



2016

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MAPA Mid-Year Review Donor Workshop Concept Paper





Mine Action Programme of Afghanistan

MAPA partners include:



1. MAPA OVERVIEW:

Established in 1989, the Mine Action Programme of Afghanistan (MAPA) is the oldest and one of the largest humanitarian mine action programmes in the world, comprising of over 45 humanitarian and commercial organizations and employing close to 10,000 Afghans. The size of the Programme is indicative of the scale and magnitude of the problem Afghanistan faces.

Widespread armed conflict has plagued Afghanistan almost continuously since 1979, littering the country with landmines, unexploded ordnance (UXO), abandoned improvised explosive device (IEDs) and other Explosive Remnants of War (ERW). Despite tremendous achievements towards clearing these hazards, Afghanistan remains one of the top four mostly heavily contaminated countries in the world.¹

The programme is led and coordinated by the Directorate of Mine Action Coordination (DMAC), under the Afghanistan National Disaster Management Authority (ANDMA), with technical support and oversight from the United Nations Mine Action Services (UNMAS).

The programme and its partners receive funding from multiple donors through a variety of mechanisms: direct contributions to the Voluntary Trust Fund managed by UNMAS;² direct contributions to the International Trust Fund;³ bilateral contributions directly from donors to implementing partners.

“...Where our fields had been destroyed and filled with landmines - that suddenly left innocent children playing their childish games without legs and arms - you helped us clear them of danger and replanted our vines and orchards.”

President Ashraf Ghani,

*Giving thanks to the donors at the Brussels Conference,
Oct 2016*

2. SUCCESS TO DATE:

The following achievements represent the main accomplishments and humanitarian impact that the MAPA has jointly achieved since its establishment:

- A **65% reduction in the civilian casualties** caused by mines and ERW since 2001, due in part to the widespread risk education activities, which have seen over **22 million people** educated on the dangers of mines and ERW, and the **clearance of 2,289 sq. km** of contaminated land.
- Over **421,000 people have received victim assistance** (VA), enabling them to access rehabilitation, reintegrate into society and rebuild their lives, with greater awareness on the rights and services for people with disabilities.
- The destruction of **741,005 landmines** in contaminated areas, **556,322 landmines** in stockpile, and over **18.2 million items of ERW** – not only demonstrating significant progress towards the Ottawa Treaty commitments, but each item reflecting the protection of lives and livelihoods.

¹ Landmine Monitor Report, 2014.

² To learn more about the VTF see: <http://www.mineaction.org/funding/vtf>

³ To learn more about the ITF, see <http://www.itf-fund.si>

- Approximately **2,751 communities and 114 districts** have been announced **free from known explosive hazards**.
- Notable clearance activities since the MAPA's engagement include: the **clearance of the University Kabul** and the main public and residential areas in Kabul City during 1995, enabling safe movement and a return to education; **clearance of the Haratan–Kabul powerline in 2007**, enabling electricity to be imported from neighboring countries, lighting Afghan homes and businesses; **clearance of main highways** from 2003-2008 connecting Kabul to regions in the north, south, east, west and southeast; **clearance of Kabul International Airport** and the airports of other provinces from 2002-2007, better connecting Afghanistan, Kabul and the provinces to all actors; **clearance of Herat city**, a regional hub in the west of the country with sophisticated medical facilities for the region; and **clearance of Bamyan historical sites** during 2011, preserving and safeguarding Afghanistan's rich history.

In addition, after several years enhancing the national capacity of mine action in Afghanistan, UNMAS and the DMAC have developed a project to achieve full transition from the UN-led mine action programme to the national authorities by September 2018. This is a testament to Afghanistan's capacity to deliver nation-wide results and achievements in mine action.

3. REMAINING CHALLENGES:



While almost 78% of the land recorded as contaminated by landmines and ERW has been released during MAPA's 27-year existence, the remaining 22% still presents a significant challenge for Afghanistan. There is approximately **770 sq. km** of land still recorded as **contaminated** in 33 out of 34 provinces. This equates to 259 districts, or 1589 communities, who remain at risk from mines and ERW. Furthermore, the extent of additional contamination from the ongoing conflict is also yet to be fully determined.

The refugees and IDPs seeking to return, as well as children and adolescents, require life-saving mine and ERW risk education to increase their personal safety and modify their behaviour in suspected contaminated areas. In addition, other vulnerable groups require regular refresher education and training. Approximately **142 people per month still lose their lives or limbs** as result of mines, ERW or pressure plate IED (PPIED) incidents.⁴ Furthermore, due to an increase in victim-activated IEDs, the number of casualties recorded is increasing.

⁴ According to data collected from Jan – August 2016.

The National Disability Survey of Afghanistan (NDSA)⁵ estimates that at least 2.7% of the population is severely disabled, including around 60,000 mine and ERW survivors. These people require victim assistance, enabling them to reintegrate into society as an active and engaged member. Such outcomes require projects and activities addressing needs at all stages of a victim's rehabilitation

Contamination is not only dangerous, but also an obstacle to other development and stabilization projects. Projects focused on development and stability by other UN Agencies or organization require MAPA support in terms of assessing their project sites, clearing land for the implementation of their project and delivering landmine safety information to their workers. For example, contaminated areas and legacy mine fields were an obstacle to the implementation of the railway project from Uzbekistan to Balkh province in north Afghanistan.

*UNAMA documented a **67% increase** in civilian casualties from ERW or unexploded ordnance in 2016 compared to the same period in 2015.*

*Furthermore, **84%** of victims from unexploded ordnance were **children**.*

Danielle Bell, UNAMA Human Rights Director,
Civilian Casualty Data for Third Quarter, 2016

4. COMMITMENTS AT THE BRUSSELS CONFERENCE ON AFGHANISTAN

On 5 October 2016, the European Union and the Government of Afghanistan (GoIRA) co-hosted the Brussels Conference on Afghanistan. During the conference, President Ashraf Ghani acknowledged the importance of the contribution of the donors to mine action and the role of de-miners in securing a future for Afghanistan, stating "*...where our fields had been destroyed and filled with landmines - that suddenly left innocent children playing their childish games without legs and arms - you helped us clear them of danger and replanted our vines and orchards.*"

The conference culminated in a 'Joint Communiqué' in which participants renewed their commitments to financially support the Afghan-led political and economic development and address migration issues, with pledges reaching US \$15.2 billion.

High expectations were also set at the Brussels Conference, with both donors and the GoIRA calling for greater efficiency in delivering high-quality aid, in building sustainability, and in ensuring a greater degree of national ownership. There was a great sense in Brussels that Afghanistan should be a success story and that this is a mutual responsibility.

The Mine Action Programme for Afghanistan is already a success story, and moving forward it can deliver on the multi-faceted expectations set at Brussels. National ownership is a mutual goal, with UNMAS and

⁵ The National Disability Survey of Afghanistan (NDSA) was implemented by Handicap International with support from the Ministry of Public Health, Afghanistan Central Statistics Office and the Ministry of Labor, Social Affairs, Martyrs and Disabled (MoLSAMD). And although the data is from 2005, the survey results are still considered by the Government as the only recognized data on disability at this time.

DMAC rapidly moving forward on transition, aiming to be complete by September 2018. With this transition comes workplans and systems to continually increase efficiency and ensure that the quality indicators for all pillars of mine action continue to improve. Mine action has a very high delivery rate, and the completion plan to reach the Ottawa Treaty extension goal is highly prioritized.

Thus, by contribution to MAPA donors can be sure that their funding is spent in line with the expectations set at Brussels, while also contributing to completing the MAPA success story by reaching the Ottawa Treaty goal now set for March 2023 (see section 5 for more details).

5. FUNDING REQUIRED TO MEET THE OTTAWA TREATY EXTENSION TARGET: ⁶

Afghanistan acceded to the Anti-Personnel Mine Ban Treaty (“Ottawa Treaty”) in September 2002 and became a state party on 1 March 2003, making a commitment towards a complete ban on anti-personnel (AP) mines through the implementation of an overarching framework for mine action. This framework requires the clearance of all emplaced AP mines within ten years, the destruction of all stockpiled AP mines within four years, the provision of mine/ERW risk education, and assistance to mine/ERW survivors.

However, the magnitude of the mine problem in Afghanistan, combined with the ongoing conflict, underfunding and the lack of reliable records of minefields, meant that the initial deadline of 2013 was untenable.

In March 2012, the Afghanistan Government submitted a request for a ten-year extension of the deadline to complete the removal of all AP mines by 2023. This request was assessed by 14 members of the secretariat to the treaty, and in December 2012, all state parties to this treaty accepted Afghanistan’s extension request.

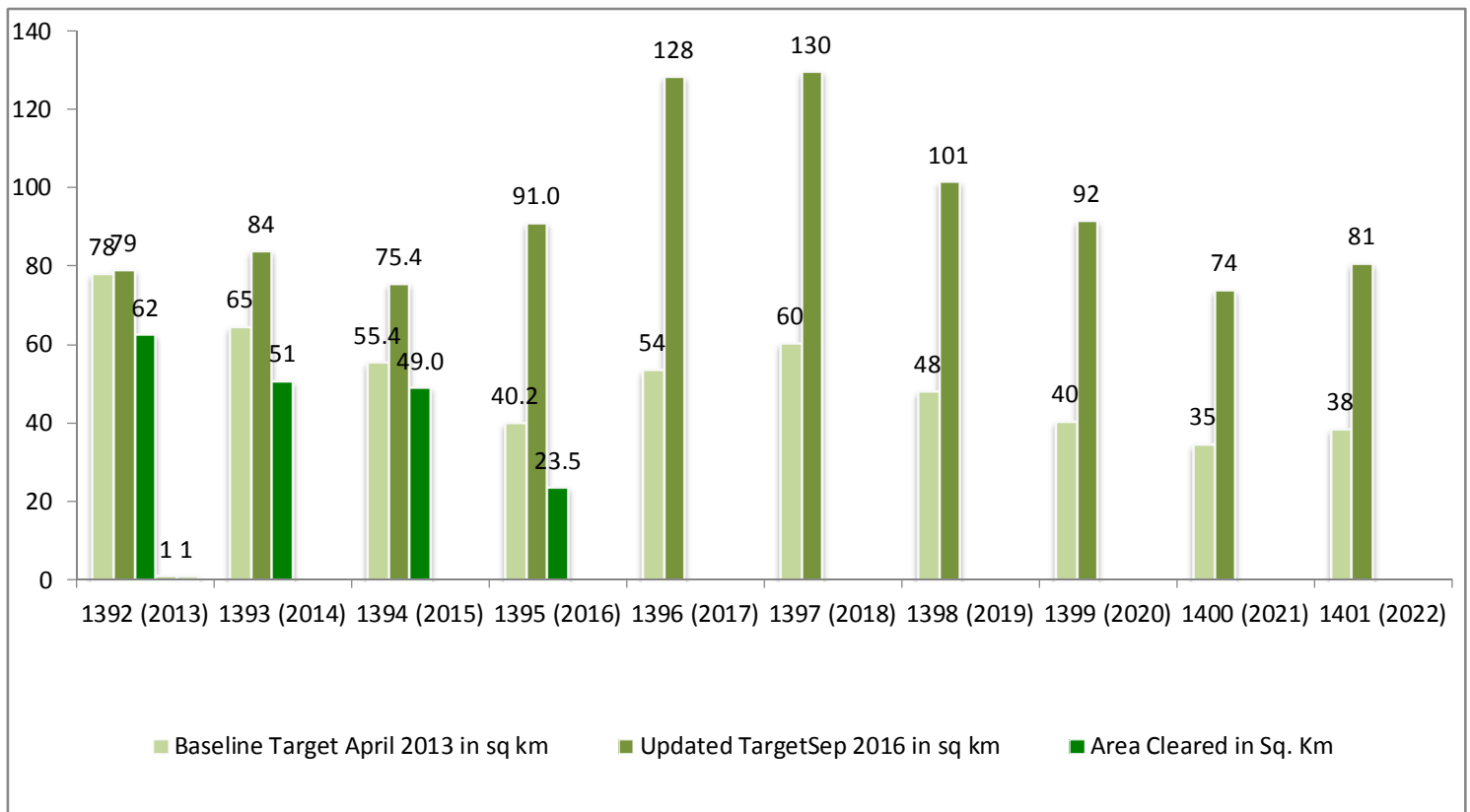
Afghanistan is steadfast in its commitment to the Ottawa Treaty, however underfunding has affected its ability to reach its annual target since 2013. The graph below demonstrates the ambitious clearance targets compared with recent progress.

“Afghanistan’s mine action program – the largest and certainly one of the best in the world – is a rare success story in the country.”

If the donor countries within the Ottawa Treaty cannot manage to provide adequate funding to a programme that has done virtually everything right – in spite of the hardship and insecurity in the country – why would other mine-affected countries bother to sign on.”

*Ted Paterson (2016)
Canadian Scholar & Humanitarian demining Expert*

⁶ The costings provided in this section are estimates, based on past activities and current resources. MAPA partners stand ready to develop specific projects with complete budgets upon consultation.



Furthermore, ongoing fighting and the return of refugees and IDPs continue to uncover previously unrecorded hazards, increasing the scale of the Ottawa Treaty commitment. In the words of Ted Paterson, a Canadian Scholar and humanitarian demining expert, “Afghanistan...is both the cradle and crucible of mine action: the place where it started when Soviet forces withdrew in 1989, and ***the country that ultimately will determine whether the Ottawa Treaty succeeds or fails.***”⁷

6. IMMEDIATE PRIORITY AREAS FOR FUNDING

6.1 Coordination and Capacity Building

As referenced above, UNMAS and DMAC have developed a two-year project to finalize the transfer of the United Nations Mine Action Center of Afghanistan (UNMACA) capacity to DMAC. This project, which has a completion date of September 2018, has two main phases:

The first phase, which has already begun, saw the transfer of responsibility for the coordination of mine action activities from UNMAS to DMAC, and will soon see the gradual transfer of UNMACA personnel and equipment to DMAC.



⁷ Ted Paterson: [The landmines file is a test of Canada's global credibility](#) (2016)



The second phase will ensure the transition is sustainable and that DMAC has adequate capacity to manage this new role. To that effect, UNMAS will support DMAC in the: management of the new and bigger team; development of national funding mechanisms; mobilization and management of financial resources; upholding of institutional efficiency, quality and transparency and; in ensuring the safety of deminers and the Afghan population.

Throughout the transition phase, UNMAS and DMAC will jointly implement a capacity assessment framework, with specific targets and indicators, to ensure DMAC has sufficient capacity. If indicators are not met, the transfer project will be revised, and additional capacity support will be provided (pending funding being available).

Currently the MAPA is delivering its best value in the history of the programme in terms of all indicators: performance, quality, cost and accountability. This will not be compromised through the transfer process; neither will the safety and security of the deminers and the Afghan population.

Despite the progress to date, UNMAS faces a ***critical and immediate funding shortfall of US \$480,000*** to keep this capacity building project going until March 2017. Furthermore, UNMAS and DMAC are seeking additional funds of ***US \$8,180,000 to continue this two-year project.***

6.2 Demining and Survey Projects

Surveying plays a fundamental role in identifying the scope of the mine and ERW problem. In May 2012 UNMAS launched a nationwide mine and ERW Impact Free Community Survey (MEIFCS). MEIFCS includes non-technical survey, destruction of spot ERW, data collection/verification on civilian mine action and ERW casualties, as well as the provision of mine and ERW risk education messages to the communities visited.

The initial plan was to survey 400 districts, covering 1,811 impacted villages and 30,618 villages where the impact was unknown. However, these figures increased significantly due information gaps in the gazetteer. To date, MEIFCS teams have surveyed a total of 277 districts, covering 1,358 impacted villages and 20,676 villages where the impact was initially unknown, as well as additional 27,780 villages that were not recorded in the national gazetteer.

Currently there is funding to survey only 10 further districts during 1395/2016 (pending security). Based on past experience, the programme expects there to be an increase of 100-140% in the number of communities to be surveyed, particularly in light of the ongoing fighting and use of pressure plate IEDs.

Currently, **US \$2,352,000 is urgently needed to survey the remaining 113 districts.**

In the Ottawa Treaty extension workplan, the remaining recorded hazards are prioritized, taking into consideration the humanitarian impact, geography, security conditions, and level of funding available. This priority and impact measurement uses a number of planning indicators.⁸ The target clearance activities listed below are for 1396/2017, and are broken down by province, with beneficiaries and funding requirements listed. To stay on target and make progress towards the Ottawa Treaty Extension a total of **US \$105 million is required for 2017.**

Unfunded Clearance for 2016 and 2017 by Province (incl. beneficiaries and funding requirements)			
Province	Total sq. m	Beneficiaries ⁹	Total in USD
Kunduz	79,739	12,808	\$10,534
Hilmand	182,050	47,723	\$110,629
Sari Pul	180,926	1,239	\$151,041
Ghazni	278,645	1,349	\$168,804
Zabul	1,293,611	813	\$175,098
Kandahar	239,180	27	\$219,571
Takhar	1,159,438	881	\$1,064,348
Farah	1,606,393	2,434	\$1,286,296
Herat	2,669,460	193	\$1,806,673
Nangarhar	2,608,559	12,355	\$1,830,436
Badakhshan	2,820,522	12,527	\$2,178,462
Panjsher	2,787,300	997	\$2,558,776
Paktya	3,733,191	17,721	\$3,318,971
Kunar	14,123,937	14,153	\$3,508,089
Parwan	4,103,823	5,545	\$3,521,590
Kabul	3,732,308	1,586	\$3,566,231
Maydan Wardak	3,742,496	18,429	\$3,941,543
Khost	5,131,766	9,487	\$4,132,213
Samangan	4,806,810	2,006	\$4,412,295
Nimroz	5,512,234	2,468	\$4,986,132
Balkh	39,648,365	670	\$15,896,158
Logar	26,053,331	22,522	\$17,624,245
Baghlan	32,070,141	14,581	\$29,057,945

⁸ Further information on the index is available on request.

⁹ Approximate number of beneficiaries, with figures being updated regularly.

6.3 Urgent Mine Action Support for Post Conflict Communities:

The past and present fighting has forced many Afghans into displacement. When these IDPs and refugees seek to return, often their communities are contaminated with ERW. MAPA seeks to provide an immediate response to war affected communities, by establishing a 'quick response' team in each region capable of responding rapidly to post conflict settings. The team would be responsible for:

- Emergency mine/ERW risk education to the IDPs of war affected areas (incl. mass media);
- Surveying of the areas where fighting occurred, as soon as security conditions allow, to determine extent of ERW contamination;
- Recording and responding to the hazard hotlines;
- First aid to war affected population;
- Removal of small scale hazards and EOD spot tasks.

In the case of intensely affected post conflict areas, a large number of teams would be deployed to increase assistance and clearance for the returnees and remaining inhabitants.

MAPA has successful experiences with immediate post conflict assistance. In 2015, in responding to areas in Kunduz emerging from conflict, the small teams achieved the results below over a period of one month:

- 8 survey/EOD teams performed a systematic survey of the villages/communities and as a result removed/destroyed 437 different types of ERW;
- 6 mine/ERW RE teams conducted emergency risk education to IDPs and residents that remained;
- 1 mobile health clinic was established;



To mobilise one team per region (7 teams) for 12 months, **MAPA requires approximately US \$420,000.** Such teams could be mobilized immediately to enable the provision of emergency services when fighting quells in provinces such as Hilmand and Farah where there is ongoing fighting.

6.4 MRE Projects:

The overall objective of mine/ERW risk education (M/ERW RE) is to reduce the number of deaths and injuries caused by landmines, ERWs and PPIED through communication of safety messages to the affected population. This objective is critical, as 142 people still lose their lives or limbs on a monthly basis across Afghanistan as result of mines, ERW or PPIED incidents.

As of September 2016, more than 1,550 communities located in 259 districts are affected by the threat of landmines and ERWs. The UNAMA Human Rights Director, Danielle Bell, reported that 84% of victims from unexploded ordnance recorded from July- Sept 2016 were children. Additional at-risk groups include

communities living in proximity of landmine and ERW hazards, IDPs/returnees, nomads, scrap metal collectors and aid workers.

To ensure effectiveness of MRE programmes, MAPA uses various methodologies and approaches to tailor safety messages to different groups of at risk population. These include, provision of direct MRE sessions to the various vulnerable groups (referenced above), in addition to MRE using mass media mediums, such as TV, radio, billboards, posters, SMS technology, etc. This method enables indirect MRE in areas inaccessible due to security.



UNMAS/DMAC is also supporting the Ministry of Education's MRE programme at schools. UNMAS/DMAC endeavours to engage more government ministries such as Ministry of Rural Rehabilitation and Development, Ministry of Public Health, Ministry of Hajj and Religious Affairs, and other humanitarian actors to integrate MRE in their programmes.

The following projects require funding for 2017. ***In total, 2017 MRE requirements are approximately US \$5.6 million.*** All projects can be broadened to multi-year projects, increasing the number of beneficiaries and funding requirements.

Project	Project Overview	Beneficiaries	Costing US\$
Direct and indirect MRE for High Impacted Communities	<ul style="list-style-type: none"> Direct MRE for highly impacted communities living in proximity of landmine/ERW hazards by both paid teams and trained community volunteers Indirect MRE for highly impacted communities living in proximity of landmine/ ERW hazards by trained Community Volunteers 	970,045	\$2,403,338
Direct and Indirect MRE for Medium Impacted Communities	<ul style="list-style-type: none"> Direct MRE for medium Impacted communities living in proximity of landmine/ ERW hazards by Paid Teams and trained community volunteers Indirect MRE for medium impacted communities living in proximity of landmine/ ERW hazards by trained Community Volunteers 	640,192	\$1,630,342
MRE Media Campaign	<ul style="list-style-type: none"> MRE through media outreach (incl. TV, Radio; billboards, posters, SMS technology, etc.) Indirectly targeting all impacted communities, which a focus on travelers & people living in insecure areas 	1,000,000	\$320,000

Project	Project Overview	Beneficiaries	Costing US\$
Indirect MRE to low impacted communities	<ul style="list-style-type: none"> Training, deployment and follow up of community volunteers delivering indirect MRE to low impacted communities living in proximity of landmine/ ERW hazards 	954	\$205,110
Emergency MRE to IDPs and Returnees	<ul style="list-style-type: none"> Direct MRE for Afghan returnees through sessions and awareness by trained teams at formal transit and Encashment Centers. Emergency MRE for IDPs and Communities in post conflict context with mobile teams 	760,000	\$944,201
MRE for Nomadic Afghan populations	<ul style="list-style-type: none"> Direct MRE using mobile teams to reach nomadic Kochi people 	66,000	\$159,049

6.5 VA Projects

The National Disability Survey of Afghanistan (NDSA)¹⁰ estimates that at least 2.7% of the population (approximately 800,000 people of which 41% are women and 24% are children) are severely disabled including around 60,000 landmine/ERW survivors. Victims face social, economic and psychological problems impacting not only the individual, but their families, communities and the Afghan society as a whole. As such, there is a critical need for physical and social rehabilitation programmes throughout Afghanistan. Approximately 90% of the Afghan population lives more than 100Km far from a rehabilitation centre; while 20 Provinces out 34 have no prostheses and orthoses services available. With more than 760 impacted communities located more than 10km- 50km from adequate health centres, the likelihood of fatalities due to mine/ERW and PPIED incidents increases.

MAPA VA projects also aim to counter negative stereotypes and inadequate infrastructure that limits marginalized groups such as girls, child survivors, children with disability, from accessing education.

The projects proposed below (7 priority projects) are planned for implementation in all provinces of the country and are selected in consultation with relevant GoIRA ministries.¹¹



¹⁰ The National Disability Survey of Afghanistan (NDSA) was implemented by Handicap International with support from the Ministry of Public Health, Afghanistan Central Statistics Office and the Ministry of Labor, Social Affairs, Martyrs and Disabled (MoLSAMD) in 2005, and is still considered as the only recognized data on disability at this time.

¹¹ Ministry of Labor, Social Affairs, Martyrs and Disabled (MoLSAMD), Ministry of Public Health (MoPH) and Ministry of Education (MoE)

Priority Victim Assistance Project for 2017		
Project	Project Overview	Costing USD
<i>Physical Accessibility Project</i> (multi-year)	500 Public buildings, in 17 provinces, become accessible to persons with disabilities.	\$423,500
<i>Support to Existing Orthopedic Workshops</i> (multi-year)	Support provided to 4 Mobile and 6 Fixed orthopedic workshops to provide services to 27,500 persons with disabilities in 22 provinces Afghanistan	\$1,050,000
<i>Support the victim Deminers</i>	Support provided to 800 victim deminers and their family members, through socio-economic reintegration and psychosocial support.	\$1,320,000
<i>Economic Reintegration</i> (multi-year)	Economic reintegration to support livelihoods through small and medium enterprises, with capacity building of 700 persons with disabilities in 9 Provinces.	\$1,050,000
<i>Production of Disability VA Materials and Books</i>	Translation and printing of books and awareness materials to increase disability awareness and provide support to vulnerable people in social inclusion.	\$60,000
<i>Inclusive Education for Children with disabilities</i> (multi-year)	Inclusive education opportunities for children with disabilities, including producing educational materials and delivering teachers and parents training.	\$100,000
<i>First Aid training to Community Health Workers</i>	First aid training to Community Health Workers from the Ministry of Public Health to reach and service 1,600 mine/ERW and PPIED impacted communities.	\$365,600

7. THE FIVE-YEAR STRATEGIC PLAN AND FUTURE ASSISTANCE

The table below outlines the approximate costing of a smooth running and efficient programme for the remaining years until 2022. This plan is in line with the [GoIRA's five-year strategic mine action plan](#). A high-level planning document that brings together the vision, action plans, indicators and monitoring/evaluation processes of the Mine Action Programme of Afghanistan.

Amount in US \$ million per activity						
	1396/2017	1397/2018	1398/2019	1399/2020	1400/2021	1401/2022
Clearance	97.7	84.9	73.8	64.7	57.4	51.2
Survey & EOD	2.3	1.0	1.0	1.0	1.0	1.0
MRE	5.6	5.4	5.1	4.7	4.6	4.6
VA	5.0	6.1	3.7	3.7	3.7	3.7
DMAC	1.0	5.0	6.5	5.5	5.5	4.5
Coordination						
UNMAS	4.8	3.4	0	0	0	0
TOTAL	117.6	103.9	90.1	79.6	72.2	65.0

8. CONCLUSION

The Mine Action Programme of Afghanistan remains steadfast in its commitment to achieve the Ottawa Treaty Obligations, and reduce the suffering and destruction that mine/ERW and abandoned PPIED contamination bring to the people of Afghanistan. Upon request by potential donors, the MAPA partners stand ready to develop thorough concept notes on individual or joint activities. We urge the international community to support MAPA in implementing critical and life-saving mine action initiatives through funding, advocacy and in-kind support.

