

**The Ministry of Foreign Affairs of Japan
Third Party Evaluation**

**Evaluation of
Japan's Anti-personnel Mine Action Assistance Policy**

- Summary Report -

March 2005

Preface

This is the summary of “Evaluation of Japan’s Mine Action Assistance Policy” carried out by the External Advisory Meeting on ODA Evaluation, which is an informal advisory body of the Director-General of the Economic Cooperation Bureau of the Ministry of Foreign Affairs of Japan.

Japan has been one of the top donor countries of ODA (Official Development Assistance) and there have been domestic and international calls for more effective and efficient implementation of assistance. The Ministry of Foreign Affairs, as the responsible ministry of ODA, conducts evaluation of ODA mainly at the policy level with two main objectives: to support the implementation and management of ODA; and to ensure its accountability. This evaluation aims to assess the objectives, results and processes of Japan’s Anti-personnel Mine Action Assistance Policy. Its purpose is to extract lessons learned and make recommendations for future reference to enable the implementation of more effective and efficient aid programs. In addition, it aims to ensure accountability by releasing the evaluation results to the public.

Today, it is estimated that there still remain more than 110 million anti-personnel mines underground all over the world, not only causing humanitarian problems that cannot be ignored but also pausing a considerable impediment in the rehabilitation and development of mine-affected countries. At the time of the signing of the Anti-personnel Mine Ban Convention (the Ottawa Convention) in December 1997, Japan advocated the “Zero Victim Program” and announced that it would provide assistance of approximately 10 billion yen over a five-year period to mine clearance activities and assistance for mine victims. Since then, Japan has actively assisted governments of mine-affected countries, international organizations and non-governmental organizations for their mine clearance and victim assistance activities, and it reached its initial goal in the contribution of 10 billion yen in assistance in October 2002. Now, Japan is expected to continue its assistance in mine action in a more effective and efficient manner.

The External Advisory Meeting on ODA Evaluation was formed to improve the objectivity in evaluation. The Meeting is commissioned to conduct ODA evaluation and to report its results and recommendations to the Economic Cooperation Bureau. Mr. Yoshikazu Imazato, a member of the Meeting and editorial writer of the Tokyo Shimbun (newspaper), was in charge of this evaluation.

Dr. Katsuhisa Furuta, professor and director of Center of Human Adaptive Mechatronics of Tokyo Denki University, also participated in this evaluation study and made enormous contributions. In addition, cooperation was received from the Ministry of Foreign Affairs, the Japan International Cooperation Agency and the

Japan Bank for International Cooperation. We would like to express our sincere gratitude to all of them. The Aid Planning Division of the Economic Cooperation Bureau of the Ministry of Foreign Affairs was in charge of coordination of this evaluation. All other supportive work was received from Mitsubishi Research Institute, Inc., under the commission of the Ministry of Foreign Affairs.

Finally, we should add that the opinions recorded in this report do not reflect the view and position of the Government of Japan or any other institutions.

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Summary

1. Evaluation Approach

1.1 Background and objectives of the evaluation

The anti-personnel mine problem is not only a humanitarian issue that cannot be ignored but is also a considerable impediment in the rehabilitation and development of mine-affected countries. At the time of the signing of the Anti-personnel Mine Ban Convention (the Ottawa Convention) in December 1997, Japan advocated the “Zero Victim Program” and announced that it would provide aid of approximately 10 billion yen over a five-year period to assist in mine clearance activities and provide aid to mine victims. Japan reached its initial goal in the contribution of 10 billion yen in aid in October 2002. Even after fulfilling its initial promise, Japan has continued to provide anti-personnel mine action assistance. Under such circumstances, in order for Japan to provide more effective and efficient assistance, it has become necessary to review initiatives and results in this area to date. Taking into consideration such backgrounds, this evaluation was conducted to assess Japan’s anti-personnel mine action assistance policy as part of ODA evaluation.

1.2 The object of the evaluation

The object of this evaluation is the Zero Victim Program announced in December 1997 as Japan’s assistance plan for anti-personnel mine assistance, and the series of assistance projects undertaken as anti-personnel mine assistance measures under this policy. Broadly defined, the Zero Victim Program is a comprehensive two-pronged approach which includes “the formulation of a universal and practical convention” and “the clearance of mines and provision of aid for mine victims”. In this evaluation, the Zero Victim Program is reviewed with its main focus on the clearance of mines and aid for victims. Furthermore, the target period of the evaluation is from January 1998 until March 2004. Although Japan’s initial goal to contribute 10 billion yen in aid was reached by October 2002, that amount of contribution was strictly a yardstick figure. Since Japan’s assistance for anti-personnel mine-related activities has continued beyond this date, a decision was made to set the evaluation period until FY2003, one year prior to the year of the evaluation.

1.3 Evaluation methods

1.3.1 The framework of the evaluation

In line with basic procedures of policy level evaluations conducted by the Ministry of Foreign Affairs of Japan, we undertook the evaluation from three perspectives: the objectives, processes and results.

From the perspective of the objectives, we decided to evaluate the relevance of the Zero Victim Program in relation to (1) Japan's upper-level policies, and (2) the agreed objectives of the international community.

From the perspective of processes, we decided to evaluate Japan's anti-personnel mine action policy in terms of their appropriateness and efficiency. In specific terms, we undertook the evaluation from three different areas: (1) the appropriateness and efficiency in liaison and consultation processes with the recipients and organizations implementing aid measures, such as local governments and government organizations, international organizations, and NGOs, (2) the appropriateness and efficiency of decision-making, implementation and evaluation process within the government of Japan with respect to the assistance and (3) the appropriateness and efficiency of the liaison and consultation processes with other aid donors.

From the perspective of results, we decided to evaluate the effectiveness and the impact of the results of Japan's anti-personnel mine assistance measures.

1.3.2 Methods of undertaking the evaluations

The evaluation was conducted in the following ways: (1) document research in Japan, (2) interviews and questionnaire surveys in Japan and (3) interviews and questionnaire surveys in Cambodia. Furthermore, the period required for researching and preparing the reports for this evaluation was from August 2004 to March 2005.

1.3.3 Constraints on the evaluation

(1) Constraints on local research

The purpose of this evaluation was to evaluate anti-personnel mine assistance measures implemented by Japan on a worldwide basis. Therefore, it would have been desirable to conduct information gathering at the local level through measures such as overseas visits to all relevant areas and the countries for which Japan provided anti-personnel mine assistance measures. However, due to time and budgetary constraints of the evaluation, local research on this occasion was

focused only on Cambodia, one of the major recipient countries of Japan's aid in the area of anti-personnel mine assistance.

(2) Constraints on anti-personnel mine related data

In this evaluation, as evaluation indices of the results of Japan's assistance relating to antipersonnel mine assistance measures, we decided to use the following data: in regard to the clearance of mines, land area rendered usable as a result of mine clearance, and the number of mine victims; in regard to victim assistance, the number of victims who received medical care, the number of the artificial limbs, the number of wheel chairs supplied, and the number of victims who received vocational training. However, even data regarding the number of mine victims, which can be considered the most fundamental data, seem not to have been collected, stored or managed even for a few years in many of mine-affected countries.

(3) Constraints on methods for gauging the economic effects of mine action

In this evaluation, to assess the impact of Japan's assistance in mine action, we attempted to assess what kind of impact Japan's assistance in this area gave to the economic development of the aid recipient countries. Although it was possible to speculate to some extent through comparison of the results of Japan's mine assistance measures with the economic and social development in particular aid recipient countries, evaluation methods to ascertain the direct relationship between the assistance and the economic and social development and to measure the specific effect of aid had not been established beforehand. Consequently, it was difficult to conduct the evaluation adequately in that area.

2. Overview of Japan's Anti-personnel Mine Action Assistance Policy

2.1 The current situation of the anti-personnel mine issue and initiatives of the international community

Anti-personnel mines have been buried in wide areas throughout the world, particularly in conflict-affected region such as Cambodia and Afghanistan, and these mines have caused extremely serious humanitarian problems by indiscriminately killing and injuring non-combatant civilians. In addition, these mines, buried beneath the ground, have become a huge impediment to the rehabilitation and development of mine-affected countries even after conflict has been brought to an end.

The issue of anti-personnel mines grew the importance in the international community during the beginning of the 1990s when influential organizations and individuals such as the International Committee of the Red Cross (ICRC), then UN Secretary General Boutros-Ghali, and then President Bill Clinton of the United States made appeals with respect to the importance of initiatives to address the issue of anti-personnel mines. During such a trend, the Anti-personnel Mine Ban Convention was examined through the Ottawa Process which originated at the Ottawa Conference in October 1996, and the convention was signed and released within the space of little more than a year. This convention, in principle, prohibits the use, stockpiling, production and transfer of anti-personnel mines. In addition, it imposes an obligation on signatories to abolish anti-personnel mines in their possession and to undertake the clearance of mines laid within a period of 10 years. It also stipulates that signatories shall provide assistance for mine clearance as well as victim assistance.

It was from the late 1980s to the early 1990s that the international community began to make efforts for mine action measures, with the initiative of the United Nations and international NGO. In addition, it is the assistance from various nations around the world which support the activities of these organizations. The largest donor is the United States. In addition, countries like Japan, Norway, Netherlands, Canada and Germany are the main donors, and many other European nations are also actively involved in mine action assistance.

2.2 Overview of Japan's mine action assistance policy

In the past, Japan produced and deployed anti-personnel mines on the grounds by the necessity of its national defence. In response to the growing international opinion to support the total ban of anti-personnel mines from the early 1990s, Japan agreed with their total abolition in the future, while maintaining a moderate attitude towards the immediate total abolition. However, after making changes to its policy of the past,

Japan decided to sign the Anti-personnel Mine Ban Convention (the Ottawa Convention).

At the time of the signing of the Ottawa Convention in December 1997, Japan advocated a Zero Victim Program. Under this program, Japan spelled out a comprehensive approach with the goal “zero victims” of mines by drawing up a universal and practical convention, and the clearance of mines and the provision of aid to mine victims as a two-pronged approach. Within this context, Japan announced that it would provide aid on a scale of about 10 billion yen in the following five-year period for mine clearance and victim assistance. Target of “zero victims” indicated that the important point was not only the number of buried mines, but increase of the safe land suitable for construction of roads and agriculture, and also the number of mine victims.

Furthermore, as part of the Zero Victim Program, Japan spelled out guidelines for making an exception to three basic principles of arms export, which forbid the export of weapons in principle, so that it can facilitate the provision of equipment for anti-personnel mine clearance activities. In December 2000, the government also announced the following measures as a new initiative for assistance in mine clearance: (1) support for the research and development of mine clearance technology, (2) support for experiments of new technology, (3) further cooperation with NGOs and (4) the dispatch of a joint government and private organization research group.

The total volume of mine action related assistance provided by Japan from the announcement of the Zero Victim Program in December 1997 to March 2004 amounted to approximately 13.3 billion yen.

The breakdown of Japan’s mine action assistance from January 1998 to March 2004 was: mine clearance assistance, about 72%; mine victim assistance, about 9%; integrated mine action assistance, about 9%; and mine awareness assistance, about 3%.

The breakdown of the recipients of Japan’s mine action assistance by region was: Asia 44%, Middle East 35%, Europe 9%, Africa 7%, and Central and South America 2%.

The breakdown of the recipients of aid by country was: Cambodia, which received 28% of the total amount, and Afghanistan, which received 34% of the total amount. These two countries were the largest recipients in Asia and the Middle East respectively. The other recipient countries were: Vietnam, which received 11%; and Bosnia-Herzegovina, which received 6% of Japan’s mine action assistance.

3. Results of the Evaluation

3.1 Evaluation of the appropriateness of the objectives

Here we evaluated the relevance of the Zero Victim Program in relation to Japan's upper-level policies and the agreed objectives of the international community. For the former, we examined the relevance from the perspective of Japan's basic policies in foreign diplomacy and Japan's basic policies on economic cooperation; for the latter, we examined the relevance of the program in relation to international conventions regarding anti-personnel mines, the concept of human security, the United Nation's Millennium Declaration and Millennium Development Goals (MDGs).

3.1.1 Relevance in relation to Japan's upper-level policies

(1) Relevance in relation to Japan's basic diplomatic policies

Based on its conviction to maintain peace as stated in the preamble of the Constitution of Japan "resolved that never again shall we be visited with the horrors of war through the action of government", Japan has maintained as its basic policy a commitment never to become a military power, but instead to utilize its power for the sake of world peace and prosperity. Mine action assistance is a non-militaristic contribution to a problem arising as a result of military measures and is therefore in agreement with Japan's basic policies. Furthermore, as Japan aims to become a permanent member of the Security Council of the United Nations, mine action assistance is an appropriate form of assistance which Japan can put into practice under the restrictions of its Constitution.

(2) Relevance in relation to basic policies of Japan's economic cooperation

As one of Japan's basic doctrines as a peaceful nation, Japan's Official Development Assistance (ODA) Charter in 1992 stated that it was an important mission of Japan to fulfil responsibilities commensurate with its national power in maintaining world peace and ensuring the prosperity of the international community. Anti-personnel mine action assistance is in agreement with this basic doctrine of ODA. Moreover, the ODA Charter in 2003 established peace-building as one of its important tasks, and stated its commitment for the flexible and seamless assistance to ensure domestic stability and security in post conflict situations through the collection and the disposal of weapons, including mine clearance.

The Medium-Term Policy on ODA announced in 1999 established "conflict, disasters and development" as one of its priority issues and positioned Japan's

mine action assistance under the Zero Victim Program as one of its important areas of cooperation. On the other hand, the Medium-Term ODA policy established in 2005 refers to assistance for the collection and the abolition of mines as part of its peace-building assistance to ensure domestic stability and security.

3.1.2 Relevance in relation to agreed objectives in international society

(1) Relevance in relation to international conventions regarding anti-personnel mines

The Anti-personnel Mine Ban Convention not only stipulates banning the production, stockpiling, and transfer of anti-personnel mines to the member nations, but also requests the provision of international cooperation and assistance for mine clearance and victim assistance.

Furthermore, the amended Protocol II of the Convention on Certain Conventional Weapons (CCW) requests the member nations to provide cooperation and aid for anti-personnel mine clearance activities and for its related technologies. Japan's Zero Victim Program is in accord with these convention provisions.

(2) Relevance in relation to the concept of human security

According to the 2003 Diplomatic Blue Book, the concept of human security focuses on the viewpoints of individuals to protect them from threats to human lives, livelihoods and dignity and to bring out the full potential of each individual. Anti-personnel mines and small arms threaten the security and lives of people in the conflict areas even in post-conflict periods, and therefore, Japan's anti-personnel mine assistance measures in dealing with such problems are in accord with the concept of human security.

(3) Relevance in relation to the UN Millennium Declaration and the Millennium Development Goals (MDGs)

Adopted at the UN Millennium Summit in September 2000, the UN Millennium Declaration is a statement of determination and calls on all countries to give serious consideration to joining to the Anti-personnel Mine Ban Convention as well as the amended Protocol II of the Convention on Certain Conventional Weapons, recognizing the importance of efforts to deal with the mine problem. Moreover, the UN Millennium Development Goals is a common framework consolidating various international development goals adopted at the UN Millennium Summit and other major international conferences. The UN

Millennium Development Goals list eradication of extreme poverty and hunger as its first goal. In the mine-affected countries, development and economic progress are difficult without the clearance of the mines. Therefore, anti-personnel mine assistance measures are extremely important.

In view of the above, we confirmed that Japan's anti-personnel mine action assistance policy is in agreement with; Japan's basic policies on economic cooperation, including the ODA Charter and the Medium Term Policy on ODA; the international laws, such as the Anti-personnel Mine Ban Convention; and the current trends in assistance provided by the international community such as the promotion of human security and the reduction of poverty.

3.2 Evaluation in relation to appropriateness and efficiency of the process

We examined the implementation process of Japan's assistance in anti-personnel mine action from the following three perspectives: (1) appropriateness and efficiency of the cooperation and the consultation process with assistance recipients and implementing organizations, (2) appropriateness and efficiency of the decision making, implementation and evaluation process of the assistance within the Japanese government organizations, and (3) appropriateness and efficiency of the cooperation and the consultation process with other aid donors.

3.2.1 Appropriateness and efficiency of the cooperation and the consultation process with the assistance recipients and implementation organizations

(1) Appropriateness of the assistance recipients and implementing organizations

The main recipients of Japan's assistance in anti-personnel mine action range widely among government organizations, local organizations of recipient countries, international organizations, regional organizations, and NGOs (both international and Japanese). As main players in charge of assistance differ depending on the countries, regions, and types of assistance (mine clearance or victim assistance), it is natural that recipient organizations of Japan's anti-personnel mine action assistance has been diverse. In general, it can be positively assessed that Japan has selected appropriate recipients, taking into account the particular circumstances and conditions of regions and areas of assistance.

- (2) Appropriateness of frequency and contents of consultations with the recipients and the implementation organizations of the assistance

In regard to consultation with the assistance recipient and the implementation organizations, it was confirmed that consultation with recipient government and its organizations, international organizations, and international and Japanese NGOs was conducted at the appropriate timing or periodically through overseas government offices or directly with the Ministry of Foreign Affairs in Japan.

- (3) Appropriateness of Japan's policies and schemes for the needs of aid recipient organizations
 - a. Needs for continuous assistance for mine action and the appropriateness of Japan's aid scheme

Anti-personnel mine action requires continuous efforts. However, in regard to Japan's assistance, particularly in relation to the operation of the Grass-Roots Human Security Grant Aid scheme, it was indicated that recipient organizations have the difficulty of making medium- to long-term plans with this scheme because of its single year budget principle. Furthermore, other problems such as inefficiency in annual application processes and inadequate coverage of the operational costs of projects of Japan's Grass-Roots Grant assistance were also indicated.

- b. Needs for mine clearance assistance taking into account the development and the appropriateness of Japan's aid scheme

The majority of Japan's mine clearance aid programs are solely for mine clearance activities. On the other hand, in recent years, cases are increasing in which mine clearance activities are closely coordinated with development activities. There are also cases in which both mine clearance and development activities are carried out in one program. In fact, this kind of coordinated assistance is much needed on the ground. However, during our field interviews, some interviewees pointed out that Japan does not seem to have a strategy to coordinate its mine clearance assistance with development assistance. It was also mentioned that international NGOs once applied for Japan's Grass-Roots Human Security Grant Aid to support a project which includes mine clearance and development activities, but the application was not accepted. Japan needs to be more active in providing assistance which consciously coordinates mine clearance and development activities.

- c. The particular needs for mine clearance equipment of different countries and areas and the appropriateness of Japan's assistance

The specific needs for the type of mine clearance equipment differ depending on the soil and climate of the mine-affected countries and the types of mine (anti-personnel mines or anti-tank mines). In the course of this evaluation, one problem was pointed out in relation to such specificity of mine clearance equipment needs. The point at issue was the efficiency of procurement process under Japan's general project grant aid scheme. Even if the needs of local organizations for equipment with certain specification are apparent, the selection of suppliers has to be done through a public tender. Such a procurement process not only takes time but it is also causing extra transaction costs for the businesses concerned.

- d. Assistance requirements for the clearance of anti-tank mines and unexploded ordnance and the appropriateness of the Three Principles on Arms Exports

The government regards goods required for anti-personnel mine clearance activities to be an exception of the Three Principles on Arms Exports. However, goods related to the anti-tank mines and unexploded ordnance are not included in the subjects for exceptions. On the other hand, there is a high demand that even equipment for clearing anti-personnel mine can endure explosion of anti-tank mines as both types of mines are often mixed in mine fields. Furthermore, in many of the mine-affected countries, the problems of unexploded ordnance are more serious than that of anti-personnel mine and needs for the disposal of unexploded ordnance are increasing.

- e. Needs for technology development in mine detection and clearance and the appropriateness of Japan's assistance

The need for technical development in mine detection and clearance is increasing because the current methods of clearance which rely mainly on manual processes take too long time. On the other hand, NGOs in the field demand more contribution for clearance activities rather than for the technical developments. Since it is appropriate to consider that both are equally important, Japan should continue its assistance in technical development, utilizing Grant for Research scheme and other measures.

3.2.2 Appropriateness and efficiency of the process within Japan's government organizations in its decision-making, implementation and evaluation of the assistance.

(1) Appropriateness of the process to prioritize the areas and the fields, and of the mutual coordination processes within the Japanese government

Although there are a number of sections in the Ministry of Foreign Affairs of Japan involved in anti-personnel mine action assistance, we learned that there is no particular section which controls and coordinates in an integrated manner Japan's anti-personnel mine action assistance programs. Furthermore, under the "Zero Victim Program", there were no general policies formulated to prioritize aid areas and countries. Although there was no evidence confirmed that this caused any particular problems, concern was voiced by the people in the Ministry of Foreign Affairs that the strategic and effective policy implementation has not been achieved due to the non-existence of a general policy for the anti-personnel mine assistance measures, and the non-existence of a section within the ministry to handle the general coordination.

Under such circumstance, Japan's assistance in anti-personnel mine action has been mainly implemented in Cambodia and Afghanistan treated as the priority countries and the mine clearance as the priority activities. Since Cambodia is the country with the most serious mine problems in the East Asian region, which is considered an important area in terms of the implementation of Japan's foreign and economic cooperation policies, it is appropriate to prioritize Cambodia for Japan's anti-personnel mine action assistance. Afghanistan also has serious mine problems in comparison with other mine-affected countries in the world. Considering that there were significant changes in the international situation surrounding Afghanistan during the five years which was the objective period for the Zero Victim Program, and that the stability and the post war recovery of that country were the main issues of the international community, it is considered appropriate that Japan provided assistance in anti-personnel mine action to Afghanistan as a major recipient.

(2) Appropriateness of supervision of the implementation and the ex-post evaluation of aid programs by the Japanese government

Although the process of the administration and supervision of the projects differs depending on the aid scheme, the implementation of projects have been supervised in principle by having periodical reports submitted by aid recipient organizations, or by holding information gatherings, local research and consultation through overseas establishments. In addition, local inspections were

also conducted by official visitors from the head office of the Ministry of Foreign Affairs. Through this evaluation study, it was confirmed that the supervision of implementation was generally conducted appropriately. On the other hand, it was also confirmed as an issue that there were cases where submission of the reports on the project implemented by the international organizations was delayed or they were not submitted until a reminder was given.

3.2.3 Appropriateness and efficiency of the process of the cooperation and the consultation with other aid donors

In regard to Japan's anti-personnel mine action assistance, responsibility of avoiding duplication of its assistance with that of other donors has in general been fulfilled by the recipient and implementing organizations. Japan has examined whether such coordination efforts have been made by the recipient and implementing organizations before it makes the final decisions on providing individual assistance. Furthermore, NGOs, in many cases, also coordinate so as not to duplicate the activities between them and Japanese government verifies this coordination before its decision-making to avoid the duplication.

3.3 Evaluation of effectiveness and impact of results

On this occasion we focused on Cambodia as the subject of our evaluations due to constraints on statistics and the research period. After confirming the input and output, we undertook evaluations to determine the effectiveness and the impact of results of Japan's anti-personnel mine action assistance.

3.3.1 The input and output of Japan's anti-personnel mine action assistance in Cambodia

(1) Input

During the target period from January 1998 to March 2004, the amount of mine action assistance provided to Cambodia by Japan was approximately 3.8 billion yen, accounting for approximately 28% of all aid provided world-wide by Japan for anti-personnel mine action during this period. In terms of the breakdown of this aid provided by Japan to Cambodia, about 73% of the aid was for mine clearance, 17% for integrated mine action (contribution to Cambodia Mine Action Center Trust Fund ; CMAC Trust Fund), 9% for mine victim assistance, and 1% for other types of assistance (project formation research, dispatch of planning and coordination staff etc.). Major aid schemes utilized for anti-personnel mine action assistance in Cambodia are the following. Under the general project grant aid scheme (anti-personnel mine action grant aid scheme), 1.71 billion yen (about

46% of the total) was provided for four projects. 654.74 million yen (about 17% of the total) was provided for seven donations to the CMAC Trust Fund. Furthermore, Grass-Roots Human Security Grant Aid funded 22 programs, totalling 1.05 billion yen (about 24% of the total).

(2) Output

Japan's anti-personnel mine action assistance to Cambodia is broadly categorized into four areas: (a) integrated mine action assistance, (b) mine clearance, (c) assistance to mine victims and (4) other mine -related assistance. We confirmed the output in line with these four areas.

a. Integrated mine action

Japan's assistance in Cambodia for its integrated mine action was provided as donations to the UNDP Trust Fund for the CMAC. Funds in this trust fund are not earmarked by the donors and can therefore be used freely by the CMAC as operating funds. Therefore, there is no specified output for this contribution.

b. Mine clearance

Assistance in mine clearance provided by Japan to Cambodia was categorized into (i) assistance to mine clearance activities, (ii) assistance in provision and testing of mine clearance equipment and (iii) dispatch of experts.

(i) Assistance to mine clearance activities

To provide assistance in mine clearance activities undertaken by mine clearance organizations such as the CMAC, Mine Advisory Group (MAG), and Halo Trust, assistance in this area was given mainly for personnel costs for staff involved in mine clearance as well as various operating costs for transport and other costs.

For example, 5.7 billion yen provided by Grass-Roots Human Security Grant Aid to the CMAC in the year 2000 was used as operating costs for mine clearance activities which included six mine teams (15 members per team), two grass cutting teams (3 members per team), and two mine risk education and information teams (3 members per team).

(ii) Assistance in provision and testing of mine clearance equipment

Assistance in this area included the provision of equipment through general project grant and Grass-Roots Human Security Grant Aid, and testing of mine clearance equipment. Parts and equipment were also provided as part of the follow-up survey, which was one form of technical cooperation.

As general project grant aid, equipment necessary for the mine clearance activities was provided to the CMAC. This included metal detectors, shrub removers, tents, single beds, cars and other equipment. Also as part of the Grass-Roots Human Security Grant Aid, bush removers, cars and other equipment were provided to NGOs. During the follow-up study, parts were also provided to CMAC for the repair of equipment provided by Japan in the general project grants.

(iii) Dispatch of experts

In the area of experts dispatch, two high-level information systems technical advisers and one maintenance and transport technical adviser have been dispatched in total.

c. Victim assistance

Assistance for victims provided by Japan to Cambodia can be categorized into (i) provision of medical care to mine victims and equipment, (ii) assistance for the provision of artificial limb prosthetics to mine victims, (iii) vocational training and employment assistance for mine victims and (iv) other assistance for mine victims.

(i) Provision of medical care and the granting of equipment for mine victims

As provision of medical care and equipment for mine victims, medical assistance was provided through the NGO subsidies by Japanese NGOs, installation of equipment in Siem Reap Hospital was carried out through general project grants in aid, and victim assistance contributed through donations to UN Voluntary Trust Fund for Mine Action.

For instance, equipment provided for Siem Reap Hospital included over 70 types of articles including beds, air conditioners, X-ray machines, and ambulances. This assistance contributed in the overall installation of equipment of the hospital.

- (ii) Assistance for the provision of artificial limb prostheses to mine victims

A rehabilitation center for the fitting of artificial limbs was built in the province of Croche in Cambodia and equipment was provided to the center through the Grass-Roots Human Security Grant Aid

- (iii) Vocational training and employment assistance for mine victims

For vocational training and employment assistance for mine victims, assistance was given to NGOs through the NGO subsidies and to international organizations using UN Voluntary Trust Fund for Mine Action. In the former, repairs of the vocational training facility were carried out by Association for Aid and Relief. In the latter, assistance was given to the employment assistance program run by the World Rehabilitation Fund (WRF).

- (iv) Other assistance for mine victims

In addition to the above assistance in (i) through (iii), assistance was provided for the “Plan to Provide Vehicles for the Mine Survivor Outreach Program” implemented by an international NGO, the dispatch of one overseas specialist coordinator and one specialist (social welfare advisor), and assistance to UNICEF through UN Voluntary Trust Fund for Mine Action. The project undertaken by UNICEF was a comprehensive victim assistance program targeting mainly women and children.

d. Other assistance related to anti-mine measures

In addition to the above output, we confirmed the dispatch of the Project Formation Study Group, the dispatch of the JICA Planning & Coordination staff who were in charge of the “Anti-personnel Mine Ex-soldier Volunteer Assistance” and supporting costs for holding the CMAC Phnom Penh Forum. The Project Formation Study Group was dispatched in 1998 as a result of the announcement of the “Zero Victim Program” and the report of the study group

became the basis for examining and undertaking assistance in the area of anti-personnel mine measures in Cambodia.

3.3.2 The effectiveness of the results of Japan's anti-personnel mine action assistance to Cambodia

(1) Integrated mine action

Focusing on strengthening the functions of the Cambodia Mine Action Center (CMAC), which is responsible for mine operations in Cambodia, Japan has made donations to the CMAC trust fund managed by the UN, dispatched experts and provided assistance through the Grass-Roots Human Security Grant Aid. The CMAC has been improving its functions as a mine action organization and achieving steady outcomes in mine clearance and awareness activities while donors are recovering their confidence in this organization. In view of this, it is appropriate to conclude that Japan's assistance in this area has been effective.

(2) Mine clearance

Japan has provided assistance to the CMAC, international and Japanese NGOs for mine clearance in Cambodia. These organizations supported by Japan have been steadily promoting mine clearance activities in Cambodia in efforts to increase the land area that is usable and these can be considered outcomes of assistance provided by donors including Japan.

(3) Victim assistance

Assistance for mine victims provided by Japan in Cambodia cover a wide area including the provision of medical services to victims, the provision of medical equipment, the fabrication of artificial limbs, and vocational training for victims. While it is difficult to quantitatively measure the outcomes of Japan's assistance to victims, Japan has contributed to activities through groups involved in assisting victims and, in view of the fact that these activities are achieving outcomes, it is appropriate to judge that Japan's assistance has been effective.

3.3.3 The impact of Japan's anti-personnel mine action assistance in Cambodia

The GNP (Gross National Product) of Cambodia has been showing an annual growth of over 5% for the past 10 years. Furthermore, a look at growth by sector also shows that growth in the sector of agriculture, forestry and fisheries, industry and services is continuing. It is assumed that mine action has had some significant impact on such

economic growth of Cambodia. However, the methodology for measuring the impact quantitatively has not been established; therefore, we could not measure it in a tangible manner.

4. Recommendations

4.1 Continued assistance in mine action

Long-term continuous efforts are needed for mine clearance and assistance to victims. Japan has actively provided assistance in these areas but in recent years a declining trend of contribution can be seen. However, in view of the depth of the anti-personnel mine problem and the need for continued efforts in this area, aid should be proactively continued in the future as well.

4.2 Formulation of general strategies for mine action assistance and the establishment of an assistance framework

The Zero Victim Program has not specifically established regions or countries of priority. However, in the future it is desirable for assistance to be undertaken with clearly defined strategies. Furthermore, it is also desirable that, in the Ministry of Foreign Affairs of Japan, a certain division is assigned a coordinating role for planning and implementing Japan's mine action assistance policy with clearer division of labour among the bureaus and divisions concerned.

4.3 Appropriate selection of recipient organizations and provision of technical assistance to local organizations

The appropriate selection of recipient organizations is important in ensuring that assistance is not wasted and to increase its efficiency. In particular, in the area of mine action, Japan needs to rely on recipient organization not only for implementation but also for coordination of donor aids to avoid duplication. Therefore, it is vital to have reliable organizations to carry out the assistance activities. At the same time, if the local organizations are structurally fragile and immature, it is necessary to provide them active technical assistance to improve their functions.

4.4 Implementation of assistance with linkage and combination between development and mine clearance

In the area of mine clearance, it is becoming more common to coordinate and combine mine clearance activities and development activities. To make its aid more effective and visible, it is desirable for Japan to be more active in providing assistance which coordinates and combines mine clearance and development activities.

4.5 Review and improvement of operations of the Grass-Roots Human Security Grant Aid

Many of the implementing organizations involved in mine action are international NGOs, and Grass-Roots Human Security Grant Aid is widely used for supporting them. However, these NGOs indicated that they have various problems relating to this system, such as medium to long-term perspective plans cannot be made because Grass-Roots Human Security Grant Aid operates on a single fiscal year basis, and that necessary costs for mine clearance cannot be adequately provided. Therefore, it is desirable for the government to make efforts to review the system and operation of the Grass-Roots Human Security Grant Aid Scheme and to endeavour to improve it so that a response can be given to these requests.

4.6 Public relations efforts for wider recognition of Japan's Grass-Roots Human Security Grant Aid

Furthermore, in order to enable wider and more appropriate use of the Grass-Roots Human Security Grant Aid, further public relations efforts are required to make its existence and details of the system more widely known. In a local survey undertaken during our research of this evaluation study, international NGO stated that they were not aware of the limit amount which can be provided by Grass-Roots grants and that they thought that the limit of assistance had been so small that they couldn't apply for it.

4.7 Continuation of assistance for the technological development of mine detection and clearance

The development of new mine detection and clearance technology is a necessary initiative for achieving the goal of "zero victims" more quickly in the near future. On the other hand, as assistance from the international community is limited, it is understandable that there are also voices to ask for directing more resources to mine clearance activities on the ground rather than spending a large amount of money on technological development. However, rather than choosing one initiative at the expense of abandoning another, it is desirable for Japan to make positive efforts to provide assistance for development of mine detection and clearance technology while continuing to support mine clearance activities.

Postscript

We would like to add two points which we considered to be important when we examined Japan's anti-personnel mine action assistance during this evaluation study, although they do not necessarily fit into the "ODA" framework.

The first point is the importance of Japan's diplomatic efforts in making the Anti-personnel Mine Ban Convention more effective. In addition to continuing its diplomatic efforts to appeal to countries that have not yet signed the convention to join and to respect the contents of the treaty, it is important for Japan to continue making appeals to those countries to respect the contents of the treaty by providing assistance in mine clearance and aid to victims.

The second point is the necessity of gaining a comprehensive understanding of the problem of anti-personnel land mines and the problem of unexploded ordnance and anti-tank mines. In addition, in relation to this, to increase the efficiency of Japan's anti-personnel mine assistance measures, it is important for Japan to re-examine its position and operations for making exceptions in regard to the three basic principles of arms export. Japan's mine clearance assistance has focused on anti-personnel mines alone but the problems caused by anti-tank mines and unexploded ordnance are serious, and the international community is making efforts to deal with these problems in a comprehensive manner. It is hoped that Japan will re-examine its stance on the application of the three principles of arms export, in order to enable Japan to cooperate with the international community in giving assistance in response to local needs.