



**150 years of humanitarian action**  
Council of Delegates of the International  
Red Cross and Red Crescent Movement  
Sydney, Australia, November 2013



**EN**

CD/13/11.4  
Original: English  
For information

**COUNCIL OF DELEGATES**  
**OF THE INTERNATIONAL RED CROSS**  
**AND RED CRESCENT MOVEMENT**

Sydney, Australia  
17-18 November 2013

**Report on implementation of the Movement Strategy on Landmines,  
Cluster Munitions and other Explosive Remnants of War:  
Reducing the Effects of Weapons on Civilians  
(Resolution 6 of the 2009 Council of Delegates)  
Reporting period: Nov. 2009 – June 2013**

**PROGRESS REPORT**

**Document prepared by  
the International Committee of the Red Cross and the International Federation  
of Red Cross and Red Crescent Societies in consultation with National Societies**

Geneva, October 2013

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**Executive Summary**

In 2009, the Council of Delegates adopted the Movement Strategy on Landmines, Cluster Munitions and Other Explosive Remnants of War, which aims to ensure that civilians will no longer be affected by weapons that cause suffering and injury after the cessation of hostilities. Over the past four years, the components of the International Red Cross and Red Crescent Movement (Movement) have been implementing the Strategy by promoting relevant international humanitarian law (IHL) norms, conducting activities to prevent accidents and reduce the impact of weapon contamination, and providing assistance for victims.

Substantial progress has been made in States' adherence to and implementation of the relevant IHL treaties. However, the Movement's components must maintain their commitment to eliminating the threat to civilians posed by mines, cluster munitions and other explosive remnants of war (ERW), and to ensure that the victims get the assistance they need. In particular, in view of the significant impact weapon contamination continues to have on civilian populations, continued commitment and perseverance are required:

- of all components of the Movement, to promote adherence to, and the full implementation of, IHL treaties governing anti-personnel mines and cluster munitions, and to step up efforts to promote the protocol on ERW;
- of National Societies operating in countries affected by weapon contamination, to continue to engage in prevention activities, particularly risk reduction and education, while ensuring that such activities are recognized by and included in national mine action strategies;
- of National Societies operating in countries with large numbers of victims of weapon contamination
  - to maximize the scope of their activities to help victims directly or indirectly, including cooperation and advocacy work with the relevant government agencies to ensure that victims have access to services and economic reintegration;
  - to take into account the UN Convention on the Rights of Persons with Disabilities (UNCPRD) in victim assistance activities and advocacy efforts.

Cooperation between the Movement's components in these areas is still proving to be a very effective way for the Movement to work towards these goals. The International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (Federation) will continue to support National Societies in their efforts. The ICRC will also pursue prevention and victim assistance activities through its assistance programmes in the field, in accordance with the Strategy.

**Introduction**

Anti-personnel landmines, cluster munitions and explosive remnants of war present a persistent threat in many countries. Over 4,000 victims of these weapons are still recorded

each year,<sup>1</sup> though the real numbers are undoubtedly higher. Some 59 States and six other territories are confirmed to be affected by landmines; a further 13 States have either suspected or residual mine contamination.<sup>2</sup> At least 24 States and three other areas are contaminated by cluster munitions remnants.<sup>3</sup> Over 85 States and territories are contaminated by explosive remnants of war.<sup>4</sup>

Resolution 6 of the 2009 Council of Delegates adopted a revised Movement Strategy on Landmines, Cluster Munitions and other Explosive Remnants of War.<sup>5</sup> That Resolution urged all of the Movement's components to conduct periodic self-assessments on implementation of the Strategy and to provide information to the ICRC for monitoring and reporting purposes (paragraph 3). The Resolution also invited the ICRC to monitor the implementation of the Strategy and to report, as necessary, to the Council of Delegates (paragraph 4).

Four years after the adoption of the revised Strategy, and in view of the forthcoming Review Conferences of the Anti-Personnel Mine Ban Convention (Maputo, July 2014) and of the Convention on Cluster Munitions (2015), it is opportune to report on the Movement's implementation of the Strategy, future challenges and opportunities.

This report covers the three key areas of the Strategy, namely:

- (a) promoting international norms on mines, cluster munitions and explosive remnants of war;
- (b) preventing accidents and reducing the impact of weapon contamination; and
- (c) providing assistance for victims.

The report cites examples of Movement activities within each area of activity, but does not purport to be a comprehensive record of all relevant activities conducted during the reporting period (November 2009 – June 2013). The examples cited demonstrate that the Movement remains actively engaged in all aspects of the Strategy and is helping to reduce the human suffering caused by landmines, cluster munitions and other ERW. There is potential to step up some aspects of work under the Strategy, including through Movement partnerships, notwithstanding the challenges that are likely to arise in the coming years.

## 1. Promoting international norms

### 1.1 Key developments

Since the adoption of the revised Movement Strategy in November 2009, one of the most significant developments in the relevant legal framework has been the entry into force of the **Convention on Cluster Munitions (CCM)** on 1 August 2010.<sup>6</sup> As at June 2013, there were 83 States party to this Convention, and a further 29 signatory States. Particular progress has

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1. A total of 4,286 new casualties from landmines and explosive remnants of war were recorded in 2011; 4,191 in 2010, and 4,010 in 2009 ('Landmine Monitor 2011', p. 1 and 'Landmine Monitor 2012', p. 1). Differences in statistics are sometimes due to differences in the availability of information.

2. 'Landmine Monitor 2012', p. 1.

3. 'Cluster Munition Monitor 2012', p. 2.

4. ICRC review of Landmine Monitor Country Profiles: [http://www.the-monitor.org/index.php/cp/display/region\\_profiles](http://www.the-monitor.org/index.php/cp/display/region_profiles)

5. <http://www.icrc.org/eng/resources/documents/resolution/council-delegates-resolution-6-2009.htm>. The 2009 Strategy replaced the 1999 Movement Strategy on Landmines (Resolution 10 of the 1999 Council of Delegates), which in 2003 was extended until 2009 and to cover explosive remnants of war (Resolution 11 of the 2003 Council of Delegates).

6. The CCM was adopted in Dublin on 30 May 2008 and opened for signature in Oslo in December 2008.

been made with stockpile destruction<sup>7</sup> but a number of States Parties have also started implementing clearance and victim assistance obligations, including through steps to improve information about the extent of contamination and victims' needs. Progress has also been made on adopting or amending national legislation to prevent and repress violations of the CCM. Many States, however, have still to fulfil this requirement.

An assessment of the **Anti-Personnel Mine Ban Convention (APMBC)**<sup>8</sup> over the past four years presents a successful picture overall, though with a number of important challenges remaining. Adherence to the Convention has continued to grow to 161 States Parties,<sup>9</sup> and the Convention's core norms are on the whole respected by the 36 non-party States. Nevertheless, the use of anti-personnel mines by States and non-State actors has been recorded in several contexts. Twenty-five States Parties have now reported completion of their mine clearance obligations,<sup>10</sup> but most of the 34 States Parties that have not completed clearance have obtained a deadline extension.<sup>11</sup> Sixty per cent of States Parties have reported adopting measures to incorporate the Convention into national law, yet progress in this area has been only minimal since 2009. Finally, victim assistance efforts have certainly improved the lives of many people in recent years but many victims still do not have access to the services they need.

Adherence to and implementation of **Protocol V to the Convention on Certain Conventional Weapons (CCW) on Explosive Remnants of War**<sup>12</sup> could significantly reduce the number of civilians killed and injured by these weapons during and after armed conflicts. Yet the pace of adherence to Protocol V has been relatively slow, with 81 States Parties as at June 2013. There is also growing concern that inconsistencies in recording, retaining and transmitting information on the use of explosive ordnance (Article 4) could seriously undermine the Protocol's effectiveness.<sup>13</sup>

In recent years, the States party to **Amended Protocol II to the CCW**,<sup>14</sup> which regulates the use of mines, booby traps and other devices, have focused their discussions on improvised explosive devices (IEDs), in light of the severe toll that such weapons have taken on civilians. These efforts have centred on non-IHL aspects and responses to the IED problem.<sup>15</sup>

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7. The 'Cluster Munition Monitor 2012' reported the destruction of 744,231 cluster munitions containing 85.8 million submunitions by States Parties as at July 2012.

8. The Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction was adopted in Oslo on 18 September 1997 and entered into force on 1 March 1999.

9. States party to the APMBC now include all States in sub-Saharan Africa and Europe.

10. Ten States have completed clearance of their anti-personnel mines since 2009: Bhutan, Republic of the Congo, Denmark, Gambia, Guinea-Bissau, Jordan, Nicaragua, Nigeria, Uganda and Venezuela. Fifteen States completed mine clearance prior to 2009: Albania, Bulgaria, Costa Rica, Djibouti, France, Greece, Guatemala, Honduras, Former Yugoslav Republic of Macedonia, Malawi, Rwanda, Suriname, Swaziland, Tunisia and Zambia.

11. States party to the APMBC must complete mine clearance within 10 years of the entry into force of the Convention for them unless they apply for, and are granted, a deadline extension (Article 5).

12. The Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects was adopted 10 October 1980 and entered into force on 2 December 1983. Protocol V to the CCW on Explosive Remnants of War, which aims to protect civilians from the dangers posed by unexploded and abandoned ordnance, was adopted on 28 November 2003 and entered into force on 12 November 2006.

13. To discuss this issue, the ICRC convened an experts' meeting on the implementation of Article 4 in November 2012. A report on the outcomes of that meeting will be produced.

14. Protocol II to the CCW on Prohibitions or Restrictions on the Use of Mines, Booby-Traps and Other Devices, as amended on 3 May 1996, entered into force on 3 December 1998. Amended Protocol II is the main IHL treaty governing the use of anti-vehicle mines. It also regulates the use of anti-personnel mines for the 10 States that are party to it but not yet party to the APMBC. A further four States are party to the original Protocol II but not yet party to the APMBC.

15. Such as examining existing guidelines, best practices and recommendations prepared outside of the CCW to reduce the diversion or illicit use of materials that can be used for IEDs.

## 1.2 Movement activities to promote international norms

The Movement has remained active in promoting IHL norms and the fulfilment of treaty obligations concerning anti-personnel landmines, cluster munitions and other explosive remnants of war. Throughout the reporting period, the **ICRC**, including through the voice of its president, has used both multilateral fora and bilateral dialogue to regularly call upon States to adhere to the APMBC, the CCM and the CCW and its Protocols. The ICRC is heavily involved in these instruments' processes and actively participates in meetings of the States Parties and the Standing Committees, experts' meetings and informal consultations with governments and non-governmental organizations (NGOs). In those fora, as well as in bilateral dialogue with States, the ICRC advocates the full and timely implementation of these treaties and calls for appropriate resources to be allocated to this end.

Each year since 2008, the ICRC has also provided comments on States' clearance deadline extension requests under Article 5 of the APMBC, which are submitted to the Meetings of the States Parties for decision. As at June 2013, the ICRC has provided comments on 19 such requests. Those comments have in some cases directly influenced the decisions of the Meetings of the States Parties, and have helped to ensure a more robust system of State accountability vis-à-vis their mine clearance commitments.<sup>16</sup>

The ICRC has also held several workshops and meetings to promote adherence to, and implementation of, the relevant treaties and their norms. These include: national meetings in Jordan and Thailand in 2010 to promote the CCM; a regional meeting for 11 Asian States on addressing the human cost of anti-personnel landmines in 2011, co-hosted with the United Nations Development Programme and the Cambodian Mine Action and Victim Assistance Authority; an experts' meeting on implementation of Protocol V to the CCW in 2012; and a workshop co-hosted with the African Union on challenges to meeting clearance deadlines under the APMBC and CCM for 21 African Union Member States in 2013. Meanwhile, the ICRC's Advisory Service on IHL has continued to encourage States to adopt national measures to ensure that the relevant prohibitions are incorporated into national law and policy.

The **Federation** has focused on facilitating the presence of National Society representatives in APMBC and CCM meetings, and promoting their role – as auxiliary to their public authorities in the humanitarian field – in implementing these treaties (Movement Strategy 2.1.2). As a result of those efforts, strongly supported by the **Norwegian Red Cross**, the National Societies were represented at the Second Review Conference of the APMBC (the Cartagena Summit), the Meetings of the States Parties of the APMBC and the CCM, and their preparatory processes, as well as a number of international symposia organized by governments. The Federation's efforts in this regard included gathering information and updates from National Societies and drafting statements, which were normally delivered by the head of a National Society.<sup>17</sup> The Federation also highlighted examples of work carried out by the Red Cross Societies of Cambodia and Laos in a publication entitled *The Road to*

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16. In June 2013, the ICRC received a letter from the president of the 12th Meeting of the States Parties of the APMBC, expressing his "profound appreciation for the efforts of the ICRC in contributing advice, input and views on the requests that have been submitted under Article 5 of the Convention" and noting that "Each year since the [extension request] process commenced in 2008 the ICRC has been an indispensable support to us, and by extension, an important support to this landmark instrument of international humanitarian law." Letter from Matjaz Kovacic, president of the 12th Meeting of the States Parties to the Anti-Personnel Mine Ban Convention, to Philip Spoerri, ICRC Director of International Law and Cooperation, 20 June 2013.

17. The presidents of the National Societies of Albania, Colombia, Iraq, Laos, Lebanon and Norway, for example, have spoken on behalf of the Federation and shared progress made by various National Societies in supporting public authorities' efforts to implement the APMBC and CCM. The statements have highlighted issues such as: building resilient communities by reducing the risks (through risk education), long-term support to affected individuals and communities (health and care, as well as economic and social reintegration), and the need for effective partnerships and cooperation.

*Resilience*, which demonstrated how continuous community-based approaches can support local populations living in weapon-contaminated areas.<sup>18</sup>

A number of **National Societies** also urged States to adhere to the APMBC and the CCM and to adopt appropriate national implementing laws. During the reporting period, such activities were reported by National Societies of the following countries: **Australia, Bulgaria, Canada, Colombia, Denmark, Finland, Lebanon, Nepal, Norway, Poland, Switzerland** and the **United Kingdom**. The **British Red Cross** also encouraged the United Kingdom to become a party to Protocol V of the CCW. Some other examples of National Society activities in this regard are given below.

*During the ratification process for the APMBC, the **Finnish Red Cross** gave both written and oral statements to the parliamentary committees on defence and on foreign affairs. In its statements, the Finnish Red Cross pointed out that the stockpiles Finland intended to maintain for training purposes were exceptionally high in relation to other State Parties. It also challenged some conclusions made in the government bill about the military utility of anti-personnel mines.<sup>19</sup> The final government bill on the ratification of the Convention in 2011 reflected numerous points raised officially by the National Society. Finland joined the APMBC in 2012.*

*Advocacy work done by the **Lebanese Red Cross** played an important role in the Lebanese government's decision to establish a national committee to raise awareness and to assist the victims of mines and cluster munitions, and to host the Second Meeting of States Parties to the CCM, which took place from 12 to 16 September 2011 in Beirut.*

*The **Colombian Red Cross**, in coordination with the ICRC, monitors the implementation of Law 1448/2011 (Victims and land restitution law) and makes technical recommendations on victim assistance, based on human rights law and IHL, to government institutions.*

In addition to these more specific advocacy activities, the **Belgian Red Cross, German Red Cross** and **Norwegian Red Cross** all reported a regular dialogue with their national authorities about efforts to universalize the APMBC and the CCM, raise awareness thereof and improve their implementation, for example through enhanced reporting by States Parties. The **British Red Cross** played an important role in encouraging Commonwealth Member States to adhere to the Conventions.

IHL dissemination and training sessions provided additional opportunities for National Societies to promote the relevant weapons treaties. During the reporting period, the **Australian Red Cross, Belgian Red Cross, Bulgarian Red Cross, Colombian Red Cross** (in partnership with the **Spanish Red Cross**), **Sierra Leone Red Cross Society** and **Norwegian Red Cross** all stressed the humanitarian impact of landmines, cluster munitions and other ERW in their dissemination activities with the armed forces and the general public. For example:

*In February 2010, the **Australian Red Cross** conducted a highly successful public awareness campaign, *Even Wars Have Laws*. The campaign focused on three key areas, one of which was the illegality of landmines and the terrible human suffering that they cause. It garnered significant national print, radio and television media attention. In 2012, the Australian Red Cross supported the international *Lend Your Leg* campaign nationwide to mark the United Nations International Day for Mine Awareness and Assistance in Mine Action.*

*The **Belgian Red Cross** organizes regular training sessions with the Belgian armed forces and the general public. In February 2010, it ran a day-long session on explosive remnants of war for a mainly military audience. In November 2010, it led a module on*

18. *The Road to Resilience* was published in June 2012 for Rio+20, which included a high-level multi-stakeholder side event organized by the Federation.

19. These arguments were based on the ICRC study *Anti-personnel Landmines: Friend or Foe? A study of the military use and effectiveness of anti-personnel mines*, whose conclusions were reaffirmed at the 2004 Review Conference of the APMBC.

*assistance for victims of anti-personnel mines, cluster munitions and other explosive remnants of war. A similar session was held in October 2012, in conjunction with Handicap International.*

*The **Bulgarian Red Cross** continued to incorporate the topic of the disastrous humanitarian impact of cluster munitions into its regular courses and seminars on IHL for commanding and staff officers from the national armed forces, law enforcement officials, representatives of State institutions and NGOs, Red Cross staff members and volunteers, journalists and university students. This series of training events included specialized presentations and case studies on the current prohibitions or restrictions on the use of methods and means of combat that might have indiscriminate effects, with an emphasis on the unacceptable harm to civilians caused by cluster munitions. This campaigning contributed to a positive outcome, when on 6 April 2011 Bulgaria ratified the CCM.*

In 2013 the **Norwegian Red Cross** launched a pilot project of advocacy workshops on arms issues. The first workshop, for National Societies from the Middle East and North Africa, will be run in Amman in November 2013 and will focus on implementation of the Movement Strategy, the subject of this report. The **Norwegian Red Cross** is also actively promoting the universalization of the UNCRPD and a disability-inclusive approach within the Movement, in a joint initiative with the **Australian Red Cross** and the **ICRC**.

### **1.3 Conclusions about promotion activities as part of the Movement Strategy**

The above-mentioned examples demonstrate that a number of National Societies are actively involved in promoting the relevant weapons treaties. If the humanitarian promise of the APMBC, the CCM and the CCW is to be fully realized, National Societies must remain fully engaged in promoting adherence to and implementation of these treaties. This includes monitoring States' compliance with the treaty prohibitions and clearance and stockpile destruction deadlines, and their commitment to victim assistance, as well as encouraging the provision of international assistance to meet those obligations (Movement Strategy 2.1.1). The Norwegian Red Cross's advocacy workshops will equip National Societies with useful skills and tools for implementing the Movement Strategy.

Despite the serious impact of explosive remnants of war on civilians, few National Societies seem to be promoting Protocol V of the CCW. The preventive effect of this treaty would be much greater if more States became parties and fully implemented the Protocol's requirements, particularly the obligation to record, retain and transmit information on the use of explosive ordnance during armed conflict. The ICRC stands ready to support National Societies in their efforts, including with the provision of information as required. It will also continue its efforts to actively promote this Protocol.

## **2. Preventing accidents and reducing the impact of weapon contamination**

### **2.1 Movement activities to prevent accidents and reduce the impact of weapon contamination**

The **ICRC's** weapon contamination programme encompasses incident-data gathering, risk education, risk reduction and clearance activities. In 2012, the ICRC was involved in such activities in 27 countries or contexts,<sup>20</sup> mostly together with National Societies. The ICRC is the only component of the Movement with the skills and capacity to carry out the clearance of mines and other explosive remnants of war. For example, during the reporting period, ICRC

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20. Armenia, Azerbaijan, Bosnia and Herzegovina, Cambodia, Colombia, Republic of the Congo, Côte d'Ivoire, Democratic Republic of the Congo, Georgia, Iran, Iraq, Jordan, Laos, Libya, Moldova, Nepal, Pakistan, the occupied Palestinian territory, Russia, Serbia, Syria, Tajikistan, Western Sahara, Viet Nam, Yemen and Zimbabwe.

weapon contamination staff: provided the first Explosive Ordnance Disposal (EOD) response in the areas of Brazzaville (Republic of the Congo) affected by the ammunition stockpile explosion, in close coordination with the United Nations Mine Action Service; were the first survey and EOD teams in Libya in 2011, where they destroyed or made safe over 3,000 items of ordnance; destroyed some 1,600 items of unexploded ordnance (UXO) in 26 communities in Missan province in southern Iraq; and trained the field engineering unit responsible for demining and UXO clearance in South Ossetia in survey and land release techniques. Being the only humanitarian organization working in mine action in Zimbabwe, the ICRC has also supported the national authorities in their efforts to develop their humanitarian demining capacity.<sup>21</sup>

**National Societies** have gained particular experience in risk education (RE) and some also conduct risk reduction activities.<sup>22</sup> These activities are often closely aligned with victim assistance. For example, collecting casualty data can assist in developing targeted weapon contamination programmes and victim assistance activities. RE activities can also provide a forum for tackling discrimination and promoting the social reintegration of mine and ERW survivors. Operating National Societies are often supported by participating National Societies or the ICRC in the implementation of their activities.

Risk education programmes were run during the reporting period in the following 22 countries or contexts: **Afghanistan, Albania, Angola, Cambodia (with Australian Red Cross and Norwegian Red Cross support), Colombia, Croatia, Democratic Republic of the Congo, Eritrea, Iran, Iraq, Laos, Libya, Mali, Morocco, Myanmar, Nepal, Pakistan, the occupied Palestinian territory, Sudan (with Qatar Red Crescent Society support), Syria, Tajikistan and Viet Nam.** Four examples of such RE activities are given below.

*The **Albanian Red Cross** is a valued partner of the Albanian Mines and Munitions Coordination Office when it comes to risk education and gathering data on weapon-related incidents in Albania. Risk education and community liaison activities are mainly conducted in areas where clearance operations are underway. In addition to presentations in community centres, special presentations are given to groups particularly at risk from ERW, such as schoolchildren, woodcutters, shepherds, collectors of medicinal herbs and gardeners. With the support of the **ICRC**, the National Society also runs a project to improve the first-aid skills of 100 EOD staff from the Albanian Armed Forces, 38 of whom had been trained as at June 2013.*

*Since 2005, the **Red Crescent Society of the Islamic Republic of Iran**, in conjunction with the **ICRC**, has provided RE to tens of thousands of Afghan refugees intending to return to Afghanistan. RE sessions are also run for people living in contaminated areas and pilgrimage caravans passing through those areas. In 2012, RE training was provided to 248,000 Afghan refugees returning to Afghanistan, almost 100,000 people from the Rahian Noor Caravan, and over 15,000 villagers, nomads and students across five provinces. In 2009, the National Society hosted a regional meeting on RE in cooperation with the National Societies of the Middle East and North Africa Zone.*

*During the second quarter of 2013, Iraq experienced flooding in areas contaminated by anti-personnel landmines, which were swept into residential areas. The **Iraqi Red Crescent Society** helped evacuate affected families from dangerous zones and provided emergency RE to a total of 4,250 beneficiaries. Outside of such emergencies, the National Society brings RE to schools, local communities and civil servants in weapon-contaminated areas and neighbouring zones in 15 provinces. Activities include lectures, exhibitions, workshops, summer camps and plays. The National Society discovered several weapon-contaminated areas while carrying out RE activities in local communities. These were reported to the civil defence agency for the purpose of clearance operations. More than 30 such operations were conducted in 2011 and 2012. The National Society provided first-aid teams to support the EOD teams during clearance operations and conducted RE sessions in parallel, erecting billboards and warning signs near contaminated areas.*

21. Further details about ICRC activities in this area can be found in the ICRC Special Reports on Mine Action of 2010, 2011 and 2012.

22. See paragraph 2.2.1 of the Movement Strategy for an explanation of these terms.



*Nepal has been declared "landmine-free" but is still affected by explosive devices, which continue to be used by armed actors. The **Nepal Red Cross Society**, with ICRC support, is the main provider of RE in the country, including through messages broadcast on the radio. In 2012, the insights gained from six years of RE activities by the National Society were compiled in a publication with ICRC assistance.*

At least eight National Societies carried out data collection in cooperation with the national authorities, namely the **Afghan Red Crescent Society, Armenian Red Cross Society, Colombian Red Cross, Red Cross Society of the Democratic Republic of the Congo, "Red Cross Society of Eritrea", Iraqi Red Crescent Society, Red Crescent Society of Tajikistan and Red Cross of Viet Nam**. For example:

*The **Afghan Red Crescent Society** RE programme gathers data and statistics regarding the location of mine/ERW accidents, prepares reports on contaminated areas, sketches the contaminated regions and sends the reports to the Mine Action Coordination Centre for Afghanistan to help in the clearance of those areas.*

Risk reduction is another important activity conducted by a number of National Societies, including the **Red Crescent Society of Azerbaijan (with German Red Cross support), Red Cross Society of Bosnia and Herzegovina, Cambodian Red Cross Society (with Australian Red Cross and Norwegian Red Cross support), Colombian Red Cross, Red Crescent Society of Tajikistan and Red Cross of Viet Nam**. Two examples are given below.

*The **Red Crescent Society of Azerbaijan**, with financial support from the **German Red Cross**, ran a Safe Play Areas project in 54 communities and villages along the frontline in Azerbaijan, which were selected following an assessment of mine and UXO casualty information. Since this operational partnership with various partners began in 2005, the number of accidents among children has dropped noticeably. Based on research done as part of the National Society's Weapon Contamination Programme, there are more than 15 communities and villages still to be covered by the project.*

*The **Cambodian Red Cross's** micro-finance programme (run with the financial support of the **Australian Red Cross** and the **Norwegian Red Cross** and the technical support of the ICRC) benefits not only landmine survivors but also people practising high-risk activities (wood and scrap metal collection, agriculture) in mine-contaminated areas and the poorest families and people with disabilities living there. With loans or funds from Red Cross branches and income-generation training, beneficiaries have been able to learn new skills and start their own businesses, such as grocery shops, food stalls, arable and livestock farming, soya bean production, mushroom planting, bike repairs, television repairs, barber shops, hairdressing and tailoring. This programme has benefited more than 2,500 individuals and their families since 2006, enabling people to make their own livelihood choices, change their behaviour, reduce their exposure to landmines and start home-based businesses to support their families.*

One National Society was engaged in marking activities during the reporting period, combined with other activities:

*In 2011, the **Red Cross Society of Bosnia and Herzegovina** marked risk areas with 416 mine warning signs, thus directly helping to achieve the goals of the National Mine Action Strategy in terms of urgent and permanent marking operations. The National Society also supported cross-border cooperation between Bosnia and Herzegovina and Croatia through a "Dinner against mines," involving the National Society and the Bosnia and Herzegovina Mine Action Centre on one side and the Croatian Mine Action Centre on the other.*

One participating National Society provided support for mine clearance and RE operations in another country:

*The Qatar government tasked the **Qatar Red Crescent Society (QRCS)** with supporting mine/ERW clearance along the Sudanese side of the Sudanese/Eritrean border. In February 2009, the QRCS signed a partnership agreement with the Sudanese National Mine Action Centre (NMAC) and the **Sudanese Red Crescent Society** covering mine/ERW clearance and risk education in the state of Kassala on the Sudanese/Eritrean border. Between 2009 and May 2011, the NMAC cleared over 2,800 mines and other ERW in Kassala. At the same time, Sudanese Red Crescent volunteers conducted risk education that targeted 53,000 people in Kassala.*

## **2.2 Conclusions and lessons learned from work on preventing accidents and reducing the impact of weapon contamination**

The **ICRC** and **National Societies** continue to work together in the spirit of the Movement Strategy. National Societies clearly have an important role to play in national mine action strategies and all Movement players should maintain their efforts to ensure that the potential of National Society involvement is clearly understood by national authorities, the United Nations and donors. That role is clearly focused on risk reduction and education, preferably incorporated into other networks such as first aid and tracing.

The other important lesson that has become increasingly clear is that it is critical that the ICRC and National Societies cooperate in weapon contamination emergencies. There are several clear examples of this. In Libya, the National Society, after some basic training, provided the survey teams that identified the EOD tasks for the ICRC teams. This partnership was critical to the success of the clearance operation, which continued for over a year. In the Republic of the Congo, following the explosion at a major ammunition storage depot, National Society staff performed several key roles alongside ICRC clearance operations. They provided emergency RE and, after basic training, conducted visual searches as part of Battle Area Clearance. Their efforts to identify items of ordnance posing a threat to the population facilitated the work of the ICRC EOD team, thereby enabling large areas to be cleared, including the hospital.

## **3. Providing assistance for victims**

### **3.1 Key developments**

Since the adoption of the revised Movement Strategy in November 2009, the key development in terms of victim assistance has undoubtedly been the impact of the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD). Participation in this Convention has grown quickly, with 132 States Parties and another 33 signatories as at June 2013. By underlining the importance of respecting human rights in the process of assisting survivors of weapon contamination and their families, the UNCRPD should shape how affected States meet their respective responsibilities under the APMBBC, the CCM and Protocol V to the CCW. The UNCRPD is also likely to increasingly influence the victim assistance activities of components of the Movement, as described in the position paper 'Disability Inclusion in the Red Cross Red Crescent Movement,' which is also presented to the 2013 Council of Delegates.

### **3.2 Movement activities in support of victim assistance**

In addition to the provision of emergency and surgical care, the **ICRC Physical Rehabilitation Programme (PRP)** and the **ICRC Special Fund for the Disabled (SFD)** are renowned worldwide for their victim assistance activities, notably in the field of physical rehabilitation. The two programmes provide similar forms of support but the specific needs

and political context primarily determine which channel is used in a given situation.<sup>23</sup> During the reporting period, the PRP assisted annually up to 96 projects in 27 countries and in one territory, while the SFD assisted annually up to 64 projects in 32 countries. Countries supported by the PRP and SFD included 18 of the 28 States party to the APMBC that have acknowledged responsibility for significant numbers of landmine survivors. The programmes also provided support in countries that are not party to the APMBC or the CCM, but which have victims of weapon contamination requiring assistance (including the Democratic People's Republic of Korea, India, Myanmar, Pakistan, Sri Lanka and Viet Nam). During the reporting period, the PRP and the SFD provided more than 10,000 prostheses and or those per year specifically to mine/ERW survivors, ensured access to physiotherapy for over 10,000 survivors per year and provided hundreds of wheelchairs and walking aids. Further details about ICRC victim assistance activities can be found in the ICRC Special Reports on Mine Action of 2010, 2011 and 2012.

A number of **National Societies** are directly involved in victim assistance activities, either in conjunction with the ICRC, other National Societies, or on their own initiative. At least four National Societies are involved in data collection for the purpose of victim assistance efforts: the **Afghan Red Crescent Society**, **Albanian Red Cross**, **Red Cross Society of Georgia** and **Russian Red Cross Society**. The **Lao Red Cross** and **Red Cross of Viet Nam** both conduct first-aid training in weapon-contaminated areas to improve the emergency response. The **Afghan Red Crescent Society** and **Nepal Red Cross Society** conduct awareness-raising activities on the needs of victims, their rights and entitlements, which also helps tackle discrimination against mine survivors and other disabled people. The **Angola Red Cross**, **Indian Red Cross Society**, **Lao Red Cross** and **Nepal Red Cross Society** facilitate victims' access to services and entitlements provided by the government, the ICRC and NGOs. Financial support provided by the **Qatar Red Crescent Society** enabled the construction and equipping of a gymnasium hall at the rehabilitation centre in Kassala, Sudan, while the **Red Crescent Society of the Islamic Republic of Iran**, **Myanmar Red Cross Society** and **Somali Red Crescent Society** (with **Norwegian Red Cross** support) all run physical rehabilitation centres or hospitals, whose beneficiaries include mine/ERW victims. More details on two of these programmes are given below.

*The **Myanmar Red Cross Society** and the **ICRC** manage the Hpa-an Orthopaedic Rehabilitation Centre in Kayin state. The Centre has 51 beds for amputees and produces up to 900 prostheses annually. It also provides gait training, walking aids, wheelchairs for bilateral amputees and accessory items as required. Outreach services are provided for remote areas. All services, including transportation, accommodation and food, are provided free of charge.*

*The **Somali Red Crescent Society** runs Keysaney hospital, which is one of two hospitals in Mogadishu where most weapon-wounded casualties are treated. The **ICRC** provided both hospitals with medical supplies, equipment, funds, specialist surgical training and supervision, and infrastructure maintenance. The Somali Red Crescent Society, supported by the **Norwegian Red Cross** and the **SFD**, also runs three rehabilitation centres for disabled and war-wounded people in Mogadishu, Galkayo (Puntland) and Hargeisa (Somaliland). In Hargeisa, this is the only source of assistance for mine/ERW survivors. Norwegian Red Cross support has included meeting all the personnel and administration costs of all three centres. Referral systems that involve hospitals and local doctors have been put in place in all three centres.*

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23. Physical rehabilitation is an indispensable element in ensuring the full participation and inclusion in society of people with disabilities, including survivors. It includes the provision of mobility devices such as prostheses, or those, walking aids and wheelchairs together with the therapy that will enable people with disabilities to make the fullest use of their devices. Restoration of mobility through the use of such devices is the first step towards enjoying such basic rights as access to food, shelter and education, finding a job and earning an income, and, more generally, having the same opportunities as other members of society. These mobility devices are about giving people with disabilities equal opportunities as they facilitate participation in education, work, and family and community life.

In addition to these activities, at least five National Societies are involved in micro-credit or income-generating activities for victims of landmines, cluster munitions and ERW: the **Red Cross Society of Georgia, Nepal Red Cross Society, Russian Red Cross Society, Sudanese Red Crescent Society** (with **Qatar Red Crescent Society** support) and **Red Cross of Viet Nam**. During the reporting period, the **Red Cross Society of Bosnia and Herzegovina** also distributed assistance (food, hygiene parcels and assistive devices) to mine victims.

Holistic victim assistance programmes comprising several of the above aspects are run by the **Cambodian Red Cross, Colombian Red Cross** and **Iraqi Red Crescent Society**. More details are given below.

*With over 64,000 recorded mine/ERW victims in Cambodia, the **Cambodian Red Cross** has one of the most extensive victim assistance programmes in the RC/RC network. The National Society's Community-Based Mine Action Programme receives financial support from the **Australian Red Cross** and **Norwegian Red Cross**, and technical support from the **ICRC**. Under this programme, the National Society provided emergency care to 75 mine/ERW survivors during the reporting period, before referring them to appropriate health-care services. Red Cross branches also play an active role in identifying people with physical disabilities living in remote areas, who are referred to physical rehabilitation centres to receive further assistance (625 such referrals during the reporting period). Selected mine/ERW survivors also benefit from micro-finance projects (see section 2.1 - risk reduction above).*

*The **Colombian Red Cross** has a comprehensive victim assistance programme, which is supported by the **ICRC** and the **Norwegian Red Cross**. It provides community-based first-aid training in 12 regions, gathers accident information and helps victims with transport, medical and accommodation costs during the emergency, surgical and recovery phases, as well as offering aid to affected families. The National Society advises survivors, affected families or communities, and health and government institutions on victims' rights and procedures for accessing State services. It also provides psychosocial support to the survivors and their relatives. This work is complemented by activities to promote social and economic reintegration, which include identifying government training programmes on economic activities and supporting labour reintegration. Survivors and their relatives also receive school kits to assist with their education.*

*Under the **Iraqi Red Crescent Society's** Plan for Victim Assistance 2013-2017, services have been stepped up in the areas of: education and awareness-raising; emergency and ongoing medical care; psychosocial support; training for skills and education; micro-credit projects for disabled people; advocacy for people with disabilities and their special needs; and advocacy with the authorities for more effective policies. During the reporting period, National Society volunteers conducted a nationwide needs assessment. As a result, support will be extended to 2,500 families from landmine-contaminated regions over the next five years.*

In addition to these examples of direct assistance, indirect assistance provided by various National Societies, such as to disabled people generally, or through programmes to improve access to emergency care or enhance the general health system, can help improve the situation of individuals and communities in mine/ERW-affected areas. For example, the **Lao Red Cross** blood donation programme (which is supported by the Global Fund, the **German Red Cross** and the **Japanese Red Cross** through the **Federation**) ensures an adequate and safe supply of blood for victims of mines, cluster munitions and other ERW, among others in need. Community health-care services provided by the **Lao Red Cross**, with the support of the **Swiss Red Cross**, are of particular importance in Xieng Khouang province, which has the second highest incidence of cluster munition contamination. Similarly, a **German Red Cross** programme in Sri Lanka has been providing support to internally displaced people and returnees, including support for housing and livelihoods, awareness-raising and social reintegration. Many beneficiaries are from communities affected by weapon contamination.

Such broader development assistance is an effective way to provide long-term and sustainable support for mine/ERW-affected people and communities. For this reason, the

ICRC and the SFD advocate a “twin-track” approach to victim assistance, whereby assistance is integrated into the broader disability or development frameworks, but specific assistance remains available for mine/ERW-affected individuals, families and communities, based on needs assessments.

### **3.3 Conclusions – Victim assistance efforts**

The above summary demonstrates that the ICRC (and SFD) and a number of National Societies remain directly or indirectly engaged in victim assistance activities in accordance with the Movement Strategy. The ICRC believes that these activities could nevertheless be expanded, especially in countries where there are many victims of mines, cluster munitions and other ERW. While the components of the Movement retain specific areas of specialization and cannot fulfil all needs, close cooperation and advocacy with the relevant government agencies to ensure access to services remain essential.

As the components of the Movement gain more experience in the field of victim assistance, lessons learned can be pooled and shared. One such lesson is the importance of close coordination and a Movement-wide approach. Another is the need to include affected individuals and communities in the programmes. Economic reintegration is also a very important objective and often a priority for mine/ERW survivors. Finally, the UNCRPD should shape all the victim assistance activities carried out as part of the Strategy.

## **4. Future opportunities and challenges**

Two important events to be held in the coming years are of direct relevance to the implementation of the Movement Strategy. From 29 June to 4 July 2014, the Third Review Conference of the APMBBC will take place in Maputo, Mozambique. In 2015, the First Review Conference of the CCM will be held at a time and date to be determined. These events are an opportunity to take stock of the status of universalization and implementation efforts under these Conventions, including the Movement’s contributions to these efforts. They also provide an opportunity for the Movement to influence the future processes of these Conventions, share its experiences and raise the profile of its important work in the fields of promotion, weapon contamination and victim assistance. The ICRC encourages National Societies to consider participating in these Conferences and to explore avenues to pursue discussions with their governments as they prepare for these events.

One potential challenge to the Movement’s work on landmines, cluster munitions and other ERW is the risk of States’ waning interest in the Conventions, in the face of a perception that these weapons are now “yesterday’s issue.” The Movement must remind States, based on its extensive experience of working in landmine- and ERW-affected communities and with the victims of these weapons, that they unfortunately very much remain “today’s issue” in many countries, and that much more needs to be done to reduce the human suffering they cause.

Another issue of concern is that in today’s economic climate it is becoming increasingly difficult to obtain funding for weapon contamination and victim assistance activities – even though mine action funding globally has remained relatively high. One possible future challenge is therefore securing adequate funding for the Movement’s work in this field. Effective and creative solutions may need to be found, while maintaining and even increasing contributions by participating National Societies to the ICRC Special Appeal on Mine Action (which every year has a funding shortfall)<sup>24</sup> would be very welcome. The Movement’s

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24. Four participating National Societies (German Red Cross, Japanese Red Cross, New Zealand Red Cross and Norwegian Red Cross) regularly contribute to the ICRC Special Appeal on Mine Action, which supports the ICRC weapon contamination and physical rehabilitation programmes. Others, such as the Finnish Red Cross, assist in securing and channelling government funds for the ICRC Special Appeal.

components should also continue to advocate for increased national and international resources to support programmes for mine/ERW-affected individuals, families and communities.

With a view to improving efficiency and increasing impact, the ICRC is involved in discussions with some States on maximizing the synergies between victim assistance work under the APMBC, the CCM and Protocol V to the CCW, as well as under the UNCRPD. Similar discussions are also underway to reduce duplication in meetings on clearance, victim assistance, cooperation and assistance. The possible "streamlining" of work on these issues and coordination of meetings will be important topics for both the APMBC Review Conference in 2014 and the CCM Review Conference in 2015. Connected with these steps, and consistent with current practice already in the field, the ICRC expects to increasingly advocate for a "global approach" to victim assistance, clearance and cooperation and assistance, coupled with a focus on regional meetings of experts to try to improve intra-regional cooperation. A regional workshop on victim assistance is already planned for African states in 2014 (to be co-hosted with the African Union) and other possibilities are being discussed.

What is certain is that, as this report shows, the Movement is already doing a great deal of good work on the issues of landmines, cluster munitions and other ERW, but that its commitment and engagement on these issues must continue. The ICRC will continue discussions with the Federation and other partners as to how to best harness and record those efforts in future, and encourages all the components of the Movement to regularly submit information to the ICRC on their activities for reporting and monitoring purposes.

**Glossary of terms**

APMBC	Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction (Anti-Personnel Mine Ban Convention)
CCM	Convention on Cluster Munitions
CCW	Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects
EOD	Explosive Ordnance Disposal
ERW	Explosive Remnants of War
IEDs	Improvised Explosive Devices
Protocol II	Protocol (to the CCW) on Prohibitions or Restrictions on the Use of Mines, Booby-Traps and Other Devices, as amended on 3 May 1996
Protocol V	Protocol (to the CCW) on Explosive Remnants of War
RE	Risk Education
SFD	ICRC Special Fund for the Disabled
UXO	Unexploded Ordnance
UNCRPD	United Nations Convention on the Rights of Persons with Disabilities