



State of Play

The Landmine Free 2025 Commitment

LANDMINE
FREE 2025

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About Landmine Free 2025

Landmine Free 2025 is a campaign to complete landmine clearance by 2025. The campaign is a call to action to donor and mine-affected states, civil society and the public to re-energise support to landmine clearance. It aims to build and strengthen national and global partnerships to realise the goal of a world free of landmines.

Acknowledgements

This report draws heavily on the high-quality research undertaken by the Landmine and Cluster Munition Monitor and the Mine Action Review. It references national strategies as well as public reports and submissions by States Parties to the Anti-Personnel Mine Ban Convention, supplemented by operational analysis undertaken by The HALO Trust, MAG and partner non-governmental organisations.

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EXECUTIVE SUMMARY

Two decades ago, Diana Princess of Wales walked in Angola's minefields. In doing so, she captured the conscience of states, civil society and the public and helped inspire the final successful push to achieve the groundbreaking 1997 Ottawa Treaty banning landmines. States, non-governmental organisations (NGOs) and campaigners came together in a way that changed the world.

Two decades later, we celebrate massive progress, including against the 2025 deadline for completion of clearance, agreed to in 2014. Since the Treaty was signed, over 51 million stockpiled anti-personnel landmines have been destroyed, 29 states have been declared free from a weapon that does not rest until it kills, maims and breaks the human spirit, and hundreds of thousands of survivors have been assisted and empowered.

Despite the successes, there is significant work still to do. The latest report by the Landmine and Cluster Munition Monitor shows casualties have more than doubled in the last two years. A 133% rise since 2014 saw injuries and deaths hit their highest level since 1999. Shockingly, 42% of those killed or injured were children. Many had not known conflict, only its deadly legacy.

While the Monitor also reports that annual international funding has gone up by \$85.5m – the third highest level in a decade – the bulk of additional funding has gone to new emergencies.

Meanwhile, several mine-affected countries are facing significant shortfalls. Among them is Angola, an icon of the treaty, where support for clearance has slumped by nearly 90% in the last decade to its lowest level on record.

An extra \$422m is needed over the course of the next eight years to get Angola, Cambodia, Sri Lanka and Zimbabwe back on track to complete clearance. These countries are not on a trajectory to meet their deadlines and risk being forgotten. But completion by 2025 is achievable with less than two and half times their current funding – a total of \$54m per year.

This December, in this 20th anniversary year of the treaty, donor and affected states, NGOs and campaigners come together in Vienna for the Ottawa Treaty's annual meeting of States Parties. It is an opportunity to renew their commitment and ensure that no one affected by landmines is forgotten.

THE 2025 COMMITMENT

Ottawa Treaty states agreed in 2014 to complete all clearance of anti-personnel landmines by 2025. This was an ambitious goal, but an achievable one with a step-change in political commitment and funding. This report looks at what needs to change to achieve completion in four countries – Angola, Cambodia, Sri Lanka and Zimbabwe. Each faces different challenges to stay on track for completion, showing why it is critical to look deeper than global trend data.

This report should leave no doubt that there is an unacceptable human price of delaying clearance, a cost borne by over 60 million people from some of the world's poorest communities. The Landmine Free 2025 campaign is about generating political will to ensure that no mine-affected community is forgotten. It is about keeping promises and making the choice to achieve the possible.

This year marks the 20th year of the landmark Ottawa Treaty that banned anti-personnel landmines, a ground breaking disarmament convention that put humanitarian considerations above all others. Sri Lanka's accession in December 2017 brings the total number of Ottawa Treaty states to 163, 62 of which have been mine affected. Around half of these have now eradicated the blight of mines from their land. This is an amazing achievement.

Mozambique – a country that once experienced some of the worst contamination on earth – is among those that has freed communities from fear and shows what is possible and what can be achieved. With just eight years to go before the 2025 commitment, 33 Ottawa Treaty states and 29 others are still contaminated by these hidden and indiscriminate killers.





LOOKING BEHIND THE NUMBERS

According to the latest Landmine Monitor report, 2016 saw an increase on previous years in international funding for mine action. A 22% increase in global assistance marked the third highest year in a decade at \$479.5m.¹ Yet 70% of all international funding came from just five donor states and 30% was spent in Afghanistan and Iraq alone.

There is good reason to fund Afghanistan and Iraq. The 2017 Clearing the Mines report includes Afghanistan and Iraq alongside Cambodia as three of a small handful of countries with 'massive' contamination (exceeding 100km²).² Afghanistan has seen a reduction in funding, which needs to be reversed rapidly if it is to meet its completion deadline in 2023. Hundreds of demining personnel have lost their jobs at the time when 2016 saw yet another increase in the number of people killed or injured by landmines and unexploded bombs.

Meanwhile, Iraq has been at the centre of a new landmine emergency, where locally produced landmines have been used by Daesh on a scale not seen before. Despite the increase in support to Iraq, funding for emergency

What is the Ottawa Treaty?

The **Ottawa Treaty**, officially known as the **Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction**, was negotiated and signed by 122 States in 1997 entering into force in 1999.

Since then, another 41 countries have acceded to the treaty, bringing the total number of States Parties to 163. It is acknowledged to be a groundbreaking disarmament treaty for putting humanitarian considerations above all others. Since its development, 51 million stockpiled landmines have been destroyed, production has all but ceased and millions of people have benefited as a result of clearance and victim assistance.

“There can be no question that completing clearance on time in Angola, Cambodia, Sri Lanka and Zimbabwe requires a change in funding priority and political will.”

clearance has barely kept pace with the humanitarian crisis, let alone address landmines from previous conflict. With increasing pressure on humanitarian response budgets, funding to NGOs could even be at risk of going down at a time when hundreds of thousands of people remain at risk.

Funding cuts have been felt most in Angola. International funding for the country has hit an all-time low, having dropped by almost 90% in the last decade. At the same time, national budget allocations for clearance in Angola also dropped by \$35m in a year, in the face of national austerity budgets and with just over 90km² still to clear. International assistance to Sri Lanka has also experienced the lowest levels since the end of the 2009 conflict.

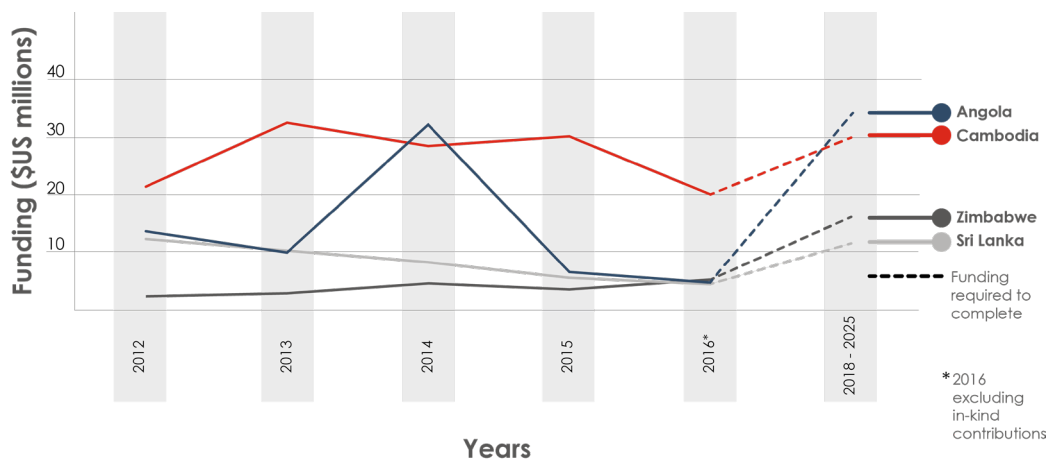
Support to mine clearance operations in Cambodia is also below what is required. While there has been steady economic growth at a national level, rural poverty

remains at 20%, mainly in the border areas where thousands of minefields remain to be cleared. According to a recent Asian Development Bank's analysis of rural poverty in Cambodia, returning mine-contaminated land to productive use and assisting more diverse agricultural production will contribute to the foundations of economic growth in the country.³

And while international support to Zimbabwe has increased since 2012, it is not at a level high enough to keep on track for clearance by 2025. The El Niño phenomenon resulted in the worst drought in 35 years for much of southern Africa, 63% of Zimbabwe's population already experience extreme poverty. Landmine clearance in these four countries is at high risk of being deprioritised by donors in favour of support to new conflicts, to the detriment of the poor in many other countries who risk being forgotten.

Key facts:

- Just over 60 states are contaminated by anti-personnel landmines. 29 states and one other area have been cleared.
- Over 60 million people still live in daily fear of landmines and unexploded bombs, most of them from poor rural communities. There were casualties in 52 states during 2016.
- 2016 saw 24 people killed or injured every day – the highest number since 1999. 42% of casualties last year were children, the highest number of child casualties ever recorded.
- Donor support for mine action increased by 22% in 2016 to \$479.5m, the third highest in the past decade.
- International funding to clearance in Angola has dropped by almost 90% in the last decade, with 2016 seeing a further 28% slump from 2015 figures.
- Angola and Zimbabwe will submit plans in Vienna this December to complete clearance by 2025. The Landmine Free 2025 campaign estimates there is a shortfall of \$334m in international funding to achieve this deadline in these two countries.
- 1.5 x current funding is required to complete by 2025 in Cambodia and only \$8m of additional funding is needed to complete Sri Lanka by 2020.



Angola needs **\$34m** in international funding per year to get on track to 2025.

Cambodia needs an estimated **\$10m** additional funding per year to meet its 2025 goal.

Sri Lanka could meet its 2020 target with just **\$8m** in additional funding.

Zimbabwe could be complete by 2025 with **\$16m** per year.

Table 1: What's Needed to Get on Track in Angola, Cambodia, Sri Lanka & Zimbabwe

| | Total Required to Get on Track | Shortfall | Additional Annual Funding Need | Times Current Funding |
|-------------------------|--------------------------------|------------|--------------------------------|-----------------------|
| Angola (2025) | 275 | 230 | 29 | 7.3 |
| Cambodia (2025) | 240 | 80 | 10 | 1.5 |
| Sri Lanka (2020) | 35 | 8 | 2.7 | 1.3 |
| Zimbabwe (2025) | 130 | 104 | 13 | 3.0 |
| Total* | 680 | 422 | 54 | 2.4 |

* US \$ and x1,000,000



MYTH BUSTING

Too often, funding is not prioritised for mine-affected countries due to a perception that affected countries like Angola have reached 'middle income status.'⁴ This is frequently associated with primary commodity wealth and the economic development measured at the national level. The 'middle-income myth' overlooks the fact that landmines primarily affect rural communities who are usually the poorest and most marginalised.

2017 statistics showed Angola's under-five mortality rate is the highest in the world at 157 deaths per 1,000 children.⁴ This is over six times higher than the target set by the Sustainable Development Goals. Only two countries outside of Africa – Afghanistan and Pakistan – have a rate higher than Zimbabwe's 71 deaths per 1,000 children aged five or under.

"Angola's under-five mortality rate is the highest in the world at 157 deaths per 1,000 children."

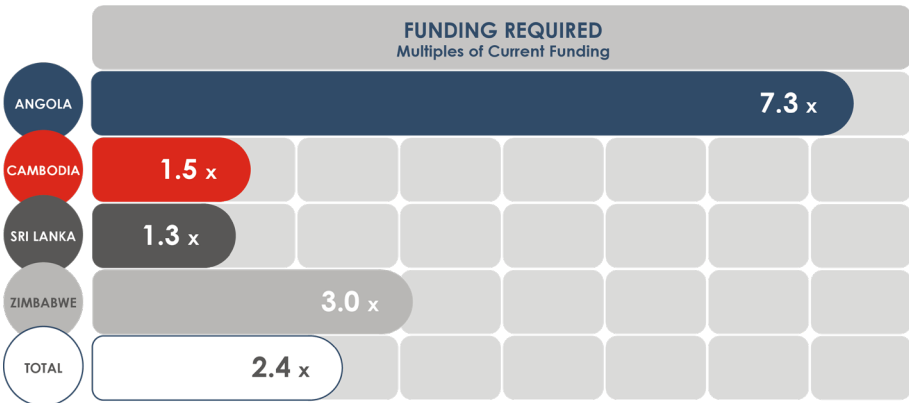
ROOM FOR OPTIMISM?

The prospect of success is not entirely bleak. The Mine Action Review reported the clearance of over 250,000 landmines in 2016, with 172km² returned to some of the world's poorest communities. There is always room to improve, but good practice means that clearance is more efficient than ever.

Despite gains from using new technologies and refined methods, striving for even greater efficiencies can only get landmine clearance so far. For Angola, Cambodia, Sri Lanka and Zimbabwe, achieving a landmine free 2025 needs increased funding commitment and political will. Table 1 shows what each of these countries needs in additional support to get on track.

At \$54m per year in total, this is only 63% of the £85.5m increase in international support seen in 2016. But the funding needs to reach the right places and be used directly for survey and clearance. This increase needs to be met as far as is possible with funding commitments from national budgets, which is the clearest sign of genuine international cooperation.

Globally, the Landmine Free 2025 campaign estimates that at least \$100m per year of additional international funding for clearance operations is required to keep countries on track. Response to new humanitarian emergencies must come on top of that. If donors and national authorities make the right choices, a landmine free 2025 is possible for countries like Angola, Cambodia, Sri Lanka and Zimbabwe.



ANGOLA

Status: Angola is not on track to be completed by 2025. If funding continues at 2016 rates, Angola will not complete clearance until at least 2046.

Impact: Landmine contamination is mainly in rural areas with limited infrastructure and some of the highest poverty rates. 15 years after the war ended, minefields block safe access to water and agriculture in communities relying on subsistence farming. Returning cleared land to communities is vital to increasing food production, improving economic potential of rural areas and supporting Angola to diversify its national economy.

Contamination: Angola's 2017 request to extend its clearance deadline to 2025 estimates that there are still 1,465 contaminated areas, totalling 221km². As a result of nationwide re-survey, The HALO Trust, MAG and Norwegian People's Aid assess that 91.6km² remains to be cleared as of November 2017.

Clearance: Landmine clearance has dropped significantly, in line with the decrease in funding and capacity. The number of staff employed by humanitarian demining actors has fallen by around 89% in a decade. As a result of cuts, international agencies released only 2.4km² through clearance and technical survey in 2016.

Key Facts^{5,6}

- **Human Development Index: 150/188**
- **Under-five child mortality is 157 per 10,000 children, the highest in the world**
- **Nearly 20% of children under five are underweight**
- **66% of the population lives on less than US\$2 per day**
- **Angola relies on imports for 80% of its consumables**

Funding: International funding dropped to US\$4.8m in 2016, reliant on four donors and with the United States contributing almost 80% of international support. National funding, which supports the national mine action authority, has also suffered a steep decline following Angola's economic crash.

NGOs estimate that US\$275m of international funding is required to complete humanitarian demining in Angola by 2025. That equates to US\$34m per year for the next eight years, a seven-fold increase on current funding.





"My field was full of mines. I grew cassava in it before it was cleared and when I harvested my cassava I saw the mines. I was extremely scared. I didn't know if I would die or my children, husband or anyone else. After the mines were cleared I was so excited to walk in my field without fear. Now I feel safe."

CAMBODIA

Summary: Despite significant progress, Cambodia is currently not on track to complete clearance by 2025. The extent of contamination has been well defined by the Baseline Survey at around 917km². An estimated additional \$10m per year is required each year to bring Cambodia back on track towards the 2025 goal.

Impact: Over 51,000 people have been killed or maimed by landmines since 1979. Casualty rates from mines and unexploded bombs remain unacceptably high at around 100 per year. As ever, the impact of contaminated land is felt disproportionately by the rural poor, whose ability to increase agricultural production and sustainable livelihoods is severely restricted by remaining contamination.

Contamination: There are currently 917km² of hazardous area in Cambodia. Over 1,500km² of contaminated land has been released since 1992 and the remaining estimate of contaminated land is deemed accurate.

Clearance: Clearance in Cambodia is going well, but there needs to be stronger emphasis given to prioritisation in clearance plans, and even stronger

efforts to ensure clearance is as efficient as possible. Without this, the goal of a landmine free 2025 will slip further away.

Funding: The number of states supporting landmine clearance in Cambodia has been falling steadily over the last five years from 13 to 10. Rates of land release have been maintained, largely due to an ongoing commitment to survey, technical innovation and integrated clearance methodologies. But on their own, they will not achieve the 2025 target. An estimated \$10m of additional funding to mine clearance per year will be required, along with a focus on clearing the most heavily contaminated areas on the route to completion.

Key Facts

- **51,040 casualties from landmines since 1979 with 917km² of contaminated land remaining**
- **20% of the rural population lives below the poverty line⁷**
- **32% of children between 6-59 months are chronically malnourished⁸**

SRI LANKA

Status: Sri Lanka is not on track to meet its mine action strategy clearance deadline at the end of 2020. At the current rate it would not complete until 2021. It would take longer if indications of funding cuts are realised.

Impact: All remaining landmine contamination is located in the northern and eastern provinces, some of the most impoverished parts of the country. Minefields block access to agricultural land, water sources and key infrastructure, hindering socio-economic development where it is most needed. The impact of mines is felt acutely by displaced families, including female-headed households who are awaiting mine clearance before they can return and rebuild their homes.

Contamination: As of June 2017, the total remaining contaminated area was 25.5km² across 10 districts. This has decreased significantly over the past three years, down from 68km² in 2014, largely due to resurvey.

Clearance: Clearance rates dropped by around 85% between 2012 and 2016 due to the decline in funding and reduced capacity. 2016 saw a 4.1km² spike in land reduced by technical survey, but this will not be a sustained trend as the remaining minefields are now clearly defined. At the current clearance rate, Sri Lanka would be complete by the end of 2021, missing the target in its 2020 plan.

Funding: The Landmine Monitor reported a 63% fall to \$4.6m in international assistance for clearance in 2016. Additional funding from the US, Japan, Canada and the UK saw a higher level of support in 2017, alongside national funding to the Sri Lankan demining capacity. But it falls just short of what is required to get Sri Lanka on track to complete by the end of 2020 and all indications are that it will not be sustained. An estimated \$8m per year on top of current funding would be needed to achieve the 2020 clearance aim.

Key Facts

- **Human Development Index: 73/188⁹**
- **More than 40,000 people are still displaced from the 2009 conflict¹⁰**
- **33% of the population cannot afford the minimum cost of a nutritious diet¹¹**

Pusparani was displaced from her home in northern Sri Lanka over 20 years ago and her land became a minefield. Since it was cleared she has returned and rebuilt her house. "To be in my own place again, and live off my own land, I have freedom now that I have not experienced for a very long time." Thousands of people like Pusparani are still waiting for that freedom.



ZIMBABWE

Status: Zimbabwe is not on track to complete clearance by 2025 with current levels of international donor support. While the extent of the mine-contaminated area is well defined, \$16m of donor funding is required each year until 2025 to get on track - three times 2016 funding levels.

Impact: The remaining minefields in Zimbabwe have a high humanitarian and socio-economic impact for the rural poor in border areas. Contamination blocks the use of residential and agricultural land, restricts trade and safe cross-border transit and denies safe access to water sources. There have been 120,000 livestock accidents from landmines since 1980, with an economic loss of more than \$800,000 per year. This is felt most by communities who depend on these animals for their livelihoods. Minefields also restrict the use of land for commercial farming and tourism.

Contamination: Zimbabwe's 2017 request to extend its clearance deadline to 2025 being considered by states in Vienna identified a total of 66.2km² of land confirmed as contaminated. Re-survey and clearance saw this reduced from previous estimates of 511km², and the 2017 figure is considered an accurate representation of the remaining challenge.

Clearance: A total of 3.2km² of contaminated land was released through clearance and technical survey in 2016. There have been year-on-year improvements in clearance efficiency, a trend which could be further improved through the use of more mechanical assets. But even then, current levels of funding are not sufficient to achieve the 2025 completion aim and plan submitted to Ottawa Treaty states.

Funding: In 2016, funding to mine action in Zimbabwe had increased to \$5.4m, including \$500,000 of national funding. Zimbabwe's extension request estimates \$130m is required to complete clearance by 2025, equating to approximately \$16m per year.

Key Facts

- **Human Development Index: 154/188¹²**
- **63% of the population lives below the poverty line**
- **Over one million rural people are expected to be food insecure between January and March 2018¹³**
- **Under-five mortality is 70.7 per 10,000 children¹⁴**



CONCLUSIONS

Twenty years ago the international community chose to act to ban a fundamentally indiscriminate weapon. The Ottawa Treaty changed the way the world viewed and would approach disarmament. In 2014, building on the tremendous achievements of the landmark treaty, states recommitted to finishing the job by 2025.

Governments and donors attending the conference in Vienna should leave confident that the 2025 goal is still possible, but that it will not implement itself. Like all conventions, the Ottawa Treaty needs political will, determination and continued support to succeed. The completion of clearance in Algeria and Mozambique and Sri Lanka's recent accession are notable successes and clear examples of commitment to implementation.

A change in course and tempo is needed in the next eight years to make a landmine free 2025 a reality. In 2016, states gave an additional \$85.5m to mine action and just this year the UK's Department for International Development announced £100m for landmine clearance. But where money is spent matters as much as the scale of assistance.

Funding is crashing in Angola – one of the symbols of the Ottawa Treaty – and shortfalls in Zimbabwe and Cambodia put the deadline in jeopardy. Sri Lanka, the newest State Party to the treaty, could be one of the next key states to complete in 2020. But only with additional international funding and a commitment to meet the completion deadline.

Just \$54m per year is needed to get Angola, Cambodia, Sri Lanka and Zimbabwe back on track to complete within their deadlines. The good news is the amount of money needed is clearly within the scope and reach of aid budgets.

We need to bust the middle-income myths and make sure human priorities come above foreign policy and security concerns. That is what the Ottawa Treaty started and it is what humanitarian disarmament is about. We can be under no illusions that the communities still affected by landmines are also some of the poorest and most marginalised. We cannot let them be forgotten.

The mine action community must end 2017 with a clear recommitment to finish the job by 2025. States, NGOs and campaigners must all make the choice to achieve the possible. We must keep promises and free 60 million people from fear. We must choose success and make a landmine free 2025 a reality. We can and must succeed.

NOTES

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