



**Evaluation of the Canadian
Landmine Fund (CLF)**

Final Report

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and

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Acronyms

AP	Anti-personnel
CCMAT	Canadian Centre for Mine Action Technologies
CIDA	Canadian International Development Agency
CLF	Canadian Landmine Fund
DFAIT	Department of Foreign Affairs and International Trade
DND	Department of National Defence
DRES	Defence Research Establishment Suffield
DTIF	Demining Information Technology Forum
IC	Industry Canada
ICBL	International Campaign to Ban Landmines
IDRC	International Development Research Centre
ILX	Department of Foreign Affairs and International Trade Mine Action Team
ITEP	International Testing and Evaluation Program
MAC	Mines Action Canada
MAU	Canadian International Development Agency Mine Action Unit
MBT	Mine Ban Treaty
NATO	North Atlantic Treaty Organization
NGO	Non-Government Organization
OAS	Organization of American States
R&D	Research and Development
RMAF	Results-based Management and Accountability Framework
TPC	Technology Partnership Canada / Industry Canada
UN	United Nations
UNDP	United Nations Development Programme
UNMAS	United Nations Mine Action Service
US	United States of America
YMAAP	Youth Mine Action Ambassador Program

1.0 Executive Summary

The \$100 million Canadian Landmine Fund (CLF) was announced in December 1997 as a five year contribution to implement the Mine Ban Treaty (MBT) and to fund mine action projects. Near the end of Fiscal year 00/01, the four CLF partner departments (DFAIT, CIDA, DND and IC) launched a multi-phase evaluation process in support of discussions on the Government of Canada's post-2003 approach to mine action support.

The scope of this first-phase evaluation included all CLF programming and activities and addressed in full or in part, three evaluation issues: the relevance of the CLF, the results achieved to date, and the effectiveness of selected CLF activities. The fieldwork for this study was conducted during the period from July 2001 to September 2001. Five data collection methodologies were used: document and literature review, project file review, interviews¹, e-mail survey questionnaires, and focus groups.

During the first three years of the fund, the CLF has been active in all five pillars of landmine programming including: advocacy, mine awareness, stockpile destruction, mine clearance, and victim assistance.

Findings and Conclusions

General: Investments in key areas of land mine programming will be required well into the foreseeable future and beyond the current life of the CLF. It is important that host governments in affected countries recognize the need to make mine action programs more locally self-sustainable over time and the reality that external support must ultimately be of limited duration.

The CLF is clearly consistent with all of Canada's foreign policy objectives. The renewal of the CLF at comparable levels is essential for three reasons: to maintain Canada's credibility as a leader, both domestically and internationally, to encourage other donors' commitment, and to sustain the development of Canadian non-governmental organisations (NGO) mine action capacity.

The CLF was designed to meet ongoing treaty obligations, and to date, the CLF has not only enabled Canada to do so but has also responded to the needs of mine affected communities.

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Five respondent groups were included: CLF departmental representatives; CLF funding recipients including Canadian and International NGOs, UN organisations, and private companies; other relevant international landmine-related organisations; other donor country representatives, and recipient country representatives.

Pillar #1, Advocacy: Through the CLF, Canada has made what is viewed as an effective and exemplary contribution towards universal acceptance and early ratification of the MBT. However, a key problem facing the ban landmine movement is the continued resistance of some large militarised countries to ratification and implementation of the MBT. Therefore, future efforts towards universalization can no longer rely upon the “humanitarian” argument. Future efforts will require States Parties to utilize diplomatic and policy resources outside the scope of funded programs such as the CLF.

CLF efforts to improve the advocacy capacity of mine action groups in Canada and internationally have proven both useful and effective. While Canada has been successful in leveraging donor funding for the International Campaign to Ban Landmines (ICBL), Mines Action Canada (MAC) remains very dependent on the Fund.

Pillar #2, Mine Awareness: Mine awareness programming did not receive as much attention as other CLF components. There is an urgent need for a more structured assessment of how efforts in mine awareness have been linked first to a material change in the level of knowledge among target group members and secondly how this change in awareness may or may not lead to changes in high-risk behavior.

Pillar #3, Stockpile Destruction: The CLF has contributed to efforts to reduce landmine stockpiles and these efforts have positioned Canada as a leader in the area of stockpile destruction programming.

Pillar #4, Mine Clearance: With respect to CLF mine clearance programming, it is difficult to conclude on the quality of the work being accomplished by each project. However, CLF funding has contributed to the development of effective national programs, and to the development and completion of Level One Surveys² which provided essential data on mines location and impact, and resulted in the clearance of high priority land.

There is a clearly apparent need for improvement in demining technologies, given the magnitude of the problem of mined land and the slow pace of manual de-mining. The Canadian Centre for Mine Action Technologies (CCMAT) has become an internationally recognized centre of expertise for the testing and evaluation of demining and related technologies. As a result of the test and evaluation by CCMAT of several products developed largely by Canadian private companies, CCMAT has enabled at least three Canadian products to be “proven”, and therefore successfully integrated within international demining operations.

In the area of Research and Development (R & D), CCMAT has been very active at the international level in sharing and distributing technical information and providing technical

² Level One Surveys (National Surveys, Landmine Impact Surveys) identify and map all suspected mined areas and collect socio-economic impact data and information on mine victims.

support. Progress continues on numerous R & D initiatives within CCMAT, however, no products or equipment for use directly in demining operations have yet been delivered through CCMAT R & D activities. Although CCMAT undertook efforts to match R & D activities with user needs, the extent to which project selection decisions meet these needs remains unclear. The R & D community, including CCMAT, has acknowledged the existence of a gap between researchers and users and is taking actions to resolve the issue.

The results achieved to date by Industry Canada in marketing and commercializing new or adapted demining technologies are limited to just one product. The lack of results appears to be due largely to the fact that the market for demining technology is not a “normal” commercial market and there appears to be very few Canadian companies with the capacity to develop potential demining technologies.

Development of mine action capacity in mine affected countries is a long-term investment that cannot reasonably be expected to have already yielded measurable results. Preliminary results nonetheless show that Canada is making a recognized contribution to increasing mine action capacity through its effective leveraging of other donor contributions and its support to national Mine Action Centres. Mine action capacity of Canadian NGOs is considered to be a secondary objective of the program. Canadian NGOs are deemed to be very effective in the area of advocacy but need further development in the areas of demining and victim assistance.

Pillar #5, Victim Assistance: CLF victim assistance activities are impressive in volume and clearly essential in their positive impact on the lives of mine-affected people. However, given the wide range, complexity, length, and cost of victim assistance initiatives, it is difficult to draw general conclusions as to the program’s results in this area. Most stakeholders consulted consider that more needs to be done in this domain and that victim assistance activities should be better integrated with development programming.

Some Niche Areas for the CLF

Potential niche areas of Canadian excellence are beginning to emerge. These should be closely monitored and assessed as areas where Canada could concentrate its efforts over the long term. Some emerging niche areas are:

- **Stockpile destruction:** The CLF could continue to demonstrate Canadian leadership in this important area of landmine programming.
- **Testing and evaluation of demining technologies:** The CLF could continue to support Canada’s internationally recognized work in testing and evaluation of demining technologies.

- **Level One Surveys:** The CLF could continue to invest in and refine the practice of Level One Surveys as a means of establishing a baseline for demining efforts in affected countries.

Recommendations

In order for key donor countries to meet their obligations for assistance to States Parties, they will need to base their strategy on recognition of the long term horizon beyond March 2003. Also, it is important to note that any long term strategy will have to be built around empowerment of assisted countries through capacity building.

1. **Funding Horizon:** It is recommended that Canada continue to fund MBT-related landmine programming well beyond March 31, 2003. Funding level decisions must consider: the need to fund Canada's continuing administrative and reporting obligation as a State Party; Canada's obligation as a State Party "in position to do so"; and the fact that Canada's current leadership position carries with it some level of political and moral obligation and responsibility to assist with any leadership transition.
2. **Universalization Efforts:** It is recommended that the CLF's strategy to universalize the MBT continue to be refined and re-adjusted given that many of the remaining holdout countries are doing so on account of military and or security concerns. Canada and other donor countries must re-examine the extent to which programs such as the CLF can impact or influence the recalcitrant countries.
3. **Victim Assistance:** It is recommended that the CLF examine the practical and ethical implications of integrating victim assistance activities into national systems of support to the disabled and general health services interventions in mine affected countries.
4. **Mine Awareness:** It is recommended that the CLF re-examine the causal link between its mine awareness interventions and the reduction of risk behavior in mine affected countries.
5. **Capacity Building:** It is recommended that the CLF develop and implement a strategy that will take into account the potential of NGOs for self-sufficiency so that a more or less permanent state of financial dependency is avoided.
6. **Research and development of demining and related technologies:** It is recommended that the research and development activities of CCMAT that are funded by the CLF be restricted to short and medium term initiatives which are very clearly linked to immediate and identified needs of field practitioners. Funding

sources outside the CLF should be used to resource longer term research and development initiatives.

7. **Marketing and Commercialization:** It is recommended that the role of marketing and commercialization and by extension the role of Industry Canada within CCMAT and or the CLF be re-examined to determine the most appropriate role, if any.
8. **Performance Measurement:** It is recommended that the CLF immediately develop and implement a CLF-wide Results-Based Management and Accountability Framework (RMAF).

2.0 Introduction

2.1 Objective and Scope of the study

The Canadian Landmine Fund (CLF) was established in December 1997. A total of \$100 million was approved for the CLF, the intent being that the program would be delivered over a five year period from Fiscal 98/99 to Fiscal 02/03. Near the end of Fiscal 00/01, discussions began amongst the four partner departments of the CLF on the Government of Canada's post-2003 approach to mine action support. A multi-phase approach to the evaluation process was developed, starting with this study, a formative evaluation³, in mid-2001.

The objective of this study, the first phase in the evaluation of the CLF, was to address the following issues:

- Relevance which is the extent to which the stated objectives and expected results of the program are consistent with the actual needs of intended beneficiaries;
- Results achievement which is the extent to which the program of intervention has had an effect, planned or unplanned, negative or positive, on the intended beneficiaries; and
- Effectiveness which is the extent to which the program has achieved its expected outcomes, and thus, its stated objectives.

The study was also to identify lessons learned, issues related to the future direction of the CLF, and to conduct a preliminary review of how strategic the CLF has been in developing Canadian capacity in mine action and in carving out a specific niche for Canada.

2.2 Approach and Methodology

The study was conducted over the course of ten weeks from July to September 2001. Several data collection techniques were used for the study, including a document and literature review, a review of selected CLF project files, two focus groups, and over 80 interviews and or e-mail surveys with five different informant groups. The five informant groups included: CLF partner departmental personnel; CLF fund recipients (including Canadian and International NGO's, UN organisations, and Canadian private companies);

³ A formative evaluation is usually conducted in the early stages of a program. The aim of this type of evaluation is to analyse strengths and weaknesses towards improving the program and ensuring that it is progressing towards desired outcomes.

representatives of other relevant landmine-related organisations; other donor country representatives; and representatives of mine affected countries.

Study Limitations and Constraints

There were limitations encountered in this study. The first was related to the fact that the global movement to ban landmines is a new issue. As such, the theories and approaches to developing and delivering landmine programming and to evaluating the results of such programming continue to evolve. The lack of well defined and accepted approaches presented a considerable challenge. This issue was addressed by the team, to the extent possible, through guidance obtained from a literature review of current theories and approaches to developing, delivering and evaluating the results of landmine-related programming, including a review of the Performance Measurement System for Global Mine Action⁴. Additional input was also obtained from interviews with internationally recognized landmine authorities.

Another limitation for this study is related to CLF performance measurement and management. This issue is discussed in further detail in Section 3.3, *Results Achievement and Effectiveness*.

2.3 The Canadian Landmine Fund: Background and Overview

The Mine Ban Treaty (MBT)

During the mid-to late 1990's, the Government of Canada and then Foreign Affairs Minister Axworthy played a very important leadership role in developing and implementing a strategy to address the international landmine crisis. In addition to Canada, significant roles were also played by international humanitarian organisations and advocacy groups such as the Nobel-prize winning International Campaign to Ban Landmines (ICBL), and by the governments of several other committed countries. These efforts eventually led to “the Ottawa Process”⁵, and the signing of the “Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction” at the Treaty Signing Conference in Ottawa in December 1997.

⁴ This system is a research initiative led by DFAIT's ILX team that attempts to establish a system to measure and better understand the extent to which the international mine action community is achieving desired results.

⁵ “The Ottawa Process” refers to the Canadian-led process which was aimed at negotiating and signing a binding international convention banning the use, production, transfer and stockpiling of anti-personnel (AP) mines.

The Convention is often referred to as the Mine Ban Treaty (MBT), or as the Ottawa Convention. Among other matters, the MBT details the obligations with which State Parties must comply. For example, the MBT commits State Parties to the following obligations:

- Article 4: destroy all stockpiled anti-personnel mines within four years after entry into force;
- Article 5: destroy all anti-personnel mines in mined areas within ten years; and
- Article 6: for those State Parties “in a position to do so”, assist other State Parties in the following areas:
 - care and rehabilitation, and social and economic rehabilitation of mine victims;
 - mine awareness programs;
 - mine clearance and related activities; and
 - destruction of stockpiles.

The Canadian Landmine Fund

The \$100 million Canadian Landmine Fund (CLF) was announced in December 1997 at the Treaty Signing Conference. The Prime Minister’s announcement of the fund described the CLF as a five year contribution to implement the MBT and to fund mine action projects. The CLF was designed not only to achieve humanitarian goals of solving the landmine crisis but it also had political goals of universalizing the MBT and ensure that the MBT became international law.

The CLF is managed and administered by four partner departments including the Department of Foreign Affairs and International Trade (DFAIT), the Canadian International Development Agency (CIDA), Industry Canada, and the Department of National Defence (DND). DFAIT has a dedicated policy unit, the DFAIT Mine Action Team, known as ILX. The objective of ILX, as described in the 2000-2001 Business Plan, is to “ensure the universalization and full implementation of theOttawa treaty...in all of its aspects and the effective management of all policy operational and domestic advocacy and outreach matters elated to landmine issues”. The governance structure of the CLF includes the CLF Management Board, the CLF Secretariat, the Ambassador for Mine Action, and an Interdepartmental Committee.

The CLF was designed to address five mine action priority areas. One or more of the four CLF partner departments was assigned lead responsibility for developing and implementing programming to address each of the priority areas. The CLF approach is based largely on contribution agreement programming, whereby the partner departments develop priorities and delivery expectations, review and select proposals and or project submissions, and then enter into contribution agreements (or contracts) with one or more

implementing partners. Implementing partners include UN organisations, Canadian and International non-governmental organisations (NGO's), Canadian private companies, and international mine action centres.

Exhibit I below, lists the five CLF priority areas (and the dedicated policy unit), the lead departments, and the planned allocation of CLF funding over the five years.

Exhibit I: CLF Overview		
Priority Area	Lead Department(s)	Five year allocation (000's) \$
1. Treaty Ratification and Universalization	DFAIT	\$12,150
2. International Co-ordination, Global Priority Setting and Monitoring Treaty Implementation	DFAIT	\$8,350
3. Stockpile Destruction	DFAIT and DND	\$7,500
4. Research and Development and Marketing of Technologies	DND and IC	\$17,000
5. Demining and Victim Assistance	CIDA	\$50,000
Policy Support Unit (ILX)	DFAIT	\$ 5,000
Total		\$100,000

3.0 Evaluation Issues: Findings and Conclusions

3.1 Relevance

One of the objectives of this study was to examine the issue of “relevance”, which refers to the extent to which the stated objectives and expected results of the program are consistent with the actual needs of the intended beneficiaries.

The issue of relevance was examined from three perspectives:

- Is the CLF consistent with Canada’s foreign policy objectives?;
- Does the CLF enable Canada to meet the obligations set out in the MBT?; and
- Does the CLF respond to the needs of mine affected people and communities?

Consistency with Canada’s foreign policy objectives

The CLF contributes to global peace by lobbying states governments to cease all production, sale and use of landmines. The pressures exercised and the incentives offered by Canada to governments to sign the Ban Treaty have also contributed to increased dialogue between certain rival countries, for instance Greece and Turkey. Moreover, the CLF’s support to affected countries contributes to their capacity to clear mined affected lands and return them to productive use. CLF programming is clearly consistent with Canada’s foreign policy objective to promote global peace.

The CLF directly contributes to Canada’s national security interests through continued diplomatic leadership and advocacy, and its strengthening of multilateral mechanisms. Canada, through the CLF, continues to lobby countries to adhere to the MBT, and has created a unique team of recognized experts in the area of mine action (ie. ILX) whose advice and guidance is regularly sought by international organizations and donor countries. As well, the CLF has enabled Canada to support key international meetings to promote the MBT and the mine action agenda.

The funding provided by the CLF has enabled Canada to maintain an internationally recognized and respected leadership role in global mine action and the investment has lent credibility to Canada’s moral authority in this domain. Continued funding is essential in maintaining Canada’s leadership role and the vitality of international efforts in mine action, since no other country or organization is positioned to exercise the same influence. A decline in CLF funding would be interpreted by the international and domestic community that the landmine issue is no longer a global priority. A decline in CLF funding would also affect the ability of Canadian NGOs to continue developing their expertise in the area of international mine action.

Canada's obligations under the MBT

As noted earlier, the MBT requires State Parties to meet several types of obligations. During the first three years of the CLF, the program has enabled Canada to make significant progress towards all of the MBT obligations for which the program was designed. For example, Article 6 requires State Parties “in a position to do so” to provide financial and other assistance to help other State Parties to comply with the terms of the MBT. The Landmine Monitor⁶ notes that Canada has, since the inception of the CLF, been one of the top ten donor countries and has met its obligations as a State Party. Another type of obligation arising from the MBT are Canada's “leadership obligations”. Although not a legal treaty obligation, Canada has been hailed within the international landmine community for demonstrating remarkable leadership on the issue of universalization and implementation of the MBT and for fulfilling the role as an unofficial MBT “secretariat”.

Meeting the needs of mine affected communities

Mine affected people and communities have various needs including social and economic rehabilitation, victim assistance, and the clearance of mined lands. The international landmine community has been faced with much difficulty in prioritising these needs because many affected countries are not yet at the stage where the scope and severity of their landmine crisis can be clearly defined and documented. Therefore, in the absence of meaningful and available information, the ability to target the highest priority and immediate needs of mine affected countries is limited.

With the exception of some CIDA programming, few formal needs assessments have been done within the CLF. Although each CLF partner department carries out a slightly different project selection process, each process does consider whether the project is filling a real and identified need. However, because the CLF project selection and prioritization process is inconsistently documented, it cannot be concluded whether the highest priority projects were funded. Nonetheless, it is estimated that approximately 65-70% of CLF programming has been in direct response to specific requests for assistance received either directly from the governments of mine affected countries or via in-country DFAIT or CIDA personnel, international NGOs and UN organizations.

⁶ The Landmine Monitor is an internationally respected publication of the ICBL that reports annually on the status of the implementation of the MBT. The Landmine Monitor is discussed later in the report.

The CLF was designed to support the five pillars⁷ of mine action and differs from that of many other donor countries who have decided to limit their funding to specific pillars or to fund only certain recipients. The allocation of funding between the five pillars was determined by the four CLF partner departments near the start of the program. There is some concern that future allocation of funds should be weighted more towards ground level activities such as demining and victim assistance rather than research and development of new technologies. In this regard there appears to be a lack of a clear connection between research and development initiatives and the needs of field practitioners.

Conclusion: The CLF has contributed to global peace by promoting MBT ratification and by lobbying foreign governments to cease the production, sale and use of landmines. These initiatives are clearly consistent with Canada's foreign policy objectives and have positively influenced Canada's reputation as a leader in mine ban action. Its renewal at comparable levels is essential to encourage other donors' commitment. The CLF has enabled Canada to fulfill MBT obligations and to respond to the needs of mine affected communities. The length of time required to fulfill Canada's ongoing treaty obligations is unknown since the extent of the landmine problem has not been completely scoped out. Estimates range from another 5 - 15 years beyond the March 2003 sunset date of the CLF. Although the CLF responds to the needs of mine affected communities, it is unclear whether the highest priority needs have been addressed. In allocating resources across the five pillars of mine action, the CLF has managed fairly well to balance the views and interests of key stakeholder groups, however, some concerns have been expressed regarding the amount allocated to the funding of R & D activities.

3.2 Financial Resources

Although not one of the objectives of the study, the use of CLF funds was examined briefly. As noted earlier, a total of \$100 million was approved for the five-year CLF in December 1997. The initial allocation of funding between the five CLF priority areas and the ILX policy unit was approved by the CLF Management Board. **Appendix A** provides a summary of total funding approved as well as total expenditures as at March 2001, by priority area, and by program. Expenditures are separately listed for operating and maintenance, and for contributions and contracts. The total expenditures as at March 31, 2001 for Industry Canada and DFAIT include funds that were lapsed.

Conclusion: Although not audited as part of this study or examined at a level beyond overall expenditure figures by priority area, it appears that CLF funds have been used for

⁷ Within the international landmine community, reference is often made to the five pillars of mine action which are: advocacy; mine awareness, stockpile destruction; mine clearance; and victim assistance.

the purposes intended, with the exception of the funds that were lapsed by Industry Canada (\$2.198 million) and DFAIT (\$248,000).

3.3 Results Achievement and Effectiveness

One of the objectives of the study was to address the issue of “results achievement” which refers to the extent to which the CLF has had an effect, planned or unplanned, negative or positive, on mine affected people and communities. Results achievement was reviewed for each of the five priority areas of the CLF.

The task of addressing “results achievement” presented a major challenge for this study. None of the four partner departments have established and completely implemented a performance measurement system. Although general objectives are established, very few CLF programs have developed performance measurement indicators or processes to monitor and use the indicators. Attempts during the study to collect results information revealed inconsistencies in the level of reporting and record keeping. This in turn appears to have affected the program’s capacity to effectively monitor the implementing organisation’s performance. While administrative documents provided information on preliminary actions carried out and services delivered by CIDA programs, stakeholder testimonies and a review of the very limited number of evaluation reports (completed or in draft), constituted the main source of information to assess the extent of results achievement. In some cases, the information available for review was inconclusive.

3.3.1 Treaty Ratification and Universalization

The MBT was opened for signature in December 1997. As at the end of December 1997, the status of the MBT was 122 signatures, 3 ratifications and 68 non-signatories. Although this far exceeded expectations, it was clear that additional efforts were required internationally to increase public support and achieve universalization. The CLF support for this requirement was dedication of efforts and activities by ILX and the Ambassador for Mine Action, and development of the “treaty ratification and universalization” priority area.

The efforts and activities of ILX and the Ambassador for Mine Action have served as a catalyst in promoting and encouraging early treaty ratification and universalization. Examples of such activities include:

- ongoing provision of policy and other advice related to MBT legal, implementation, and compliance issues;
- continued partnership and consultation with NGOs;

- the co-ordination of numerous meetings between DFAIT/ILX, other donor country representatives, key NGOs, governments of mine affected countries and UN representatives; and
- ongoing involvement as member, Co-Chair or co-rapporteur in each of the four Intersessional Committees⁸.

One of the key strengths of ILX's approach has been the leveraging of CLF funding with other donor countries. Such approach has enabled DFAIT/ILX to build relationships with other donor countries and UN personnel that facilitated further information sharing and promotion of the MBT. Most importantly, this approach has enabled the CLF to fund and "kick-start" more projects than would otherwise have been possible.

The two DFAIT/ILX programs developed for the CLF priority area "treaty ratification and universalization", are the Mine Ban Initiatives Program and the Mine Action Partnership Program. The CLF five year allocation to these two programs was \$12.15 million, and as at March 31, 2002, \$8.576 million of the total allocation has been spent. These programs have focussed on two issues: increasing the advocacy capacity of mine action groups, and increasing public support for mine ban action.

Advocacy capacity of mine action groups

The Mine Ban Partnership Program is designed to focus on sustaining the ability of non-government agencies (NGOs) to continue the advocacy activities considered as key to the Ottawa Process and the signing of the MBT.

Through this program, over \$1 million has been provided to Mines Action Canada (MAC), representing a significant portion of core funding requirements. Financial support to MAC has enabled the organisation to continue to play an important role in international and domestic advocacy work. Almost \$950,000 in core funding has been provided to ICBL to help finance efforts to maintain the momentum of civil society participation in advocacy efforts, to increase the number of ratifications, and to increase the capacities of the national campaign in the US. Since the signing of the treaty, the work of ICBL continues to be highly visible and widely praised.

⁸ At the First and Second Meetings of the States Parties an intersessional work program was created to "consolidate global mine action efforts...and to highlight the role of the Convention as a comprehensive framework for action". Currently, the intersessional program includes four Standing Committees.

Public support to ban the production, stockpiling, transfer and use of landmines

The Mine Ban Initiatives Program was designed to support national, regional and global initiatives to mobilise political will and to ensure the technical capacities to promote the timely ratification, universalisation and effective implementation of the MBT. More than twenty mine-affected countries have received assistance through this program. Examples of the types of projects funded include:

- the provision of demining equipment and training to national demining organizations and national mine action centres;
- the partial funding of a Level One Survey; and
- the funding of several national mine ban campaign offices to promote awareness of the MBT, build a civil society, and to maintain political pressure.

MBT Status as at August 2001

As at August 2001, the status of the MBT was 118 ratifications or accessions, 22 signatories (not yet ratified), and 53 non-signatories. Clearly progress has been made by the landmine community to increase public support for the MBT. All landmine literature reviewed by the study team, and all key informants interviewed were very supportive of Canada's continued leadership role in increasing support and facilitating and encouraging additional signatures, ratifications and accessions.

The MBT has not yet achieved universalization, and of course, it was never anticipated that this would have been achieved by now. Although the international landmine community is pleased with the progress since December 1997, the community is also concerned with the lack of results with respect to the remaining "big player countries" (for example, China, India, Russia and the US) who have yet to ratify or accede the Convention due to military and or security reasons. All players in the mine ban community are fully aware of this issue and Canada continues to play a leadership role in developing new strategies to address this issue.

3.3.2 International Coordination, Global Priority Setting and Monitoring

The MBT sets out far reaching obligations on State Parties including the requirement to provide financial, technical and other assistance to State Parties in need. The task of planning, prioritising and implementing such assistance on an international level is a monumental one, but the task is made even more daunting due to the lack of reliable information that clearly describes the scope and severity of the landmine problem within each country. The second priority area of the CLF, "International Coordination, Global Priority Setting and Monitoring" was designed to support these requirements.

As illustrated in **Appendix A**, four programs, led by DFAIT/ILX, were developed for this priority area: Multilateral Co-ordination Program⁹; Convention Monitoring Program; Research and Policy Development Program; and Outreach and Sustainability Program. The five year allocation of CLF funds for these four programs was \$8.35 million, and as at March 31, 2002, \$5.788 million has been expended. The delivery model for the programs includes the funding of contribution agreements, but also relies heavily on the efforts and activities of the DFAIT/ILX team and the Ambassador for Mine Action. Although not consistently documented, project proposals are apparently reviewed and prioritised by DFAIT/ILX, and selected on the basis of the “Mine Action Country Priorities List¹⁰”. These four programs have focussed on improving the accessibility and quality of mine action data and information, as well as on increasing Canadian public awareness about mine action programming.

Accessibility and quality of mine action data and information

The objective of the Convention Monitoring program is to support the production of ICBL’s Landmine Monitor. This publication is an annual independent experts report on the status of the implementation of the MBT. Canada is, in fact, credited as having been one of the co-founders of the Landmine Monitor concept. Since its inception in 1999, this publication has achieved many objectives related to improved mine action data and information, including:

- serving as an independent and validating source of information that is complementary to the Article 7 annual reports; and
- serving as a tool to maintain the engagement of civil society, and to build their research and monitoring capacity.

The objective of the Research and Policy Development Program is to maintain Canada’s leadership in mine action by ensuring that Canadian officials have the best available mine action information to support policy development and the management of Canadian mine

⁹ The intent of the Multilateral Program was to support UN coordination efforts. DFAIT/ILX was responsible for this program only in year one. CIDA managed and administered this program in Years s 2 and 3. The results of programming in this area is discussed further in the report in Section 3.3.5

¹⁰ The Mine Action Country Priorities List is a CIDA/DFAIT prepared list of “states in which Canada will consider new mine action interventions during the next fiscal period”. The criteria used to develop this list include four different categories: issues related to the country’s status in signing or ratifying the MBT; issues related to the gravity of the mine problem; issues related to the effectiveness and efficiency of the intervention; and miscellaneous criteria related to the usefulness and practicality of the intervention given political, security, and stability issues within the affected country.

action programs. Under this program, contribution agreements have been entered into with organisations such as the International Development Research Centre (IDRC), Handicap International, and The International Peace Institute of Oslo. Examples of initiatives funded include:

- development of policy position papers on various MBT issues for consideration by the Meetings of the State Parties;
- development of the capacity of DFAIT/ILX personnel to participate in and provide of advice to the four Intersessional Committees;
- development of a database to support policy development and ongoing information needs;
- development of a website on stockpile destruction and a Mine Action Investments Database, both of which have been incorporated within the United Nations Mine Action Service (UNMAS) website; and
- development of the Performance Measurement System for Global Mine Action.

In addition to the activities funded by this DFAIT/ILX-led program, the CLF has contributed to improve international mine action data and information through CIDA funding for the development and conduct of Level One Surveys. This contribution is discussed further in the report.

Canadian public awareness about mine action programming

The Outreach and Sustainability Program was designed to raise Canadian public awareness of the MBT and Canadian mine action, and to support development of an annual report to Parliament. The program has made significant progress in raising the awareness of Canadians on the MBT and the international mine action agenda, particularly at the grassroots level. The flagship of the program is the Youth Mine Action Ambassador Program (YMAPP), a joint initiative by the Canadian Landmine Fund, Canadian Red Cross and Mines Action Canada. Since 1998, the YMAAP has reached thousands of Canadians, made hundreds of presentations and trained an estimated 200-300 mine action volunteers.

CLF funding within this program has also been used to produce a wide range of special events and exhibits in Canada and abroad. As well, projects have been funded to develop and distribute communication tools including for example, a CD ROM, documentary videos, web-based educational tools, and the updating and expansion of the DFAIT website.

3.3.3 Stockpile Destruction

Article 4 of the MBT obliges State Parties to destroy all AP landmine stockpiles. The scope and extent of stockpiles around the world is not yet scoped out, however it is now generally accepted within the landmine community that locating and destroying stockpiles is an enormous and complex task. Thus, one of the five CLF priority areas is stockpile destruction. Jointly led by DFAIT/ILX and DND, the objective of this program is to promote and facilitate universal adherence to the convention, and to assist State Parties' compliance to the Convention by providing technical and financial aid for stockpile destruction initiatives.

The total CLF funding allocated to this priority area is \$7.5 million, and as at March 31, 2001, only \$1.7 million has been spent. The approach taken by DFAIT/ILX and DND has been to provide financial aid for stockpile destruction initiatives, as well as to provide Canadian military expertise to enable military-to-military dialogue on stockpile destruction issues. The CLF approach to stockpile destruction is based on partnership, communication and coordination with other key donor countries and organizations. Partners involved in CLF stockpile destruction projects include other donor countries such as the United States and key organizations such as the Organization of American States (OAS), North Atlantic Treaty Organization (NATO), and the United Nations Mine Action Service (UNMAS).

As of September 2001, eleven country-specific projects have been funded. The largest CLF stockpile destruction initiative is the Ukraine project, a major joint undertaking with NATO. In addition to the Ukraine project, the stockpile destruction program has:

- directly assisted with the destruction of the stockpiles of for example, Belarus, Nicaragua, Honduras, Peru, and Ecuador;
- enabled the Canadian co-sponsorship of numerous regional seminars that encourage stockpile destruction, universalization and ratification; and
- spearheaded several other important stockpile-related multi-lateral initiatives such as the coordination of technical experts meetings and the development of a website on various aspects of stockpile destruction.

The above-noted efforts and results have enabled Canada to establish a leadership position on how to approach the destruction of landmine stockpiles. The Landmine Monitor noted in both 2000 and 2001 that Canada was the first country to recognize the importance of and need for donor countries to provide both financial support and technical assistance to this issue.

3.3.4 Research, Development and Marketing of Appropriate Canadian Technologies

Current methods of demining are largely low-tech, manual and labour intensive. Most landmine authorities believe that these techniques are not likely capable of meeting the deadline imposed by Article 5 of the MBT which requires States Parties to clear all landmines. Although progress has been made internationally toward clearing mined lands since December 1997, it is widely accepted that an enormous amount of work remains. Article 6 of the MBT, "International cooperation and assistance", envisioned the requirement for international demining assistance. Among other things, Article 6 obliges State Parties to "undertake to facilitate the fullest exchange of equipment, material and scientific and technological information".

As a result of the MBT obligations set out in Articles 5 and 6, the CLF design includes the priority area, "Research, Development and Marketing of Appropriate Canadian Technologies". Responsibility for this priority area is shared by DND and Industry Canada. DND fulfills this responsibility through the Canadian Centre for Mine Action Technologies (CCMAT), which is co-located within the Defence Research Establishment Suffield (DRES), in Alberta. Industry Canada's contribution to the CCMAT mandate includes participation on the Executive and Management Committees, and provision of two part-time resources, one from Industry Canada's Sector Branch to address marketing issues, and one from Technology Partnerships Canada (TPC) to address commercialization issues.

Research and Development of Appropriate Canadian Technologies (DND)

The objectives of CCMAT have been modified over the first three years of the CLF. Although at the start, the primary objective appeared to be related to research and development of practical, low cost and sustainable solutions, the focus has expanded to include the sharing of technical information and advice within the landmine technical research community and the establishment of CCMAT as a centre of expertise for test and evaluation of demining equipment.

The CCMAT delivery model includes the funding of contribution agreements with private Canadian and international companies and various international landmine organisations; the funding of DRES personnel to carry out relevant research and development initiatives; and the funding of CCMAT salary and other operating costs. As at March 31, 2002, \$7.896 million of the total five year allocation of \$13.095 million has been spent by CCMAT.

CCMAT has focussed on four areas related to the development and delivery of demining and related technologies: information acquisition and dissemination; test and evaluation; R & D for new demining technologies; and the study of the potential for alternatives to anti-personnel mines.

Information Acquisition and Dissemination: All reports and studies (46 reports and 15 papers) produced by CCMAT are public documents and are made available for distribution through the CCMAT website. As well, CCMAT routinely contributes to existing mine action databases around the world. Another CCMAT contribution in the area of information acquisition and dissemination is its role as co-founder of the Demining Information Technology Forum (DTIF)¹¹.

Test and Evaluation: CCMAT has focussed considerable effort and resources on the development of test protocols, facilities and equipment. These efforts include the enhancement and tailoring of pre-existing test facilities within DRES. One of the CCMAT's most highly praised test and evaluation successes was the research and development of the "surrogate mine" testing tool, which is used in the test and evaluation of machinery for pre-conditioning ground and destroying mines.

Notable success has been achieved by CCMAT in the testing of three products that were developed by Canadian industry: the Fixor explosive by MREL, a Kingston, Ontario based company; the BDM48 Brush Cutter by Promac, a BC based company; and the Spider Boot by MedEng, an Ottawa based company. As at September 2001, each of these products is being used in various demining operations around the world, due in large part to having successfully passed through the now internationally recognised CCMAT test protocols. In the case of Fixor and Spider Boot, CCMAT testing was done in partnership and collaboration with the US.

Another important achievement in the area of test and evaluation is CCMAT's role as co-founder of the International Test and Evaluation Program (ITEP).¹²

R & D for New Demining Technologies: In the area of research and development for new demining technologies, CCMAT is currently working on numerous projects including, for example, trials of nuclear quadropole resonance (NQR) landmine detection equipment, research on the Auto Robotic Scanner (ARS 11), and development of ground penetrating radar (GPR) for Mine Detection. Although none of the foregoing initiatives have yet resulted in deployment of equipment to demining operations, CCMAT remains confident that the projects approved for funding represent the highest priority needs of affected communities and field practitioners.

¹¹ The primary aim of the DTIF is to create opportunities for the R & D community to exchange information and ideas on technology for humanitarian demining.

¹² The ITEP website describes the organisation's objective as follows: "to develop standards, coordinate and perform tests of materials and methods, and disseminate information about test results. Co-utilization of resources and expertise from participating ITEP countries will allow allocated resources to be used more efficiently, thus contributing to improvement of global humanitarian demining programs."

Study of the Potential for Alternatives to AP Mines: One of the sub-objectives of CCMAT was research into alternatives to the use of AP mines. The objective of this research is to support CLF efforts in influencing non-signatory countries who are insistent that landmines continue to play a crucial role in military and security requirements. As at March 31, 2001 only \$14,000 of CCMAT funding has been used in this area.

Since research into development of a weapon system is philosophically inconsistent with CCMAT's mandate, and since significant resources are already being invested into such research by other international militaries, CCMAT is currently awaiting direction on whether additional efforts in this area will continue within the CLF/CCMAT mandate.

Marketing of Appropriate Canadian Technologies (Industry Canada)

The objective of Industry Canada activities is to “encourage and fund industrial participation in the development and commercialization of promising new technologies”.

Commercialisation Activities: As at March 31, 2001, Industry Canada (TPC) has expended only \$125,000 of the five year allocation of \$3.605 million. Unfortunately, \$2.198 million of the first three years' budgeted funds have lapsed, and are therefore no longer available to the CLF or Industry Canada. A March 2001, TPC status report explains the reason for this lapse as being “due to insufficient demand”. The “insufficient demand” appears to be due to the following:

- The market for demining technology is not a “normal” commercial market, therefore there is limited interest from the private sector to pursue development of such products;
- The main focus of CCMAT has been on the sharing and dissemination of technical information and on the development of CCMAT as an international centre of expertise for test and evaluation services. Thus there were very few Canadian companies working with CCMAT's technical advisors who were in need of Industry Canada's assistance in marketing and commercialization areas; and
- There appears to be very few Canadian companies with the capacity to develop potential demining technologies.

Despite the above noted issues, TPC has funded Promac, a private company located in British Columbia, in the development costs for the BDM48, a type of brush cutter for use in demining operations. Following extensive tests and evaluation by CCMAT to prove the effectiveness, usability and safety of the BDM48, the product has been donated to Thailand and is currently being used in demining operations.

Marketing Activities: Only \$96,000 of the total five year allocation of \$300,000 has been expended by Industry Canada (Sector Branch) as at March 31, 2001. Six marketing activities were planned and implemented during the period from January 1999 to July 2000, however no additional activities have been planned or taken place since July 2000. Examples of the initiatives carried out include the following: development and coordination of the *Canadian Demining Technology Showcase* in December 1999; travel to a UN *Procurement Conference* accompanied by 10 Canadian companies; and development and launch of a *website* within Industry Canada's Strategis site.

It would appear that the reasons why only minimal resources have been used for marketing activities are the same as those discussed above regarding commercialisation activities.

3.3.5 Demining and Victim Assistance

The intent of the MBT was that it would serve as the central framework and tool for solving the global landmine crisis created by the placement of millions of AP landmines. Since 1975, it is estimated that there have been more than one million landmine casualties. Such statistics point to the obvious need for efforts in the area of demining and victim assistance. Therefore, "Demining and Victim Assistance", the fifth priority area, received the largest portion of the CLF funds.

The breadth of activities included within this priority area is significant. Demining includes mine surveying, marking, mapping and clearance, while victim assistance includes mine awareness training and social and economic rehabilitation. CIDA has lead responsibility for the this very significant priority area.

As detailed in **Appendix A**, CIDA has developed several programs related to demining and victim assistance. CIDA CLF programs are administered and managed by several branches within CIDA including the CIDA Mine Action Unit (MAU). As at March 31, 2002, \$33.698 million of the total five year allocation of \$50 million, has been spent by the CIDA/CLF programs.

The overall objectives of the CIDA/CLF programs are to:

- implement national mine clearance programs;
- raise landmine awareness;
- reduce new landmine accidents;
- establish landmine victim support and assistance programs; and
- enhance UN supported mine action coordination.

Implementation of national mine clearance programs

The focus of CIDA programming in this area has been focussed on capacity building by supporting the establishment of national Mine Action Centres in affected countries. Also considerable investment and promotion of Level One Surveys has contributed to the identification and marking of mined areas and to the establishment of priorities for demining.

A good example of the support for capacity building is CIDA's contribution to the United Nations Development Programme (UNDP) projects in support of the Bosnia & Herzegovina Mine Action Centre. As a result of CIDA/UNDP funding, the Centre has improved its capacity in:

- quality control in demining operations;
- the certification of cleared sites;
- the development and approval of standard operating procedures;
- the identification of priority areas for return of refugees; and
- accreditation of demining organizations.

Raising Landmine awareness

The objective of programming in this area is to invest in education and training programs that will prevent casualties by reducing high risk behaviour of those involved in demining operations or locals simply living in mine affected areas.

From 1999 to 2001 CIDA funded sixteen projects with a mine awareness component. As a result of these projects, 65,400 newsletters and brochures were distributed and 352,546 persons were reached by a CIDA/CLF mine awareness activity. Other examples of mine awareness projects that were funded and implemented by CIDA include:

- recruitment of staff for awareness education;
- development of awareness education course syllabus;
- development of community-based networks to deliver mine awareness education;
- visits to villages to deliver group presentations or theatre plays; and
- visits to schools to deliver mine awareness messages to children.

Reduction of Landmine accidents

Reduction of landmine casualties can be considered as both an objective of mine action and as a measure of the success of mine clearance and mine awareness activities. However, the use of reduced landmine casualties as a measure is under debate within the mine action community. Although experts in mine action recognize a correlation between the reduction of landmine accidents and the presence of mine action programs, several

sources are reluctant to attribute these reductions to demining activities, having not seen any documented evidence of such a relationship. This conclusion is supported by the CLF 1999-2000 annual report: "It is also difficult to draw a causal link between mine awareness education and its effects on casualty rates. However, we do know that in every case where mine awareness education is delivered in a comprehensive manner, casualty rates are declining".

Establishment of Landmine victim support and assistance programs

CIDA programming in this area has focussed on the funding of projects that support the provision of medical care and rehabilitation programs, combined with activities that promote the social and economic reintegration of mine victims and their families such as skills and entrepreneurship training, and business loans. Since the start of the CLF, CIDA has funded, in partnership with major NGOs, twenty-five projects in various countries. As a result of these interventions, the following results have been achieved:

- 884 handicapped children were integrated in schools;
- 400 staff were trained in rehabilitation, integration, and or community development;
- 41,130 disabled persons received victim assistance services (rehabilitation, integration, physiotherapy, special education);
- 2,539 mine affected persons received vocational or community based agriculture training; and
- 51,280 orthopaedic appliances were provided and/or fitted.

Enhancement of UN supported mine action coordination

The objective of CIDA efforts in this priority area is to invest in structures and organizations that will support greater coherence in, and progress towards, addressing the landmine problem. The organisation selected for such support is the United Nations Mine Action Service (UNMAS). UNMAS is the United Nations' focal point for the UN's system-wide policy on mine action, including co-ordination, policy development, information management, quality control, standards setting, advocacy, and intervention in emergency situations.

From 1999 to 2001 CIDA CLF funding has been provided to UNMAS for use in their mine action programming. Canada's direct funding to UN agencies is unique in that it provides considerable latitude as to the way the organization prioritises the use of the funds. Various UN projects have focussed on developing national mine action capacity and carrying out assessment missions in mine affected countries in order to establish priorities.

In addition to the provision of funding to UNMAS, the CLF has contributed to the enhancement of UN supported mine action coordination in several other ways:

- CCMAT has contributed to the development of UN standards for demining equipment;
- DFAIT/ILX has funded special initiatives carried out by UNDP or UNMAS;
- DFAIT/ILX participates in the UN-supported Mine Action Support Group, which holds informal monthly meetings in New York and is attended by all the permanent donor missions; and
- both CIDA and DFAIT/ILX hold frequent communications with UN organisations to share best practices and ensure coordination of mine action.

3.3.6 Mine Action Capacity

One of the longer term objectives of the CLF is to improve mine action capacity. Each of the five priority areas of the CLF contribute in one way or another to this objective. However, the CLF's contribution to increased mine action capacity has largely been directed through its partnerships with local government bodies and its support to local NGOs.

Through successful projects delivered by each of the four partner departments, Canada and the CLF program shows leadership and encourages other countries to make similar contributions. The majority of DFAIT/ILX's projects have been co-funded by several other donor countries, largely as the result of DFAIT/ILX efforts to bring donor countries together. This effort by DFAIT/ILX to leverage CLF funds has enabled many more projects to move forward than would have otherwise, and therefore these efforts have served to provide additional support for increasing mine action capacity.

The impact of these initiatives on the capacity of mine affected countries to implement their own mine action activities cannot be reasonably measured at this time. Key informants are however numerous in saying that the CLF must increase its support to local capacity building in order to reduce these countries' dependence on external donor funding. Although not an explicit objective of the CLF, funding decisions reveal some level of importance also given to developing Canadian NGO capacity in mine action. Key informants from Canadian and international organisations believe that Canadian NGOs have generally developed strong capacities in the area of advocacy but require additional experience in the area of demining and victim assistance.

Conclusion: The CLF supports the five pillars of mine action (mine clearance, victim assistance, mine awareness, stockpile destruction, and advocacy). Through the CLF,

Canada has maintained its well respected international leadership position in promoting and supporting the MBT and the mine action agenda.

The CLF has contributed to:

- the early ratification of the MBT;
- the enhanced advocacy capacity of key NGOs;
- testing and evaluation of demining and related technologies;
- improved mine action data and information;
- mine action clearing and the capacities to plan and implement mine clearing;
- responding to the needs of landmine victims; and
- better stockpile destruction approaches and methodologies.

In allocating resources across the five pillars there is a need to continuously balance the views and interests of key stakeholder groups and to improve their advocacy capacity.

4.0 Conclusions, Lessons Learned and Recommendations

4.1 Conclusions

This section summarizes the conclusions of the study, including general conclusions and specific conclusions, organised within the five pillars of landmine programming.

4.1.1 General Conclusions

- Experience to date with the **pace of land mine programming** in State Parties suggests that investments in key areas of land mine programming will be required well into the foreseeable future and beyond the current life of the CLF.
- Key donor countries need to recognize the **requirement for ongoing assistance to States Parties in meeting their obligations** (perhaps up to 15 years). At the same time, it is important that host governments in affected countries recognize the need to make mine action programs more locally self-sustainable over time and the reality that external support must ultimately be of limited duration.
- The CLF is clearly consistent with all of Canada's **foreign policy** objectives, and its renewal at comparable levels is essential to maintain Canada's credibility as a leader, both domestically and internationally, to encourage other donors' commitment, and to sustain the development of Canadian NGO mine action capacity.
- The CLF responds to the **needs of mine affected communities**. It is uncertain whether the highest priority needs have been addressed due to the lack of formal needs assessments and the lack of documentation to support the prioritization and selection of project funding decisions.
- Although not audited as part of this study, it would appear that all **CLF funds** have been used for the purposes intended, with the exception of the funds that were lapsed by Industry Canada (\$2.198 million) and DFAIT (\$248,000).
- While some progress has been made on identifying the types of results expected of the CLF program, there is currently a **lack of consistently reported results information** which can be compared to targets established by each department or for the program as a whole. It will be essential in moving forward with the program to link higher level statements of objectives to more specific and

quantifiable statements of expected results and to gather and report on results achievement in a systematic way.

- In **allocating resources across the five pillars** of mine action (mine clearance, victim assistance, mine awareness, stockpile destruction and advocacy) there is a continuous need to balance the views and interests of key stakeholder groups. CLF has managed this balance fairly well over its current phase. While the CLF supports all five pillars of mine action, some concerns have been expressed regarding the amount allocated to the funding of research and development activities.

4.1.2 Specific Conclusions

Treaty Ratification and Universalization:

Treaty Obligations

- The CLF was designed to meet ongoing **treaty obligations**. To date, the CLF has enabled Canada to meet these ongoing obligations. Although not a legal obligation, Canada has established itself as a champion for universalizing and successfully implementing the treaty. Should Canada decide to continue to fulfill this role, continued funding would be required. The amount required to fund such a leadership position has not been determined.
- The MBT does not stipulate the minimum or maximum **level of funding required** from each State Party. One yardstick to determine the amount of funding that Canada should continue to provide for these ongoing treaty obligations is the *per capita* amount contributed by other donor country State Parties.
- The **length of time required to continue** to fulfil Canada's ongoing treaty obligations is unknown since the extent of the landmine problem has not been completely scoped out, and State Parties are obliged to assist other State Parties in addressing the landmine problem. Estimates range from another five to fifteen years beyond the March 2003 sunset date of the CLF, but there is a widely held view within the landmine community that donor country contributions should slowly decline, as capacities within mine affected State Parties increase. Some aspects of routine Canadian government development programming can be considered as meeting in part or in full Canada's obligations under Article 6.

Universal acceptance and early ratification

- Through the CLF, Canada has made a contribution towards **universal acceptance and early ratification** of the MBT. Canada is viewed as a leader in these efforts, and Canada's contribution is regarded within the international landmine community as having been exemplary and effective.
- The CLF's efforts to **increase public support** for signing and ratification of the MBT and for the elimination of land mines have been judged as a reasoned response to the problem of encouraging smaller and medium sized nations to ratify or accede to the MBT. These efforts have an important part to play in landmine programming over the long term and should not be seen as secondary to the more immediate and direct actions in support of victims.
- Future efforts towards universalization can no longer rely upon the "humanitarian" argument. Focus must now turn to address non-signatory concerns related to security and military issues. A key problem facing the international mine action community is the **continued resistance of large, militarily significant countries** to ratification and implementation of the MBT. This will require States Parties to utilize diplomatic and policy resources outside the scope of funded programs such as the CLF.

Advocacy capacity of mine action groups

- CLF efforts to improve the **advocacy capacity of mine action groups** in Canada and internationally have proven both useful and effective. In the first three years of the CLF, Canada has contributed to the improved advocacy capacity of mine action groups, most notably the ICBL and MAC. The funding provided to ICBL and MAC has enabled these two key NGOs to continue to develop their expertise in advocacy activities.
- While Canada has been successful in leveraging donor funding for ICBL, MAC remains very dependent on the Fund. Therefore, going forward, questions remain as to whether there is a need to continue to fund some key partners at or near the 100% level, and what Canada's role should be in building or maintaining the **financial sustainability of mine action groups**.

International coordination:

Improved mine action data information

- The CLF has contributed to **improved mine action data and information**. The most highly acclaimed contribution, in the opinion of most respondents, has been

Canada's financial and other support for the development and publication of the annual Landmine Monitor. The Landmine Monitor, published by the ICBL, is an internationally respected report that serves as an independent monitor of international implementation of, and compliance with, the MBT.

Support to UN-coordinated actions

- Since its inception in 1998, the CLF has provided constant support to **UN-coordinated actions**, both in terms of funding, expert guidance, participation in working committees, and coordination activities.

Canadian public awareness

- The CLF has contributed towards an increase in **Canadian public awareness** of mine action programs. The flagship of the CLF's awareness program is the YMAAP.

Mine Awareness:

Mine awareness

- Conceptually, CLF **investments in mine awareness** have been an essential component in mine action programming. There is an urgent need, however, for a more structured assessment of how efforts in mine awareness have been linked first to a material change in the level of knowledge among target group members and secondly how this change in awareness may or may not result in changes in high-risk behaviour. Experience with awareness raising programs in HIV/AIDS prevention and in reproductive health demonstrates that awareness programs must be linked to projects demonstrating effective alternative behaviour and providing easy access to both services and incentives in order to be effective.
- CIDA **mine awareness** programming did not receive as much attention as other CIDA CLF components, which indicates that mine awareness has not been a priority area of intervention for CIDA CLF programming. With the exception of UNICEF's Angola project, no information was available on the results of mine awareness activities supported by the CLF. In Angola, the evaluation indicated that CLF-funded mine awareness activities had achieved a positive change in awareness but without a subsequent change in behaviour.

Reduced Landmine accidents

- With respect to **reduced landmine accidents**, it is difficult to attribute changes in casualty rates to mine action programs. However, it is at least clear that there is a correlation between mine action programs (including specific programs supported by CLF) and reductions in casualties.

Stockpile Destruction

- One of the highest priority areas of land mine programming remains the **destruction of stockpiles**. Around the world there remain significant stockpiles of landmines. If not located and destroyed, these stockpiles could potentially be used to mine new or previously cleared lands. While the scope of existing stockpiles is not yet fully documented, the CLF has provided Canada with the means of establishing early leadership on a key issue.
- In the first three years of the CLF, Canada has made a contribution to efforts to reduce **landmine stockpiles** around the world. In fact, by partnering with other major donor countries and organisations including OAS, NATO, UNMAS, and by providing technical and military expertise and financial aid, Canada has established a leadership position within the international landmine community on how to approach the very complex issue of destroying landmine stockpiles.
- State Parties have not yet been able to identify the scope of work remaining to destroy all stockpiles, therefore it remains unclear whether the efforts of donor countries, including Canada, will be sufficient to achieve the four year timeline established by the MBT.

Mine Clearance:

Research and development

- There is a clearly apparent need for **improvement in technologies and methods for mine clearance**, given the magnitude of the problem of mined land in many States Parties territories and the slow pace of manual de-mining. CLF funded efforts to address this problem have been somewhat hampered by the difficulty of linking newly developed technologies to a recognizable market (and there-by recapturing public and private R&D costs).
- With respect to CCMAT, the centre's test and evaluation activities are widely praised for meeting the needs of communities and practitioners of mine clearance. As a result of the testing and evaluation of products developed largely by Canadian private companies, CCMAT has, to date, enabled three proven

Canadian products to be distributed. CCMAT is now recognised as an international centre of test and evaluation expertise for certain demining technologies.

- In the area of research and development, CCMAT has shared and distributed technical information at the international level, and has provided technical support to potential developers of demining technologies including Canadian private sector companies, other R & D organisations, and demining operations.
- Despite the fact that CCMAT undertook efforts to meet the needs of communities and practitioners of mine clearance, the extent to which this is reflected in project selection decisions remains unclear. The R & D community, including CCMAT, has acknowledged the existence of a gap between researchers and users and is taking actions to resolve the issue. Although progress continues on numerous research and development projects within CCMAT, no products have as yet been deployed to demining operations through CCMAT R & D activities.
- The international mine action community will need to recognize the somewhat **artificial nature of the market in demining technologies, equipment and capacities**. The fact that effective demand is tied to donor funding threatens to balkanize the market for de-mining techniques and equipment and to result in inefficiencies and duplication as each donor country pursues its “share” of a small market. Donor countries should intensify efforts to collaborate on technology development and procure a smaller number of recognized equipment types to mine affected countries.

Military alternatives

- The CLF, in keeping with other mine action programs, has had difficulty in addressing the issue of **effective military alternatives to land mines**. This, in part, results from philosophical problems with using funds intended for humanitarian and human security purposes for the development of alternative weapons systems.
- In order to address the resistance of large countries that have yet to sign the MBT, the international mine action community must find the means to explore other incentives which may include research of **effective military alternatives** to the use of land mines .

Marketing & Commercialisation

- The results achieved to date by Industry Canada in terms of **marketing and commercializing new or adapted demining technologies** are limited to just one product, Promac's BDM48 which is a type of brush cutter for use in demining operations. Although the Sector Branch spent limited funds for marketing activities (less than \$100,000 over three years), the lack of results appears to be due largely to the following:
 - The **market for demining technology** is not a "normal" commercial market, therefore there is limited interest from the private sector to pursue development of such products, especially if the company is expected to cost share development of such a product;
 - There were very few Canadian companies working with CCMAT's technical advisers who were in need of Industry Canada's assistance in marketing and commercialization areas; and
 - There appears to be very few Canadian companies with the capacity to develop potential demining technologies.
- Similarly, Technology Partnership Canada's (TPC) **commercialisation efforts and results** were limited by these factors. As well, TPC was further limited to funding only those proposals that passed DND's technical assessment process. The only proposal approved by DND and passed to TPC was the Promac proposal.
- Looking ahead, the **role for marketing and commercialisation and by extension the role of Industry Canada** within the CCMAT and CLF mandate needs to be examined to determine the most appropriate role, if any.

Mine clearance activities

- With respect to work in the area of **mine clearance**, it is difficult to conclude on the quality of the work being accomplished by each project or on their short-term outcomes. However, CIDA-channelled CLF funding has contributed to the development of effective national programs, provided essential data on mines location and impact, and resulted in the clearance of high priority land.

Victim Assistance

- Of all forms of mine action programming, **victim assistance activities** seem to be most directly linked to improving the physical and social well being of mine affected peoples. Reported and observed outputs of CLF victim assistance activities are impressive in volume and clearly essential in their positive impact

on the lives of mine-affected people. However, given the wide range, complexity, length, and cost of victim assistance initiatives, it is difficult to draw general conclusions as to the program's results in this area. Most stakeholders consulted consider that more needs to be done in this domain and that victim assistance activities should be better integrated with development programming.

- CLF funded victim assistance programming presents an important and, to some extent, cruel dilemma for the program. The type of rehabilitative services provided under victim assistance programs are not readily available for the vast majority of disabled persons in the countries involved, which raises critical issues of **equity and sustainability**. The main conceptual issue facing victim assistance activities in landmines programming is to what extent can and should this be **integrated** into services for disabled people and general health services interventions in mine affected countries.

Mine action capacity building

- Development of **mine action capacity** in mine affected countries is a long-term investment that cannot reasonably be expected to have already yielded measurable results, although most respondents already recommend the development of an exit strategy. Nonetheless, preliminary results show that Canada is making a recognized contribution to increasing mine action capacity through its effective leveraging of other donor contributions and its support to national Mine Action Centres. Although not an explicit objective of the CLF, mine action capacity of Canadian NGOs is considered to be of importance to the program. Canadian NGOs are deemed to be very effective in the area of advocacy but need further development in the areas of demining and victim assistance.
- The CLF requires more definitive **information on the effects of capacity development activities in mine-affected countries**. While inputs seem to be soundly planned and implemented, it will take further investments in monitoring and evaluation to determine if the outcomes in terms of more effective mine action agencies in the host countries are commensurate with the investments made. This issue should be further explored by the summative evaluation of the CLF.

4.2 Lessons Learned and Some Niche Areas for the CLF

This section draws on the findings reported throughout the evaluation to identify lessons learned that can be used in guiding the CLF in the future.

4.2.1 Lessons Learned

- The government can effectively mobilize support and attain a position of leadership nationally or internationally when it makes a comprehensive initial commitment through strong political leadership (ministerial champion), effective coordination of concerned departments (ministerial committees and Ambassador position) and widespread coalition building with national and international stakeholders.
- The relatively high level of financial resources committed by Canada and their high visibility helped to encourage other donor countries to maintain a presence in the area of land mine actions. The lesson learned is that an early high visibility program commitment is effective in leveraging other donor country resources.
- Comprehensive needs assessments and consultations with user populations are essential to appropriate and sustainable design.
- The inter-departmental aspect of the CLF design can serve as a model for the timely application of funded program support to non-conventional international conventions and treaty initiatives related to human security.

4.2.2 Some Niche Areas for the CLF

Potential niche areas of Canadian excellence are beginning to emerge. These should be closely monitored and assessed as areas where Canada could concentrate its efforts over the long term. Some emerging niche areas are:

- **Stockpile destruction:** The CLF could continue to demonstrate Canadian leadership in this important area of landmine programming.
- **Testing and evaluation of demining technologies:** The CLF could continue to support Canada's internationally recognized work in testing and evaluation of demining technologies.
- **Level One Surveys:** The CLF could continue to invest in and refine the practice of Level One Surveys as a means of establishing a baseline for demining efforts in affected countries.

4.3 Recommendations

In order for key donor countries to meet their obligations for assistance to States Parties, they will need to base their strategy on recognition of the long term horizon

beyond March 2003. Also, it is important to note that any long term strategy will have to be built around empowerment of assisted countries through capacity building.

Recommendation

1. Funding Horizon: It is recommended that Canada continue to fund MBT-related landmine programming well beyond March 31, 2003. At a minimum, there is a need to fund Canada's continuing administrative and reporting obligation as a State Party. More importantly, as a State Party "in a position to do so", Canada is obliged under Article 6 of the MBT to assist other State Parties in addressing landmine problems. Although it is anticipated that capacities within mine affected countries will continue to increase and the need for donor assistance should decline, estimates of the length of time other States Parties will be required to provide continued assistance ranges from five to fifteen years beyond March 2003.

Response

Indeed, it is important to renew the funding allocated to mine action for at least another five years, as the CLF timetable differs from the one established by the Mine Ban Treaty.

Action Plan

A memorandum submitted to the Minister's Office was approved on May 5. The purpose of the memorandum is to renew the CLF and it includes, among other considerations, a process for the integration of mine action into the departments' regular activities. This memorandum should be implemented in April 2004.

Recommendation

2. CLF Resourcing: It is recommended that future decisions related to Canada's post-2003 approach take into account the current leadership position of Canada within the international landmine community, and the fact such leadership carries with it some level of political and moral obligation and responsibility to assist with any leadership translation.

Response

ILX fully supports this recommendation. Any decision related to Canada's post-2003 mine action approach affects Canada's credibility in this field.

Action Plan

As previously stated, a memorandum submitted to the Minister's Office should make it possible to renew the Canadian Landmine Fund for a period of five years. Canada will thus be able to continue exercising leadership in this field.

Recommendation

3. Universalization efforts: it is recommended that the CLF's strategy to universalize the MBT continue to be refined and re-adjusted given that many of the remaining holdout countries (e.g. Russia, US, China and India) are doing so on account of military and/or security concerns. Canada and other donor countries must re-examine the extent to which programs such as the CLF can impact or influence the recalcitrant countries.

Response

ILX has already enlisted the help of Retired General Maurice Baril, who is in a position to enter into sustained dialogue with the military authorities of non-signatories to the Mine Ban Treaty. At each meeting with one of these countries, the subject of alternatives to mines is addressed. General Baril possesses the necessary credibility and expertise for exchanges to take place.

Action Plan

Continue to call upon the services of General Baril so that dialogue will progress concerning possible alternatives to mines.

Recommendation

4. Victim Assistance: It is recommended that the CLF examine the practical and ethical implications of integrating victim assistance activities into national systems of support to the disabled and general health services interventions in mine affected countries.

Response

This issue was the subject of a number of debates and Canada played an important role in the discussions. ILX and CIDA agree that general health services as well as support to the disabled should include mine victim assistance. However, this is difficult to achieve, considering that the Canadian Landmine Fund does not have the resources to set up complete health care systems. Although the CLF provides aid, on a priority basis, for mine victim assistance programs, it does not discriminate where

people are in need. In CLF-funded programs, ILX and CIDA ensure that mine victims' needs are well understood and that they receive the necessary attention from the national health system.

Action Plan

As stated above, work must be done to integrate mine action into the departments' regular activities. Thus, the possibility of integrating mine victim assistance into any health assistance program and/or system of support for the disabled could be examined.

Recommendation

5. Mine Awareness: It is recommended that the CLF re-examine the causal link between its mine awareness interventions and the reduction of risk behaviour in mine affected countries.

Response

Presently, the international community is discussing this issue and Canada is actively participating in these discussions. Although it is clear that mine awareness is essential for populations at risk (for example, displaced populations that return to their home areas), the link between mine awareness and the reduction of risk behaviour is not as clear.

Action Plan

Continue to discuss this subject at meetings of the Standing Committee on Victim Assistance and Socio-Economic Reintegration and continue discussions with UNICEF (United Nations agency responsible for mine awareness).

Recommendation

6. Capacity Building: It is recommended that the CLF develop and implement a strategy that will take into account the potential of NGOs for self-sufficiency so that a more or less permanent state of financial dependency is avoided. This should not be done abruptly but in accordance with an agreed upon timetable and strategy that serves Canada's interests and identified niches, if any.

Response

ILX agrees that NGOs must develop their potential for self-sufficiency and that this must be done gradually, in accordance with a predetermined plan.

Action Plan

Establish an action plan in collaboration with CLF-funded NGOs so that they can gradually become self-sufficient.

Recommendation

7. Research and development of demining and related technologies: It is recommended that the research and development activities of CCMAT that are funded by the CLF be restricted to short and medium term initiatives which are very clearly linked to immediate and identified needs of field practitioners. To avoid duplication of effort, CCMAT activities should continue to be co-ordinated and integrated with research and development activities of other donor countries.

Funding sources outside the CLF should be used to resource longer term research and development initiatives that may or may not, over the course of time, result in field deployment of more efficient and effective demining and related technologies.

Response

The Canadian Centre for Mine Action Technologies (CCMAT) believes, contrary to what was stated in the evaluation report, that all projects are linked to the needs of field practitioners. To ensure that CCMAT's work effectively meets these needs, NGOs sit on the executive committee. In addition, through the Demining Information Technology Forum, it is possible for CCMAT to learn the needs of field practitioners. Finally, CCMAT uses the proposals of the *Cambodian Mine Action Center* describing needs associated with detection and protection.

In addition, CCMAT does not believe that the CLF should only fund short and medium-term research initiatives. Long-term research initiatives would not represent a greater risk than other initiatives. Notable success has been achieved by CCMAT as a result of this kind of research.

Action Plan

Continue to fund short, medium- and long-term research by cost-sharing with other international partners, in order to reduce risk and increase the chances of success.

Recommendation

8. Marketing and commercialization: It is recommended that the role of marketing and commercialisation and by extension the role of Industry Canada

within CCMAT and/or the CLF be re-examined to determine the most appropriate role, if any.

Response

The role of Technology Partnership Canada (TPC) in the CLF is to assist with the commercialisation of demining technologies and equipment. However, according to a recent IC and DFAIT study, marketing opportunities seem very limited. This study paints an untraditional portrait of the market for humanitarian demining equipment and technology. This is mainly because the purchase of equipment or technology is closely related to the funds allocated by donor countries. The fact that the market is not a "normal" commercial market significantly limits the role that IC, and TPC in particular, can play in the area of demining.

Action Plan

That IC participates in the CLF in an advisory capacity, without being a full partner.

Recommendation

9. Performance Measurement: It is recommended that the CLF immediately develop and implement a CLF-wide Results-Based Management and Accountability Framework (RMAF). Four issues that must be addressed as part of the RMAF are:

- *Governance, roles and responsibilities and joint monitoring and coordination mechanism;*
- *Expected results for the CLF and for its components;*
- *Performance measurement strategy; and*
- *Performance reporting strategy*

Response

ILX has already taken the necessary measures to develop and implement an evaluation system. The Results-Based Management and Accountability Framework (RMAF) will in fact make it possible to establish a performance measurement strategy, as well as a systematic reporting system.

Action Plan

Continue the work already begun so that the Results-Based Management and Accountability Framework (RMAF) becomes operational.

Overview of the Canadian Landmine Fund ¹³

Programs	5 yr Budget per Mgmt Bd (000's) \$	Total \$ spent in first 3 years, as at March 31, 2001 (including lapsed funds)		
		O &M (000's) \$	Contracts and or G's & C's (000's) \$	Total (000's) \$
1. Treaty Ratification and universalization (DFAIT lead)				
Mine Action Partnerships Program	3550	0	2288	2288
Mine Ban Initiatives Program	8600	1475	4814	6288
2. Intl co-ord, global priority setting and monitoring treaty implementation (DFAIT lead)				
Multilateral Coordination (UNMAS)	500	0	500	500
Convention Monitoring Program	2200	22	900	922
Research & Policy Development Program	1770	328	633	961
Outreach & Sustainability Program	3880	1668	1737	3405
3. Policy Support Unit (ILX) (DFAIT lead)	5000	2607	0	2855 ¹⁴
4. Stockpile destn (Jointly led by DFAIT and DND)				
AP Mine Stockpile Destn Program-DFAIT	7000	750	727	1477
AP Mine Stockpile Destn Program-DND	500	300	0	300
5. Research and development and marketing of technologies (Jointly led by DND and IC)				
5-1 CCMAT-DND	13095	3941	3954	7896

¹³ The numbers presented in this table are a summary of detailed and final numbers provided by the four departments for results as at March 31, 2001.

¹⁴ Although DFAIT/ILX has spent only \$2,607,000 as at March 31, 2001, an additional \$248,000 of budget funds were lapsed in fiscal years 99/00 and 00/01. These lapsed funds have not been identified by DFAIT/ILX as belonging to a particular DFAIT/ILX program. For the purposes of presentation in this chart, the lapsed funds have been arbitrarily allocated to the DFAIT/ILX Policy unit. Therefore as at March 31, 2001, the total amount spent or lapsed by DFAIT/ILX for the policy support unit is \$2,855,000 (ie. \$2,607,000 plus \$248,000).

Programs	5 yr Budget per Mgmt Bd (000's) \$	Total \$ spent in first 3 years, as at March 31, 2001 (including lapsed funds)		
		O &M (000's) \$	Contracts and or G's & C's (000's) \$	Total (000's) \$
5-2 CCMAT-IC	3905	126	95	2419 ¹⁵
6. Demining and Victim Assistance (CIDA lead)				
Integrated Country Program-Mozambique	10460	0	4938	4938
Integrated Country Program-Bosnia & Herzegovina	10000	0	7372	7372
Tapping Canadian Creativity in Mine Action	8000	0	5461	5461
Country Initiatives - Asia	5200	0	2908	2908
Integrated Country Program-Americas	4500	0	4205	4205
Multilateral Institutions Program	10440	0	8025	8025
Operating Costs	1400	789	0	789
Total (all departments, all programs)	100000	12006	49346	61352

¹⁵

Although IC has only spent \$221,000 as at March 31, 2001, an additional \$2,198,000 of budget funds were lapsed in fiscal years 99/00 and 00/01. Therefore as at March 31, 2001, the total amount spent or lapsed by IC is \$2,419,000 (ie. \$221,000 plus \$2,198,000).