



Discussion Paper

Mine Action Funding: Current Trends and Future Prospects

Key messages

- There is growing uncertainty over the future of mine action funding given reductions in dedicated funding available for the sector. The 19 countries which have submitted Article 5 deadline extension requests are particularly concerned.
- Donors lack clear strategies and an effective mechanism to coordinate their mine action funding decisions.
- Some progress has been achieved in donor integration of mine action into official development assistance programmes. However this funding has largely been concentrated on a few affected countries where contamination problems pose a serious impediment to development.
- Donor support for disarmament, peace-building, early recovery, post-conflict reconstruction and armed violence reduction programmes are potential sources of funding for mine action programmes and organisations that support relevant activities.

Introduction

Mine action has traditionally benefited from generous donor funding. Recently, for example, Australia, the Netherlands and the United Kingdom (UK) have renewed their commitments to dedicated funding. However, the funding climate for mine action is becoming increasingly turbulent, with fewer traditional sources of funding available and the phasing out of some dedicated mine action funds (e.g. Canada, the European Commission). Several donors have integrated funding for mine action within their official development assistance programmes, which has primarily benefited a relatively small number of countries with extensive contamination problems that seriously impede development. The main mine action donors also fund special programmes, complementary to mine action, that may be a potential source of funding to mine action organisations (National Mine Action Authorities, National Mine Action Centres and mine/ERW operators). However, many of these organisations are unclear on the details of each donor's funding mechanisms and how to access support through them. This changing and increasingly complex funding environment has left many mine-affected countries and mine action organisations wondering how to better engage the international donor community.

In 2009, the Geneva International Centre for Humanitarian Demining (GICHD) and Landmine and Cluster Munition Monitor, an initiative of the International Campaign to Ban Landmines (ICBL), conducted research on how mine action is funded. The purpose of the research was to examine key trends in mine action funding, document approaches and lessons learned from integrating mine action in development assistance programmes, and to identify funding opportunities both for mine action and for development targeted at mine-affected communities. Twenty-three mine action donors were asked to complete an electronic questionnaire and provide supplementary data by e-mail.¹ Landmine and Cluster Munition

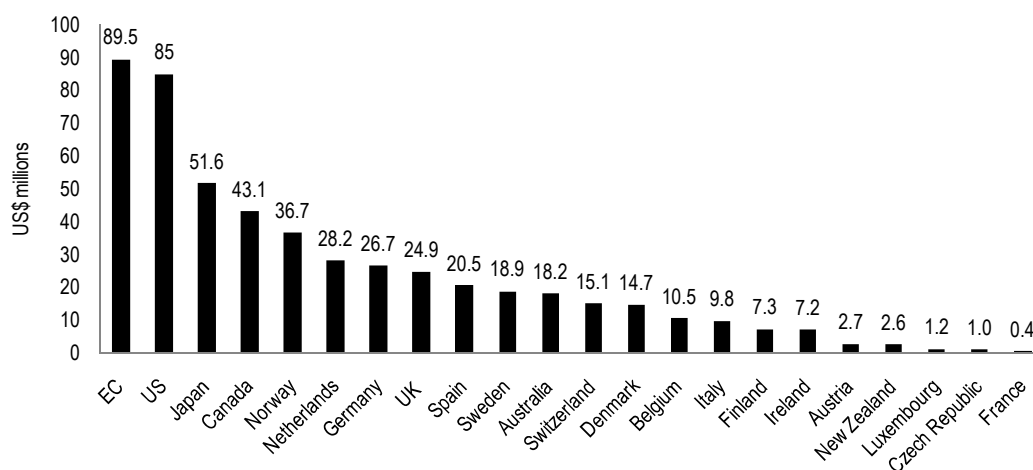
¹ The 23 donors included the top 20 mine action donors, minus Saudi Arabia who has not been responsive to Landmine and Cluster Munition Monitor requests, and with the addition of China, the Czech Republic, and France. The top 20 mine action donors are: Australia, Austria,

Monitor analysed the data (data were unavailable for all research questions from all donors). The following summarises the main findings.

A. Funding trends

The 23 mine action donors contacted as part of this research contributed approximately USD \$517.8 million (€351.7 million) to mine action in 2008.² Total contributions by individual donors ranged from \$443,244 (€300,994) to \$89.5 million (€60.8 million) with the European Commission (EC), the United States (US), Japan, Canada, and Norway among the top donors.³

Main mine action donors (2008)



Mine action assistance was provided to at least 53 mine/ERW-affected countries or areas in 2008, in addition to support for regional or global mine action programmes and core or unspecified support to mine action agencies and NGOs. Afghanistan, Sudan, Iraq, Lebanon, and Cambodia were the top recipients.

Top 15 mine action recipient countries⁴

Country/Area	\$ million
Afghanistan	105.2
Sudan	39.1
Iraq	35.9
Lebanon	28.2
Cambodia	28.1
BiH	23.6
Angola	22.1
Ethiopia	18.9
Lao PDR	12.7
DRC	12.4
Colombia	9.1
Georgia	8.7
Sri Lanka	8.2

Belgium, Canada, Denmark, the European Commission (EC), Finland, Germany, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Saudi Arabia, Spain, Sweden, Switzerland, the United Kingdom, and the United States.

² *Landmine Monitor Report 2009*, p.78.

³ China reported in-kind contributions in 2008, but did not provide valuations. South Africa is a past contributor of in-kind assistance, but did not report contributions in 2008.

⁴ *Landmine Monitor Report 2009*, p.93. Figures are rounded to the nearest \$100,000.

Vietnam	7.6
Jordan	6.9

The number of recipient countries declined from 70 in 2007, in part due to several countries becoming mine-free. Funding supported all five pillars of mine action: advocacy and universalisation; clearance; risk education; stockpile destruction; and victim assistance.

Total funding for mine action has remained relatively steady over the past few years. However, there are indications that, in the future, dedicated mine action funding is likely to decrease, for several possible reasons:

- Given that some countries have declared themselves mine-free, there are fewer recipient countries for clearance;
- Many mine action organisations continue to report progress solely in terms of efficiency (e.g. number of mines/ERW collected and destroyed, number of square meters cleared) as opposed to the humanitarian and developmental outcomes stemming from mine action;
- Casualties have declined over the past ten years, so mine action is no longer seen as the humanitarian imperative it once was, and donor attention has turned to new humanitarian concerns; and
- Two important mine action donors phased out their dedicated support and integrated mine action into their development assistance programmes, which will benefit mainly a few countries with contamination problems that pose significant impediments to development. A sole focus on mine action and development will leave out the countries with mined areas that do not have strong or any development links, but still a legal obligation to clear them.

A fall in dedicated funding is a cause for concern, particularly for the 19 countries that submitted Article 5 deadline extension requests in 2008 and 2009, which will require an estimated \$2.78 billion through to 2019.⁵ The Cartagena Review of the Operation and Status of the Convention noted that “concern has been expressed about the closure or expiry of some of such dedicated [mine action] funds. The value of such funding mechanisms has regularly been highlighted particularly given that not all aspects of implementation are linked to development and consequently that not all demining activities can be funded through generalised development budgets.”⁶

Countries benefiting from donor contributions also fund their own mine action programmes. At least 22 mine/ERW-affected states contributed \$108.7 million in funding (including in-kind contributions) to their own programmes during 2008, compared to roughly \$117.4 million in 2007. Of the 15 countries submitting Article 5 deadline extension requests in 2008, 11 reported national funding during 2008, totalling \$77.4 million. However, Landmine and Cluster Munition Monitor assumes that national funding is under-reported globally and it remains difficult to assess national contributions due to inconsistent and incomplete reporting, and the lack of a standard methodology for reporting in-kind contributions.⁷

With an increased focus on cluster munitions issues and the entry into force of the Convention on Cluster Munitions, it remains unclear whether funding for cluster munitions will divert funds for other mine action activities. Roughly 5% of total mine action funding in 2008 was earmarked for eliminating cluster munitions, and this was based mainly on donor responses to emergency appeals. Fifteen donors contributed funding specifically for action against cluster munitions in 2008; the greatest portion—\$26.3

⁵ Presentations by Stuart Casey-Maslen, Landmine and Cluster Munition Monitor, 13th International Meeting of National Mine Action Programme Directors and UN Advisors, Resource Mobilisation Side Event, Geneva, 19 March 2010.

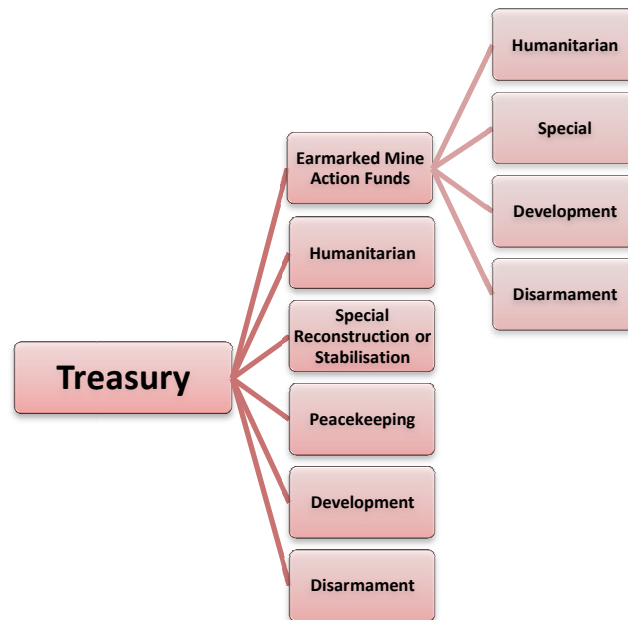
⁶ Review of the Operation and Status of the Convention on the Prohibition of the Use, Stockpiling, Production, Production and Transfer of Antipersonnel Mines and On Their Destruction: 2005-2009 Part I, APLC/CONF/2009/WP.2, Unofficial version, p. 58.

⁷ *Landmine Monitor Report 2009*, p.80.

million of a total \$27.6 million—was donated to support clearance and recovery operations in south Lebanon. Only two donors anticipated increasing funds related to cluster munitions in the next five years. No donors reported the adoption of new policies for funding cluster munitions action, apart from existing mine/ERW action funding policies. Forty-four percent reported some degree of policy support for cluster munitions within broader mine action policies. For example, the EC *Guidelines on European Community Mine Action 2008–2013*⁸ specifies that funding instruments used for mine action could also support cluster munitions activities, but does not set specific funding targets.

B. Funding channels and priorities

Mine action is typically funded through a mix of “earmarked” or dedicated mine action funds, humanitarian, peacekeeping and disarmament channels, special funds for reconstruction or stabilisation, and increasingly through official development assistance.



Of the \$515.8 million mine action funding reported by all 23 donors in 2008, roughly \$172.4 million (33.4%) was contributed via large multilateral funding channels.⁹ The majority of funds contributed via these channels in 2008 were earmarked for geographic programmes, core/administrative funding, or in-kind assistance to the relevant multilateral organisation. Out of the \$172.4 million in contributions via multilateral funding channels, \$115.7 was made via special mine action funds.¹⁰ As with multilateral funding channels, the majority of contributions to special mine action funds appears to be earmarked for specific recipient countries or for core funding to the implementing organisation.

Donors reported a strong commitment to their mine action priorities (thematic and geographic), which are unlikely to change in the near future. Most also expressed a strong commitment to demining, which received by far the largest portion of contributions. Donors have tended to prioritise support for clearance and report achievements in terms of outputs (e.g. square metres cleared; number of

⁸ Commission of the European Communities, *Guidelines on European Community Mine Action 2008-2013*, Brussels, 24 November 2008, http://ec.europa.eu/external_relations/anti_landmines/docs/guidelines_08_13_en.pdf.

⁹ Bilateral assistance consists of funds given by one country directly to another, while multilateral assistance involves funds given through an intermediary international organisation, such as the United Nations or the World Bank, which pool donations from several countries' governments and then distribute them to the recipients. Multilateral funding includes contributions to the UN Voluntary Trust Fund (VTF) within overall UN Mine Action Service (UNMAS) funding, and to the ICRC Special Fund for the Disabled (SFD) within overall ICRC funding, both which are covered separately under special mine action funds below.

¹⁰ These are funds created to provide dedicated resources to mine action, where funds may not otherwise be available.

mines/UXO collected and destroyed) rather than emphasising the achievement of developmental outcomes, such as poverty reduction or economic growth. Few donors have required project-implementing organisations and partner governments to strengthen their coordination with development actors.

Seventy-two percent of geographically targeted funding went to priority countries/areas.¹¹ Of the 13 donors naming specific countries or regions as priorities, 11 highlighted Asia-Pacific, nine Africa, seven the Middle East and North Africa, five Europe, four the Americas and one the Commonwealth of Independent States (CIS). The two largest mine action donors, the EC and the US, do not specify geographic funding priorities. In terms of actual 2008 expenditures, 32% of funding (\$165.7) was contributed by donors to geographic priority areas. Donors report that their geographic priorities will remain largely unchanged in the near future (2010–2015).

The future of dedicated mine action funding is uncertain. Among donors, four were able to report specific mine action funding forecasts for 2010–2015, while six were able to provide at least some indication of funding trends.¹² While Australia,¹³ the Netherlands¹⁴ and the UK¹⁵ announced renewed commitments to mine action through dedicated bilateral assistance, both Canada and the EC phased-out their dedicated mine action funds and mainstreamed support for mine action into their development assistance programmes. (The EC Anti-Personnel Landmine budget line disappeared in 2007 and Canada phased out the Canadian Landmine Fund in 2008.¹⁶) Countries most likely to benefit from the integration of mine action activities in development assistance programmes are those with mine/ERW contamination problems that pose a serious impediment to development, such as Afghanistan, Bosnia and Herzegovina, and Cambodia. Though mine action funding in 2008 reached record levels, the absence of future commitments for mine action funding may complicate resource mobilisation efforts by mine action organisations in the near future.

Mine action donor geographic priorities

Donor	Geographic Priorities						
	Africa	Americas	Asia-Pacific	CIS	Europe	MENA	No Priority Areas
Australia			General, Afghanistan			Iraq, Lebanon	
Austria	General				Southeast Europe		
Belgium							•
Canada	DRC, Ethiopia, Mozambique, Senegal, Sudan	Colombia, Guatemala, Peru	Afghanistan, Bangladesh, Indonesia, Nepal, Pakistan, Vietnam	Ukraine		Palestine	
Denmark							•
EC							•
Finland							•
France	Angola,		Cambodia		Balkans		

¹¹ Based on data provided by 18 respondents; data not available for China, Czech Republic, France, Norway, or Spain.

¹² Ibid.

¹³ Mine Action Strategy for the Australian Aid Program: Towards a world free from landmines, cluster munitions and other explosive remnants of war 2010–14, www.ausaid.gov.au/publications/pubout.cfm?ID=9122_1232_8366_4003_7783.

¹⁴ Cartagena Review Summit, High Level Segment, Official Statement by the Government of the Netherlands, <http://www.cartagenasummit.org/high-level-segment/states-parties/>

¹⁵ DFID Programme Strategy 2010 – 2013, Creating a safer environment: clearing landmines and other explosive remnants of war www.dfid.gov.uk/Documents/publications/de-mining-strat-16march2010.pdf.

¹⁶ In 1997 the Canadian government created the CAN \$100 million Canadian Landmine Fund (CLF) to support implementation of the Ottawa (Mine Ban) Treaty. It was renewed for five years (2002-2008) and then discontinued. The Canadian government stated it would maintain similar funding levels by mainstreaming mine action into traditional development and emergency response funds.

	Mozambique						
Germany			General, Afghanistan		Southeast Europe		
Ireland	Angola, Somaliland		Afghanistan			Iraq	
Italy	Sub-Saharan	Central and South America	General			General	
Japan	General		General			General	
Luxembourg			Afghanistan, Cambodia		Balkans		
Netherlands	Horn of Africa, Sudan, Great Lakes		Afghanistan		Balkans		
New Zealand			General				
Norway ¹⁷							•
Sweden							•
Switzerland	Sudan	Colombia				General	
UK	Angola, DR Congo, Ethiopia, Mozambique, Somaliland, Sudan	Colombia	Afghanistan, Cambodia, Lao PDR, Nepal, Sri Lanka, Vietnam			Iraq	
US							•

Despite the significant financial contributions made by donors to mine action, few donors have clear strategies in place to guide their mine action funding decisions. The EC for example lacks a strategy document for mine action and uses the EC *Guidelines on European Community Mine Action 2008–2013* as its current strategic framework. While the main mine action donors meet on an annual basis through the Mine Action Support Group, over the past few years this group has lacked focus and is not an effective forum for discussing and coordinating funding strategies. Coordination among mine action donors usually takes place only at the national level in recipient countries. However, in the context of the APMBC, the Resource Utilization Contact Group, chaired by the Government of Norway, announced in February 2010 its intention to raise the profile of international cooperation and assistance and review the possibility of a more formal integration of discussions on international cooperation and assistance into the APMBC Intersessional Work Programme.¹⁸

C. Integrating mine action in development assistance programmes

Both the Nairobi and Cartagena Action Plans have called for the integration of mine action in development assistance. While support for mine action is being increasingly integrated in development assistance programmes, some donors have encountered challenges in maintaining the same level of support for mine action.

Eleven donors reported integrating mine action in development funding as a matter of ongoing policy: Australia, Canada, Denmark, the EC, Italy, Japan, Luxembourg, Netherlands, Sweden, Switzerland, and the UK. Four donors (Austria, Finland, Belgium, and the US) reported that, although no explicit policy exists to encourage alignment of mine action with development, linkages exist in practice. These involve channelling mine action funds via development budgets, tying funds for mine action to countries and regions that are priorities for development assistance, and allocating development funds to mine-

¹⁷ Ministry of Foreign Affairs, "Norway's Humanitarian Policy," p. 36, expresses a general commitment to affected countries without geographic limits: "The government will: provide support for affected countries, thus enabling them, in accordance with national plans, to fulfil their obligations under the Convention."

¹⁸ APMBC Coordinating Committee Retreat, 11 February 2010, President's Summary.

affected communities. Policy statements or strategic documents for three countries indicate some degree of linkage between mine action and development in principle or practice (France, Norway and Spain). Four countries (China, Czech Republic, Ireland, and New Zealand) reported no link between mine action and development in regular policy or practice.¹⁹

Integration options

There are several ways of integrating mine action activities in bilateral and multilateral development assistance.²⁰ Options include:

- Using official development assistance to fund mine action activities
- Encouraging country programme and field staff to integrate mine action activities (e.g. risk reduction, victim assistance, clearance) into development assistance programmes and projects and clarifying where they can access mine action information and expertise
- Establishing an in-house mine action focal point to provide advice to country programme and field staff
- Supporting mine action as part of special responses for high-profile countries
- Reflecting the contamination problem and the needs of affected communities in country assistance strategies, programmes and post-conflict needs assessments for mine affected countries
- Making partner governments aware of the need to integrate mine action in development plans and budgets
- Requiring partner governments and mine action organisations to report on progress in terms of development outcomes as well as mine action outputs
- Encouraging partner organisations to work in affected communities

Canada cited difficulties in convincing development practitioners that mine action is an integral component of development, and to include mine action activities in project proposals. Denmark explained that integration is difficult in practice as Danish focal countries for development assistance do not have serious mine problems. Other challenges included difficulty in measuring the different mine action components within integrated programmes, plus the focus on development outcomes, which can limit a donor's responsiveness to other humanitarian or foreign policy objectives.

Difficulties in addressing the practical realities of integration may be because few donors have clear strategies or guidelines in place which provide practical guidance to staff on how to integrate mine action activities in their development programmes. Between 2004 and 2008, no donors conducted stand-alone analyses of their policy or practice in relation to integration. However, six donors did undertake reviews during this period of the overall mine action strategies, or of specific country programmes, with findings or recommendations relevant to funding for mine action and development.²¹ The lack of strategy concerning the integration of mine action in broader development, and limited efforts to review progress, indicate that most donors do not view integration as a priority and are unclear of the opportunities and challenges involved.

Four donors projected that the level of integration would remain the same (Belgium, Ireland, Italy, and the US), while four reported that greater integration was anticipated. Denmark forecast a possible increase in funding integration for Afghanistan; Switzerland predicted greater allocation of mine action funds in development and capacity-building contexts; and both Luxembourg and Australia forecasted greater integration and a rise in development funding to mine-affected countries. The remaining donors

¹⁹ Germany was unable to provide data on linking mine action and development in time for reporting.

²⁰ For more detailed information, please see GICHD. Linking Mine Action and Development, Guidelines for Policy and Programme Development, Official Development Cooperation Agencies, 2009, www.gichd.org/fileadmin/pdf/ma_development/Guidelines/Guidelines-IMAD-OfficialDevCoop-Apr2009.pdf.

²¹ Two respondents, Canada and Ireland, reported that reviews of mine action policy and strategy were in progress.

were unable to predict whether the integration will increase, decrease, or remain the same from 2010-2015.

D. Other funding channels

With increasing uncertainty regarding future funding for mine action, mine action organisations recognise the need to identify new channels and sources of funding to help them complete their Article 5 obligations. In 2008, out of 23 donors, 19 reported contributing funds to post-conflict reconstruction and early recovery initiatives, separate from mine action, while 17 reported contributing to peace-building projects, and nine to disarmament.²² Links or support were identified most often between mine action and programming in humanitarian assistance and traditional development (in each case, 18 donors), followed by post-conflict initiatives (15 donors), and support to peacekeeping and disarmament treaties (10 donors).

Fifty percent of donors reported providing assistance in 2008 for armed violence reduction (AVR) programmes (including peace-building, community safety, small arms and light weapons collection, safe storage, stockpile management and destruction, risk education, and victim assistance). Of these, seven reported recipients, programme areas, or projects to which AVR funding was contributed. The scope and nature of these initiatives varied from organisational support (to NGOs engaged in AVR work), through to broad programme and thematic commitments (funding for child soldiers and protection of women in armed conflicts, and support to security sector reform). Three donors reported specific amounts for AVR in 2008: Australia contributed A\$5.1 million (US\$4,353,870); Austria contributed €1,347,870 (\$1,984,873); and the Netherlands donated €3.2 million (\$4,712,320). While efforts to address mine/ERW contamination and AVR have tended to be managed separately, funding for AVR programming may signal opportunities for mine action organisations that can— or already do—provide appropriate services (small arms collection and management, etc.). Accessing these funds, however, requires that mine action organisations develop a better understanding of the key issues and programming areas that donors are prioritising, and demonstrating how mine action organisations add value to these programmes.

E. Conclusions

Donors need to put in place clear strategies and policies to better target their mine action assistance, including the need to create links with early recovery, post-conflict reconstruction, development, and disarmament. An effective coordination forum for the main mine action donors would provide donors with an opportunity to discuss strategic funding issues and improve coordination. Greater effort is required to strengthen the capacity of donors, particularly geographic desk officers, to integrate mine activities into their agencies' development programmes and to identify other budgets that can contribute to mine clearance and victim assistance.

Given the increasingly restrictive funding climate, and strong competition for a reduced amount of dedicated mine action funds, mine action organisations will need to better monitor and report on progress in terms of developmental outcomes. An improved understanding of donor priorities and the ability to show how mine action contributes to broader donor objectives will strengthen resource mobilisation efforts.

²² In cases where donors did not participate in the research, evidence of contributions to allied program areas was sought from sources noted in the table "2008 funding to allied program areas not including mine action" below. In some case contributions may have been made to these program areas but not reported.