in the success of the setting up of a functional, effective and efficient mine action programme.

Development partners and donors (mostly the EC though UNDP and Norway, the Netherlands and Finland - through NPA) positively, persistently and continuously supported the Ethiopian mine action programme. This enabled Ethiopia to be in a position to satisfactorily comply with the MBT Article 5 obligations. Such a sustained financial support obviously contributed to the successful conclusion of the programme.

The reputation of cost-efficiency and effectiveness of EMAO and the national mine action programme has encouraged donors to continue their support until the successful completion of the programme. The size of EMAO headquarters and support staff remained as streamlined as possible and the salary scale of the organisation stayed modest. The organisation successfully avoided corruption and embezzlement scandals, all too often encountered in other mine action programmes.

EMAO's mandate was too limited to allow the organisation to act as a typical mine action centre. The organisation's board could not operate as a normal mine action authority. EMAO could not cover all of the mine action pillars and did not really have

clear authority to act as the mine clearance and MRE national focal point, to ensure coordination, regulation and monitoring. This complicated institutional framework hampered the integration of the various mine action components and impeded effective coordination in the sector.

Mine action has regrettably not been included in the national poverty reduction strategies (PASDEP and Growth and Transformation Plan); this absence could have led the donor community to the wrong perception that mine action was not an important issue in the GoE development agenda. Mine clearance is a precondition for many development activities and even if it represents a 'small' sector, mine action contributes to the achievements of other sectors in the target regions.

Progress has been observed in the development the national strategies in the disability and rehabilitation sector. Ethiopia also ratified the Convention on the Rights of Persons with Disabilities (CRPD). The needs in this sector remain huge however, compared to the existing capacity, and observers have underlined the lack of support to MoLSA in the implementation of those plans and strategies. As the mine action sector has been entirely disconnected from the victim assistance and disability sector, mine action has never been in a position – contrary to other countries in similar situations – to usefully contribute to advocacy and resources mobilisation to this generally under-funded sector.

Ethiopia is not a state party to the CCW and, it seems, has not engaged in a rapid adoption of the CCM. Advocacy should be continued to show Ethiopia how it can positively contribute to regional integration, peace and security, by adopting these international instruments.

Due to the limited number of involved partners, donor coordination has never been a high priority in the Ethiopian mine action programme. While the programme is coming to an end, this should change to maximise the chance of success for the transition period and the exit strategy.

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# ANNEXES

## ANNEX 1

### Map of Ethiopia



## ANNEX 2

### Ethiopia – Key Indicators

Data Profile					
	2000	2005	2008	2009	2010
<b>World view</b>					
Population, total (millions)	65.58	74.26	79.45	81.19	82.95
Population growth (annual %)	2.6	2.4	2.2	2.2	2.1
Surface area (km <sup>2</sup> ) (thousands)	1,104.3	1,104.3	1,104.3	1,104.3	..
Poverty headcount ratio at national poverty line (% of population)	44.2	38.9	..	..	..
GNI, Atlas method (current USD) (billions)	8.39	12.20	22.78	28.57	32.41
GNI per capita, Atlas method (current USD)	130	160	290	350	390
GNI, PPP (current international USD - billions)	30.43	47.10	70.26	76.99	85.45
GNI per capita, PPP (current international USD)	460	630	880	950	1,030
<b>People</b>					
Income share held by lowest 20 %	9.2	9.3	..	..	..
Life expectancy at birth, total (years)	52	55	57	58	..
Fertility rate, total (births per woman)	6.1	5.1	4.5	4.4	..
Adolescent fertility rate (births per 1,000 women ages 15-19)	103	82	68	63	..
Contraceptive prevalence (% of women ages 15-49)	8	15	..	..	..
Births attended by skilled health staff (% of total)	6	6	..	..	..
Mortality rate, under 5 (per 1,000)	141	122	112	109	106
Malnutrition prevalence, weight for age (% of children under 5)	42	35	..	..	..
Immunisation, measles (% of children ages 12-23 months)	52	59	74	75	..

Primary completion rate, total (% of relevant age group)	23	43	52	55	..
Ratio of girls to boys in primary and secondary education (%)	65	77	85	88	..
Prevalence of HIV, total (% of population ages 15-49)	..	..	..	..	..

### Environment

Forest area (km <sup>2</sup> - thousand)	137.1	130.0	..	..	123.0
Agricultural land (% of land area)	30.7	33.7	34.5	..	..
Annual freshwater withdrawals, total (% of internal resources)	..	..	..	..	..
Improved water source (% of population with access)	28	35	38	..	..
Improved sanitation facilities (% of population with access)	8	10	12	..	..
Energy use (kg of oil equivalent per capita)	284	289	399	..	..
CO2 emissions (metric tonnes per capita)	0.1	0.1	..	..	..
Electric power consumption (kWh per capita)	23	34	43	..	..

### Economy

GDP (current USD billion)	8.18	12.31	26.64	31.96	29.72
GDP growth (annual %)	6.1	11.8	10.8	8.8	10.1
Inflation, GDP deflator (annual %)	6.9	9.9	30.3	24.2	3.8
Agriculture, value added (% of GDP)	50	47	44	51	48
Industry, value added (% of GDP)	12	13	13	11	14
Services, etc, value added (% of GDP)	38	40	43	38	38
Exports of goods and services (% of GDP)	12	15	11	11	11
Imports of goods and services (% of GDP)	24	35	31	29	32
Gross capital formation (% of GDP)	20	23	20	22	21
Revenue, excluding grants (% of GDP)	..	11.0	..	..	..
Cash surplus/deficit (% of GDP)	..	-4.5	..	..	..

### States and markets

Time required to start a business (days)	..	32	16	9	9
Market capitalisation of listed companies (% of GDP)	..	..	..	..	..
Military expenditure (% of GDP)	7.6	2.8	1.5	1.3	..
Mobile cellular subscriptions (per 100 people)	0	1	2	5	..

Internet users (per 100 people)	0.0	0.2	0.5	0.5	..
Roads, paved (% of total roads)	12	11	..	..	..
High-technology exports (% of manufactured exports)	0	1	6	4	..

#### Global links

Merchandise trade (% of GDP)	21.4	40.9	36.2	29.9	..
Net barter terms of trade index (2000 = 100)	100	109	113	122	132
External debt stocks, total (DOD, current USD) (millions)	5,495	6,208	2,879	5,025	..
Total debt service (% of exports of goods, services and income)	13.7	4.7	3.1	3.1	..
Net migration (thousands)	-277	-340	..	..	-300
Workers' remittances and compensation of employees, received (current USD million)	53	174	387	262	225
Foreign direct investment, net inflows (BoP, current USD million)	135	265	109	221	184
Net official development assistance and official aid received (current USD million)	686	1,927	3,328	3,820	..

## **ANNEX 3**

### **Persons Interviewed**

#### **EMAO**

M. Etsay Gebreselassie, Director  
M. Zewdu Derebe, Assistant to the Director  
M. Gabriele Lager, Acting Director General  
M. Tesfu Gegziabher, MDD Manager

#### **Embassy of Netherlands**

M. Felix Lomans, Policy Officer Humanitarian Affairs

#### **Embassy of Norway**

M. Tormod Nuland, Programme Officer  
M. Harvard Hoksnes, Head of Development Cooperation

#### **European Commission Delegation**

Mrs Almaz Mengesha, Senior Economist

#### **NPA**

Mrs Malfrid Anestad, Country Director  
M. Aubrey Sutherland, Mine Action Programme Manager  
M. Rune Kristian Andresen, Advisor Mine Action Programme  
M. Fejzic Nedim, Senior MDD Advisor,

#### **UNDP**

M. Takela Tashome, Food Security and Recovery