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Cambodia Country Case Study: Integration of Mine Action into the Country Development Framework

CIDA's Mine Action Unit (MAU)

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Cambodia Country Case Study

Integration of Mine Action into the Country Development Framework

EXECUTIVE SUMMARY

One third of Cambodia's population (approximately 4 million) are at risk from mine contaminated or mine suspected sites. Daily casualty rates are still an astonishing three people per day on average, not including livestock and wildlife. Canada has responded to Cambodia's landmine plight not only reducing casualties and contaminated land, but simultaneously supporting the Royal Government of Cambodia's (RGC) Poverty Reduction Strategies and Millennium Development Goals – the RGC having added mine action as their ninth MDG.

Cambodia was chosen for a country case study based on criteria it met for the Government of Canada's *International Policy Strategy* as a bilateral country of priority and the criteria created by the CIDA Mine Action Unit: Cambodia ratified the *Ottawa Convention* in 1999; its mine and UXO contamination are a large obstacle in Cambodia's development of poverty reduction; and the bilateral desk has the potential to integrate mine action into their programming.

The level of contamination of mines and UXOs in Cambodia has become an obstacle to their development. The concentration of contamination in the rural areas, overlaps with the most vulnerable populations who are poor or at risk of poverty. As Cambodians depend primarily on agricultural production for their economic and nutritional needs, contaminated land proves to be the prime obstacle between them and a self-sustaining lifestyle for their family. Families take the chances of losing life and limb because the national rate of clearance is slow and time consuming. Unfortunately for the steady increase in population, Cambodians are being forced to move to unused land that is usually contaminated putting themselves and their families at great risk and increasing the already overburdened health system.

Integrated mine action projects are becoming more common and many positive programmes have been installed in Cambodia in both humanitarian demining and victim assistance. They are proof that donor spending can be efficient and effective with long-term results. A cost-benefit analysis of clearance in Cambodia shows that the overall rate of return of humanitarian demining is 37% more than the cost input for the clearance of roads, agricultural land, irrigation canals, clinics, wells and schools, among others. Clearance is reducing travel time for all modes of transportation and with the amount of land cleared up until 2003, there is a potential 50,000 tonnes of extra rice being produced annually. This number will probably not be fully realized unless clearance is accompanied by land reform procedures, agricultural development projects, and/or micro-credit projects to allow farmers to rebuild their farms with needed equipment and lost expertise.

Mine action has entered into the 21st Century in a new form, one that integrates itself with MDGs, Poverty Reduction Strategies and the strategies of donor countries. It is a far reaching and overlapping sector that deserves continued attention and care, and can not be forgotten. The vulnerable populations will remain vulnerable until they are able to live self-sufficiently following a war that created a "prison without walls."

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PREAMBLE

A Mine Action Country Case Study demonstrates the benefits and rationale of integrating mine action into development programming in mine affected regions, thereby strengthening the reach and impact of CIDA's efforts. The CIDA Mine Action Unit (CIDA-MAU) Country Case Study has been created to support the work of the Cambodia Bilateral Desk who could be in a position to integrate mine action¹ into its programming.

BACKGROUND

Ottawa Convention and Mainstreaming

The Canadian government and Canada's civil society played key roles in the success of the signing and entry into force of the *1997 Convention on the prohibition, of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction* (aka Mine Ban Treaty or Ottawa Convention). From this movement, the Canadian government dedicated \$100 million for five-years to mine action in the context of the Canadian Landmine Fund (CLF). As the Fund came to a close in 2003 a second phase was installed for \$72 million for another five-year period. Phase II brought renewed strength to the government departments (FAC, CIDA and DND) and NGOs involved, nationally and internationally; with the Fund, Canada could remain an international leader on the issue, and ensure Canada's obligations to the Convention are met:

Each State Party in a position to do so shall provide assistance for the care and rehabilitation, and social and economic reintegration, of mine victims and for mine awareness programs. – *International Cooperation and Assistance Article 6.3 of the Mine Ban Treaty*²

The second Phase of the CLF ensured Canada's commitments would be met in the short-term. To ensure long-term commitment, it came with a mandate from Cabinet to integrate mine action into departmental programmes.

From Ottawa to Nairobi and beyond

The idea to integrate mine action was enforced during the First Review Conference on the Ottawa Convention, the *Nairobi Summit on a Mine Free World*, held in late 2004. The state parties produced and adopted the *Ending the suffering caused by anti-personnel mines: The Nairobi Action Plan 2005-2009*, a 70 point document broken down into concrete actions under five themes: I. universalization, II. stockpile destruction, III. mine clearance including mine risk education, IV. victim assistance, and V. transparency and exchange of information, facilitating compliance and implementation support. It remains Canada's obligation until 2009 to play our part in carrying the Action Plan forward.

¹ Mine Action is an umbrella word to describe: Humanitarian Demining, Mine Risk Education and Victim Assistance (please see Appendix A for explanations of each sector).

² *1997 Convention on the prohibition, of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction.*

Explosive Remnants of War

The horrific nature of landmines and the Mine Ban Treaty brought the issue from the fields of war into the international political arena. Due to the decision to define a landmine, all other explosive remnants of war (ERW) such as anti-vehicle mines, cluster munitions, improvised explosive devices (IED), and all unexploded ordnance (UXO) and abandoned ordnance were not included in the treaty (see Appendix B for complete definitions). Landmines are not a stand alone issue in the field. Even though these munitions are not included in the treaty, humanitarian demining operations handle them in similar ways ensuring that cleared land is free of all harmful ERW. Organizations provide support to casualties of explosions and their families, mine risk education includes UXO awareness, and as mentioned clearance operations all remove UXOs, ERWs and IEDs in their work of mine clearance.

An important step to stop the use and production of these weapons of war has been a follow up movement to the Mine Ban Treaty that has pushed for [Protocol V](#) of the *Convention on Certain Conventional Weapons*, specifically addressing the need to respond to ERWs.

Mine action is supportive

Mine action is an integral component of any national development plan. Even if it is not specifically included, its links to Development Plans, the MDGs, and the IPS are usually obvious to the mine action eye. For example, Governance links to ensuring equitable distribution of land cleared of ERW, for agriculture and settlement and Education and Health are linked to Mine Risk Education which reduces casualty rates and therefore health costs.

INTEGRATION IN MINE ACTION

CAMBODIA IS A MINE ACTION PRIORITY

Landmines are an obstacle to development

The centrifugal force for development is the goal of poverty reduction. Cambodia's level of poverty is indicative in its statistics with an approximate 36% of Cambodians living below the poverty line (1999) and an overall GNI of 310 USD (2003). The Ministry of Planning (MOP) and the World Food Program (WFP) worked together in 1999-2000 to create a poverty map of Cambodia, which shows a general concentration of poverty in rural areas.³ A total of 27% of Cambodia's communes have a poverty headcount rate of 50-75% and above.⁴ These concentrations of poverty are found in the former conflict zones, with many villages having endured decades of mine laying and or aerial bombardment.

Cambodia continues to be listed as one of the most heavily mine-affected countries due to its high casualty rate and number of mines and UXOs assumed to be laid/dropped during the three decades of conflict (see Appendix D and E for mine and UXO contamination maps). To determine the extent of the mine problem, a Landmine Impact Survey (LIS) was carried out in 2001-2002 by Geospatial International with funding of \$1.2 million from the Canadian Landmine Fund. Then referred to as a Level One Survey, Geospatial merged GIS technology and community level surveying to determine the levels of socio-economic impacts landmines/UXOs have in affected areas. The survey factored in blocked access to resources and important resources, such as: roads to administrative centres, fixed and migratory pastures, drinking water, irrigated and rainfed crops, wood foraging, and housing. The survey also reviewed with community leaders priority areas for clearance, such as access to riverbanks for both locals and tourists, as it was before the war.⁵ This data is compiled with casualty statistics and mine locations, current and exploded (see insert Anecdote #1⁶).

Anecdote #1

Svay Prey village in Battambang Province, Cambodia

According to *World Vision Cambodia* "The main access road, housing plots and water points were cleared of mines.

However, land mines still surround the village. Many villagers are former soldiers, so awareness of the danger of mines is high and mine casualties are low."

Article 5 of the Ottawa Convention

Royal Government of Cambodia (RGC) actively reports on its mine clearance accomplishments and what remains to be done in their yearly submission of the Article 5 report of the Ottawa Convention. In 2004 Cambodia reported at the Nairobi Summit the results of the LIS: 4,466 km² of mine/UXO suspected land, 10% of this is considered high priority; almost half of Cambodia's

³ Ministry of Planning, *Identifying Poor Areas in Cambodia: Combining Census and Socio-Economic Survey Data to Trace the Spatial Dimensions of Poverty* (2001)

⁴ Ibid, pg 30-31.

⁵ Williams, Craig and Christine E. Dunn, "GIS in Participatory Research: assessing the Impact of Landmines on Communities in North-west Cambodia", *Transactions in GIS*, 2003, 7(3): 393-410.

⁶ Casualty rate is only one indicator in mine-affliction, but not always the most reliable to determine mine-status. World Vision Cambodia, "Integrating Demining with Development: The Way Forward." Domrei Research and Consulting, September 2004.

13,908 villages are affected in all 24 provinces, 12% of these villages have high levels of contamination; approximately one-third of Cambodia's population are at risk.

The Cambodian Mine Action and Victim Assistance Association (CMAA), is the government agency responsible of the overall coordination of the national mine action program. In 2003 they prepared the first edition of the *Five-Year Mine Action Plan* (FYMAP) as a subordinate to the national *Socio-Economic Development Plan II* (SEDP II). The 2005 third edition aims to clear all suspected mined areas by 2012 and reduce the casualty rate to zero. Funding concerns reflected in the FYMAP were highlighted in the 2005 submission of the Article 5 report. The CMAA is aware that it will be unable to meet the Convention target date of 2010 to be mine free unless there is a significant increase in donor funding. Due to the lack of funds and therefore manpower, Cambodia has asked for an extension beyond the 2010 date.

At the current rate of clearance of the identified 4,466 km² of suspected land it will take an estimated 110 years to rid Cambodia of mines and UXOs. The *Joint Evaluation of Mine Action in Cambodia*⁷ has triangulated the figures factoring in already cleared land, land in use, and land of no productive value resulting in 460 km² of land left to be cleared which can be accomplished in the next 10-15 years depending on level of funding and if other recommendations are put into place, such as: competitive bidding for clearance projects, technical supervision and financial monitoring. The Evaluation has also made recommendations to cut back the roles of the CMAA as they have too many responsibilities and show overlap in their work with others. To remedy the situation and improve donor confidence, the UNDP has established a trust fund through which donors may channel support for mine action in Cambodia, although still maintaining linkages with the CMAA for coordination with the host government.

⁷ *The Joint Evaluation of Mine Action in Cambodia for the Donor Working Group on Mine Action* and the RGC was released on December 4, 2004 and was co-funded by Australia, New Zealand, Sweden, UNICEF and UNDP. The objective of the report is to assess the achievements and challenges of the mine action sector in Cambodia, present recommendations to strengthen the link between mine action and the national development plans, and provide a basis for a new donor-government partnership with an improved national ownership.

MINE ACTION IN THE CAMBODIAN DEVELOPMENT STRATEGY

The landmine issue has made itself prevalent in the work of the RGC and both the national and international development community. Government ownership of the problem continues to increase through development strategies and financial contributions, providing encouragement to donor countries to continue their support and work on the issue.

The RGC recent years has delegated the creation of national development strategies to various departments, each one overlapping in various areas. In 2004 the key components of these strategies along with the *Millennium Development Goals* (MDG) were combined into the overarching *Rectangular Strategy 2004-2008* (RS); now to be followed by the *National Strategic Development Plan 2006-2010*, a planning document to layout the implementation of the RS. The

Anecdote #2
CMAC Five Year Strategic Plan

“The very large number of mines and UXO in Cambodia is also a major hurdle to food security and the economic reintegration of returning and landless populations.”

lead up to the RS since 2000 has included mine action in the poverty reduction strategies with a significant inclusion in the release of their personalized 9th MDG. This indicates to the government, their citizens, donor countries, international financial institutions, NGOs and INGOs the link between poverty and landmines/UXOs is *bona fide*.

The Ministry of Social Development was given the task to flesh out the poverty reduction strategy in the form of the *National Poverty Reduction Strategy (2003-2005)*.⁸ It makes the link

between poverty in the poorest provinces to its geographic locations: Siem Reap, Oddar Meanch and Banteay Mmeanchey. All provinces are former conflict zones, having endured conflict longer than other areas. Other provinces such as: Pailin, Kampot, Pursat, Kampong Chhang and parts of Battambang have large returnee population, and/or most of the land is contaminated with landmines.

In the “Priority Poverty Reductions Actions” of the NPRS, “Causes of Poverty” are countered with “Government Policies to Address Poverty.” The poor have limited access to land and therefore the RCG response to create opportunities is a package of: land reform, land titling and mine clearance. Mine clearance also appears with rural roads as a solution to the lack of infrastructure serving the poor. Landmines create a distinct vulnerable group in the disability sector, that of amputees and all those injured from explosions.

The NPRS illustrates the landmine/UXO problem as severely affecting groups that are vulnerable to poverty and food insecurity. Mine and ERW contamination falls into the same category of “Reducing Vulnerability and Strengthening Social Inclusion”⁹ with other sectors such as disaster management, HIV/AIDS and food security. It provides a good case for mine action and poverty reduction linking it into the national development goals of fortifying tourism and infrastructure.

Action against land mines and UXOs significantly and concretely contributes to the reduction of poverty in the Kingdom of Cambodia by:

1. reducing the number of casualties which have negative economic consequences on affected families,

⁸ Equivalent to the *Poverty Reduction Strategy Plan*, both types are drawn up with the World Bank.

⁹ Cambodia NPRS 2003-2005 (2002) pg 115.

2. providing access for the worst-affected communities to essential services and infrastructure such as water resources, schools, hospitals and roads,
3. distributing safe land for settlement and agricultural purposes, contributing to the economic reintegration of landless populations in rural areas,
4. marking contaminated areas and educating and raising awareness on the dangers of land mines and UXO's among the populations of suspected areas,
5. ensuring that the prioritization and distribution of cleared land are monitored in a participatory, equitable and pro-poor manner at the provincial level, and
6. providing assistance to the reintegration and rehabilitation of victims of land mines and UXO's and their affected communities.¹⁰

The NPRS has the most elaborate layout linking mine action to poverty reduction, however the MDGs and the RS should also be mentioned for their similar integration. With a recommendation from the RGC, the MDGs include a unique 9th MDG for “Demining and Victim Assistance”¹¹; and the RS, although a weaker integration of mine action, specifically links mine clearance to land reform.

The RCG’s commitment is not only shown through words or promises on paper, but also in monetary investments; an important portrayal to the international donor community that this is a joint initiative, and one in which the RGC takes ownership. In 2004 the RGC reported contributing 4.6 million USD to the Royal Cambodian Armed Forces for mine clearance, 150,000 USD to the Cambodia Mine Action Centre (CMAC) and 70,000 USD to the CMAA. The 2005 RGC contributions are approximately 800,000 USD in direct funding to the CMAA, CMAC and the RCAF, along with over 2 million USD in indirect funds to the RGC and ADB north-west development project on rehabilitation and reconstruction of rural infrastructure in four provinces. Indirectly, other counterpart funds go to the military engineers to build route infrastructure, which involves the clearing of mines/UXOs.

Anecdote #3
Remarks from Prime Minister Hun Sun

“The RGC considers mine clearance as one of the of highest priorities for rehabilitation and development of a nation, especially to achieve the objective of the national strategy for poverty reduction of our population.”
- June 2005

The *Five Year Mine Action Plan* (FYMAP) has a strong socio-economic focus to ensure mine action integration into development planning. The third edition specifically lays out the need to work with affected communities on prioritization and planning. It reports that for best results, mine action operators, development agencies, and provincial and local authorities will have to work together and ensure effectiveness. “It has been planned to develop an active co-operation between provincial/local authorities and de-mining/development agencies in the structure of decentralization.”¹² This plan also coincides with CMAC’s new Community Based Mine/UXO Risk Reduction (CBMRR) project which works with community liaisons to address the landmine problems faced by the communities through MRE and empowering the communities to fully participate in prioritization of mine action efforts.

¹⁰ NPRS pg 123.

¹¹ This inclusion came as a Recommendation from the RGC to the MDG committee working with the United Nations. The CMAA was involved in its layout.

¹² Ibid, pg 17.

CIDA's DEVELOPMENT APPROACH

Canada's mine action response to date

The [Mine Action Investments](#) database reports Canada's contribution of 11.6 million USD to Cambodia from all CLF partners: DND, CIDA (MAU, Bilateral and Partnership) and FAC during 1993-2004. The CLF focused a significant percentage of its program in Cambodia to reinforce institutional capacity for humanitarian demining, victim assistance and mine risk education, resulting in a total CLF contribution of 12.4 million CAD from 1998-2005. (See Appendix H for CIDA-MAU project descriptions).

THE INTEGRATED APPROACH

Cost-Benefit Analysis of Mine Action in Cambodia

A vital component of project planning involves inputs and outputs, especially when dealing with such a costly sector, such as mine clearance. *The Cost Benefit Analysis of Mine Clearance Operations in Cambodia*¹³ is calculated based on clearance numbers and figures in the 2004 mine action work plan. The analysis looks at the benefits of various clearance categories resulting in an overall benefit amount of 37 million USD, with a distribution of 80% on mine clearance and 20% on reduced human loss. “The analysis shows that mine clearance is contributing substantial values to the country and the economy in general.”¹⁴ The benefit cost ratio is 0.38, meaning that in general, benefits are 38% higher than the costs, which are based on a clearance cost rate of US\$ 0.9 per m².

Distribution of benefits from the mine clearance programme 2004

* Benefit Cost Ratio uses the two figures for clearance costs: 0.90 USD and 0.70 USD per square meter

Type of area cleared	Benefits US\$ 1000	Benefit Cost Ratio*	
		\$0.90/meter	\$0.70/meter
Agricultural land	10 344	-0.38	-0.20
Irrigation canals	3 448	4.6	6.1
Roads, bridges	16 669	3.0	4.2
Wells	1 392	2.3	3.2
Schools	2 270	0.92	1.47
Health centres (based on 20 persons/day)	171	1.34	2.01
Temple areas (based on 100% cleared)	238	0.79	1.30
Overall		0.38	0.78
Internal Rate of Return		14%	19%

The main conclusions of the analysis are that clearance of agricultural areas is still profitable but should be accompanied by a high consciousness of prioritization at the community level. Of the total reclaimed agricultural land and irrigation canals from 1992-2003, the report estimates a possible increase in rice production of 50,000 tonnes of rice annually¹⁵. In many cases, irrigation canals have an excellent benefits of 300% to 800%, depending on the province, due to the ability of farmers to use land during the dry season. This increase has made room for improvement in food security and economic growth in provinces such as Pailin, Kep, Banteay Maeanchey and Battambang.

The length of roads cleared has reduced travel time for all modes of travel (bicyclists, motorists, ox-carts, etc) by 38,500 hours per year. Travel time was also significantly reduced with the total clearance of the 1400 ponds and wells, resulting in safe drinking water with overall benefits of

¹³ Gildestad, Bjorn, *The Cost Benefit Analysis of Mine Clearance Operations in Cambodia*. Nordic Consulting Group, February 2005.

¹⁴ Gildestad, pg 62.

¹⁵ An increase in 50,000 tonnes of rice will provide enough rice for 415,000 persons a year, based on the calculation of 10 kilos of rice per person per month.

280% to 470% in comparison to the actual clearance cost. Clearance of school premises show an improvement in the education system and more children completing school because of access, and an overall range of benefits from 70% to 200% depending on the region. 60 rural health stations have been reported as cleared accompanied by reductions in travel distance of about 5 km, and therefore a reduction in time and cost for the local population. The increase in health stations allows for a better control on the spread of diseases and a reduction in child and maternal mortality.

In summary the analysis is positive in the view that mine clearance in Cambodia does have a good rate of return and has been proven thus far if the cleared areas are being used for their intended purposes. Which leads back to integration. If agricultural land is cleared, but the farmer is not in a good economic position to borrow money from the bank to buy needed resources, then the land will go unused. An integrated approach will work with the farmer on micro-credit financing and perhaps more effective techniques to receive a better return.

Junction between CIDA programming and possible mine action efforts

With the eventual integration of the Mine Action Unit into the Peace and Security Division of HAPS there has been a concerted effort to work together on programming and planning the Multilateral Budget. The Canadian Landmine Fund itself has almost completely been accounted for and therefore the direction on integrating mine action into the agency has become a key focus for the MAU. An Agency wide Mine Action Strategy Approach will be released in early 2006 detailing the roles and needs for capacity in Bilateral, Partnership, Policy and Multilateral Branches.

As the CLF comes to an end, Policy Branch will take progressively a greater role for promoting mainstreaming of mine action. However, as the CLF comes to an end rapidly, responsibilities for pursuing mine action will be distributed throughout the Agency, with an advisory capacity remaining in Policy Branch. The Mine Action Unit will provide support to Branches for a period of 12 months following the adoption of this strategic approach. Beyond this period, it is expected that Policy Branch will take the lead to oversee continued mine action within the Agency and report to Cabinet on result achieved by 2010.

Current and past CIDA programming in Cambodia has shown overlap of programs working in mine/UXO contaminated regions. The many dimensions of the issue allows it to be thoughtfully integrated into standard programming meeting local needs, and fulfilling CIDA and RGC development goals and plans. Appendix G map shows the programming overlap of provincial and district specific programs currently implemented in Cambodia.

Mine Action and the International Policy Statement

Mine Action links to the IPS can be made with any sector. Below is a table of those connections with the possible long and short-term results from their programming.

Examples of linkages to the IPS and Cambodian priorities:

Governance	Private Sector Development	Health	Education	Environment	Peace & Security	Gender Crosscutting
Support for the UNDP Trust Fund and governance reform	Demining Agricultural land Rehabilitation training for victims in appropriate demand driven courses Micro-credit programs that include survivors and their families	Demining land to build clinics and hospitals Victim Assistance rehabilitation programs in mine affected areas allows survivors to keep economic independence	Mine Risk Education to keep casualty rates low Increasing access to education for survivors and mine affected communities	Demining land of ERWs leaching contaminants into agricultural ground and water sources	Clearing land to build trust in government-civilian relations and create safe areas for civilians	Participation in micro-credit and training programs in mine affected areas Priority in rehabilitation and access to schooling
Result: Increases institutional capacity and supports the Cambodian priority of land reform	Result: Increase in economic activities	Result: Decrease in mortality rates, strengthened health programs, and economic activities by survivors	Result: Reduction in casualty rates reduces the burden on the health system	Result: Improvement of wild life and human security and quality of land	Result: Increasing human security for civilians	Result: Increase in economic activity and self-sustainability

Health Sector

As the Cambodia IS has already fleshed out the mine action’s connection to Governance and Private Sector Development (PSD) a missing aspect is the Health Sector. The health care system is strained physically and financially due to all life threatening diseases: HIV, TB, Malaria, etc. A study by PHRUSA say the strain of a mine/UXO casualty on the system is much harsher. “Survivors of mine blasts often require lengthy hospital stays, multiple operations, antibiotics, blood, and prosthetics. These costs divert scarce resources from primary care and preventative public health measures that are priorities in developing countries with inadequate health facilities.”¹⁶ By reducing casualties through clearance and mine risk education you will decrease overall numbers of patients needed trauma and long-term care such as rehabilitation, and prosthetic costs.

CMAA reports over 30 organizations working on the rehabilitation of survivors and persons with disabilities (PWDs). These organizations are helping to implement the legislation for PWDs that has been in place since 1999 by the Ministry of Health. Aspects of the legislation include: “Provision of health care free to PWDs who are not about to find income for living... Continue professional training of health staff on health care for PWDs at all levels... and long term

¹⁶ PHRUSA “Medical and Social Consequences of Landmines in Cambodia.” (1994)
<http://www.phrusa.org/research/landmines/landphnom.html>

training on rehabilitation in order to improve the quality of care.”¹⁷ Few major hospitals provide surgery free of charge for mine victims, one is found in Battambang and the other in Phnom Penh. Although care and emergency response is increasing, there are still many gaps in the rural areas for immediate and long-term response for survivors and PWDs.¹⁸

The Cambodian Red Cross is responsible for maintaining the *Cambodia Mine/UXO Victim Information System*, a national database and network whose objective is to coordinate a sustainable information-gathering and referral network, with analysis available both internationally and nationally to assist in the planning of victim assistance.

Links to poverty reduction strategies for marginalized groups

It is estimated that 1.5% of Cambodia’s population are disabled and 11% of this vulnerable group are casualties of mine or UXO accidents. As the BSW continues its missions and work implementing the IS, all in preparation for the 2007 CDPF, it will be important for the Cambodia Desk to consider the possible integration of landmine and UXO casualties. Of the more than 30 organizations currently working with survivors and PWDs, their tasks and roles range from prosthetic training and creation, to rehabilitation, to PWD training and reintegration programs. CIDA has supports numerous projects dating back to the mid-1990’s (Please see *Appendix H*).

Anecdote #4
Mines Advisory Group Demining

“During 1995 and 1996, MAG pioneered the recruitment of female and amputee deminers. Currently 20% of the technical staff are women, and a further 20% are amputees, men and women previously injured by the devices they now destroy.”

The CMAA has delegated the responsibility of victim assistance coordination to the Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY) and the Disability Action Council. Landmine Monitor 2005 Reports the strategic plan 2004-2009 by CMAA’s Victim Assistance Department “for the coordination of mine victim assistance provided by national institutions, local and international NGOs; however, it has no budget to implement the strategy.”¹⁹ “To prioritize the rehabilitation and welfare of landmine victims in society.”²⁰

In the guide *101 Great Ideas for Socio-Economic Reintegration of Mine Survivors*,²¹ 19 of the successful programs highlighted originated in Cambodia, making this resource particularly useful in the context of Cambodian programming and working in partnership with those that are currently working on the ground. Working with the CMAA ideas for PWDs and economic independence will allow for a strong economy and further trust in the RGC that care and ownership is going into strengthening the country for all.

¹⁷ Disability Assistance Committee, *Country Profile – Study on Persons with Disabilities, Cambodia*, Supported by JICA-Cambodia, <http://www.dac.org.kh/publications/download/Country-Profile-on-PWD-2001.pdf>, February 2001, pg. 24, Accessed, October 2005.

¹⁸ Landmine Monitor Report 2005, reports that 30% of the accidents received either no treatment, or the casualties treated themselves. www.icbl.org/lm/2005/cambodia. Access December, 2005

¹⁹ Ibid,

²⁰ CMAA, *National Mine Action Strategy* Third Edition, March 2005. pg. 5.

²¹ The guide can also be found on-line at: <http://www.standingtallaustralia.org/pdfs/101GreatIdeas1.pdf>.

CONCLUSION

Development in Cambodia is proving to be held back by various obstacles, one of these factors being the contamination of landmines and UXOs – physical remains of decades of civil war and the bombing invasion of the Vietnam war. In affected areas, landmines and UXOs are factors that block access to vital resources such as potable water, agricultural land, and health facilities. The Cambodia Country Case Study makes the link between mine action and development, not only as an obstacle to development, but as an approach to development work by integrating mine action into focused programming.

Current mine action is unable to meet the needs of Cambodia's potential rate of development. The population is increasing and demand for land follows this rise. Many families are resorting to mine contaminated land because of its availability, and are willing to take the chance to either clear the land on their own, or work the land because of the dire economic need.

The Royal Cambodian Government (RGC) has taken ownership of the problem, with the creation of CMAC, the CMAA, and passing victim assistance to the Disability Action Council. The need for continuous international support (NGOs, IGOs, multilateral and bilateral donor support) will be a large part of mine action programming, most likely until the end of all priority clearance. Fortunately, international community has support through the *Ottawa Convention* and more recently the *Nairobi Action Plan*, recommitting governments on the issue and making clear the aspects of mine action that can be integrated into development work.

The nature of landmine and UXO contamination and their longevity once laid or dropped, makes the problem not only one of international assistance and reintegration, but one of long-term development. Its long-term nature allows for mine action to be supportive of the MDGs and the Canadian Government's IPS, as it integrates into all sectors: governance, private sector development, health, education, environment, and gender.

The Cambodian landmine problem was documented in 2002 with the completion of the *Landmine Impact Survey*, identifying an enormous task that would not be achievable within this century. Shortly after, the international community's uncertainty of effective donor spending became a concern and donor response was to reduce spending. By request from the RGC and other donors, the 2004 *Joint Evaluation Mission* derived a new time frame and recommendations making clearance more achievable with less funds and within 10-15 years.

The final piece of the puzzle comes with the results of the cost-benefit analysis. The investment into humanitarian demining in Cambodia has a varying positive rate of return in all sectors and regions. By analysing this data, donors and development workers are able to see the benefits of clearing roads for accessibility, land for agricultural use and irrigation canals to increase agricultural production in the dry season.

The junction between CIDA programming and mine action is found in the IPS and reflected in the *Cambodian Interim Strategy*. Working from the RGC development priorities and the IPS, the Mainland South East Asia desk is aware of the impact of landmines on Cambodia's rural poor, and has taken steps to integrate mine action into their present programming.

The paper presented is not about making mine action a priority, but about taking mine action into consideration when creating and considering projects in mine affected provinces and districts that have blocked access to resources and a higher disabled population. The importance of development organizations working with communities and provincial planning units along with demining operations allows for holistic approaches to a country in need of a variety of poverty reduction goals. Stand-alone humanitarian demining can only go so far when so many other needs are visible for those struggling to move out of the vulnerable bracket. As well as development projects in mine affected regions. These projects can only go so far if vital resources, land, and access are not possible without clearance activities.

Mine action integrated into development programming is proving to be a strong field, as documented by World Vision Cambodia and others. It takes efficient planning and foresight to integrate while working with communities and other organizations on priorities and approaches. Development in mine affected regions will forever be hindered by the obstacle of landmines and UXOs that until cleared will hold Cambodia in its “prison without walls.”

APPENDICES

Appendix A – Definitions of Mine Action

Appendix B – Definitions of ERW

Appendix C – Additional Rational

Appendix D – Landmine Contamination Map

Appendix E – UXO Contamination Map

Appendix F – MDG Map of Mine Affected Areas

Appendix G – CIDA Regional Programming in Contaminated Regions

Appendix H – CIDA programming in Cambodia Phase I and II of CLF

Appendix I – Existing international organizations working in the field and International Donors

Appendix J – Current MAU Partners (UNMAS, UNDP, UNICEF)

Appendix K – Mine action organizations and structures (GICHD, SAC, LSN)

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