

Section 6. Demining, Mine Victims Assistance, and Assistance for Demobilized Soldiers

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1. Antipersonnel mines

1-1 Background

An enormous number of antipersonnel land mines have been planted around the world. Especially after the end of the Cold War era, such land mines have been heavily used in regional conflicts since they are inexpensive to manufacture. Experts say that at present, a total of more than 100 million mines have been planted in over 60 countries, including Cambodia, Bosnia and Herzegovina (BH), Angola, and Mozambique, with some two to five million mines added to the total every year. Every month, more 2,000 people are killed or injured by these mines. The total of those injured throughout the world is estimated at 250,000. Experts say an average of more than 3,000 dollars is required for each victim for surgical operations, prosthetics and rehabilitation. They say that a mine costs just three to ten dollars to purchase, but 300 to 1,000 dollars to remove.¹

There are two types of demining operations; military demining and humanitarian demining. Military demining removes only the verified mines in strategically important areas or places that have a military purpose, with a mine clearance standard of 80% removal. Humanitarian demining, on the other hand, involves the clearance of all kinds of explosives and combustibles, including land mines and unexploded ordnances (UXO) with an accuracy requirement of 99.6%.² Its purpose is to allow residents to return to mine free areas for living, farming and development.

International communities have been dealing with this problem. The Government of Canada in October 1996 hosted an international strategy conference aimed at a global ban on anti-personnel mines, paving the way for the Ottawa Process. Through this process, the Convention on the Prohibition of the use, stockpiling, production and transfer of antipersonnel mines and on their destruction (Ottawa Treaty) was drafted. The conven-

tion was signed in Ottawa in December 1997, and came into effect on March 1, 1999.³

Japan, for its part, hosted a Tokyo Conference on Antipersonnel Landmines in March 1997. Then, when signing the Ottawa Treaty, Japan announced a “Zero Victims Program,” in which Japan committed itself to working toward the goal of zero victims of landmines. In the announcement, Japan emphasized that it would take a comprehensive approach, in which working toward a universal ban on anti-personnel mines on the one hand and strengthening assistance in demining activities and support for mine victims on the other were inseparable. To this end, Japan pledged to provide some 10 billion yen in assistance over five years. Specifically, Japan said it would provide grant aid in three general areas: i) support for improving facilities and equipment for demining, ii) technical assistance concerning prosthetics and orthotics and vocational training, and iii) the provision of facilities and equipment for medical treatment and rehabilitation.

Japan allocated 2.2 billion yen in grant aid for the “Zero Victim Program” in the fiscal 1999 budget⁴. In the fiscal 2000 budget, Japan increased fivefold the amount of grant aid for grassroots projects to NGOs which operate in the field of land mines—from 20 million yen to 100 million yen, and personnel expenses and other service-related expenses could also be included in this budget. In a related development, Japan emphasized its commitment to tackling the issue of antipersonnel mines in the ODA mid-term policy released in August 1999.

1-2 Situation analysis

1-2-1 Overview/Situation of landmines, demining and victims

The legacy of more than two decades of civil war since 1970 has left an enormous number of land mines

¹ UNICEF website.

² International Standards for Humanitarian Mine Clearance Operations Set by the UN.

³ The convention not only calls for the prohibition of the use, stockpiling, production and transfer of antipersonnel mines and for their destruction, but it also stipulates international cooperation and assistance in demining and victim support. The convention is considered to constitute a total ban with virtually no exemptions.

⁴ In fiscal 2000, 2.7 billion yen was appropriated for this purpose.

Table 6-1 Minefields in Cambodia

Type of minefield	Number of minefields	Area (in square kilometers)
Identified Area: an area where mines are presumed to exist	554	1373.8km ²
Verified Areas: an area where the existence of mines has been verified	830	609km ²
Marked Area: an area that has been marked as a minefield	465	123.8km ²

Source: Data from CMAC

Table 6-2 Trends in Landmine/UXO Casualties

Year	1997	1998	1999	2000 (until June)
Number of mine casualties	1732	1742	1019	492
Monthly average	144	145	85	82

Source: Monthly Mine Incident Report (2000)

Table 6-3 Data Concerning Mine Casualties

(July 1999 - June 2000)

Breakdown of the casualties	Injuries: 55%, Amputees: 26%, Death: 19%
Type of victim	Civilians: 91%, Military personnel: 9%
	Men: 63%, Children*: 30%, Women: 7%
Mines and UXO	Mines: 58%, UXO: 42%

* Below 18 years of age.

Source: Monthly Mine Incident Report (2000)

Table 6-4 Amputees

(for every 100,000 people)

	Entire country		Phnom Penh		Other urban areas		Rural areas	
	Percentage of all the disabled	Incidence for every 100,000 people	Percentage of all the disabled	Incidence for every 100,000 people	Percentage of all the disabled	Incidence for every 100,000 people	Percentage of all the disabled	Incidence for every 100,000 people
Both sexes	22.0	479	14.9	252	24.0	525	22.5	502
Male	27.0	799	19.4	392	29.8	938	27.2	831
Female	13.1	190	8.9	123	12.2	165	13.6	201

Source: Ministry of Planning (1998), Amakawa (2000)

planted throughout Cambodia as shown in Table 6-1.⁵ These mines constitute an impediment to economic activities and a threat to people's lives. The mines come in a variety of type, with some made in the US, China, Vietnam, the Soviet Union, Yugoslavia, Bulgaria, and other countries. Experts say that roughly speaking, US-made mines were laid during the Lon Nol regime, Chinese mines during the Khmer Rouge regime, and Vietnamese mines during the Heng Samrin regime.

Although the annual number of mine victims has been on the decline over the past few years as shown in Table 6-2, the cumulative total of such victims in Cambodia is estimated at 40,000.⁶ The majority of the victims belong to the productive age bracket of 19-55 years of age. This means that there is a heavy burden on the victim's families (see Table 6-3, 6-4, 6-5).

The province that saw the most mine casualties between January 1999 and June 2000 is the Province of Battambang, followed by Banteay Meanchey, Oddar Meanchey, and Krong Pailin. As for UXO casualties, Battambang tops the list, followed by Prey Veng, Siem Reap, Kampong Cham, and Banteay Meanchey.⁷

1-2-2 Cambodia Mine Action Centre (CMAC)

The Cambodia Mine Action Centre (CMAC) was established in June 1992 as an autonomous national body by the Cambodia Supreme National Council (SNC) with the full support of the United Nations Transitional Authority in Cambodia (UNTAC). After the withdrawal of UNTAC from Cambodia in 1993, CMAC was re-launched as a government agency of the Kingdom of

⁵ The Cambodia Mine Action Center (CMAC) estimates the number of land mines at four to six million.

⁶ According to the Landmine Monitor Report 2000 by ICBL, 40,312 were victimized by landmines by the end of 1999, and 130,709 people were killed by landmines between January 1979 and the end of 1999. Therefore, landmine casualties in Cambodia total about 25,000 as of the end of 1999.

⁷ Monthly Mine Incident Report (2000)

Table 6-5 Causes of Disabilities

(Unit: %)

	Entire country	Phnom Penh	Other cities	Rural areas
Both sexes				
Congenital	24.8	30.7	13.4	25.7
War/conflict	12.7	11.6	16.4	12.3
Mine detonation	8.0	6.7	10.7	7.8
Disease	30.0	21.4	30.8	30.7
Accidents	13.0	16.0	14.2	12.6
Other causes	6.2	4.5	8.6	6.0
Unknown	5.3	9.1	5.8	4.9
Total	100.0	100.0	100.0	100.0
Male				
Congenital	19.8	23.8	10.5	20.7
War/conflict	18.3	16.2	21.0	18.2
Mine detonation	11.5	7.9	16.0	11.1
Disease	27.1	22.9	26.4	27.5
Accidents	13.7	14.5	15.8	13.4
Other causes	4.4	5.6	3.8	4.4
Unknown	5.2	9.0	6.4	4.7
Total	100.0	100.0	100.0	100.0
Female				
Congenital	33.9	39.9	19.3	35.1
War/conflict	2.3	5.5	7.0	1.3
Mine detonation	1.7	5.1	-	1.5
Disease	35.2	19.2	39.7	36.5
Accidents	11.7	18.0	11.0	11.1
Other causes	9.5	3.0	18.3	9.1
Unknown	5.7	9.2	4.6	5.4
Total	100.0	100.0	100.0	100.0

Source: Ministry of Planning (1998), Amakawa (2000)

Cambodia by a Royal Decree issued in November. A trust fund for CMAC was established at UNDP, which had taken over the responsibility for UN finance and management that had been borne by the UN Secretary-General and UNTAC. As a national institution placed under the prime minister, CMAC has a governing council that supervises CMAC activities and has a policy-making function.

The Cambodian government provided CMAC with a total of about one million dollars between 1993 and 1998 and with a 59-hectare tract of land in Kampong Cham Province as a CMAC training center and another tract of land in Phnom Penh for the CMAC headquarters. Goods imported by CMAC are tax-exempt.

CMAC's main functions are: i) mine awareness, ii) mine verification, iii) mine clearance, and iv) training for mine clearance. CMAC allocates about 90% of its budget for mine clearance, 7% for mine verification, 2%

for mine training and 1% for mine awareness.⁸ With a total staff of 3,034 (of which 279 are at the headquarters), CMAC has the following units:

- Platoons (29 staff per platoon): 67 units
- Mine/UXO awareness teams (5 staff per team): 12
- Mine marking teams: 12
- Community mine marking teams: 13
- Explosive ordinance disposal teams: 8
- Mine clearance machinery unit: 1

* CMAC also has 25 mine detection dogs.

CMAC is in the process of structural reform, reducing the total number of staff to 2,666 (of which 169 will be at the headquarters) and cutting the number of foreign experts as well.

According to a CMAC announcement in July 2000, CMAC has cleared 495 minefields covering a total area of 75.98 square kilometers. The number of mines removed is shown in Table 6-6.

⁸ Landmine Monitor- Cambodia Country Report, <http://www.icbl.org/lm/1999/english/cambodia.html>

Table 6-6 Number of Mines Removed

Antipersonnel mines	112,067
Anti-tank mines	1,911
UXO	558,715
Fragments	220,185,760

Source: Data from CMAC

1-2-3 Activities of the Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation

When the new government was inaugurated in December 1998, the Ministry of Social Affairs, Labor and Veteran Affairs was reorganized into the Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation (MoSALVY). The MoSALVY comprises the minister, secretaries of state, a cabinet, under secretaries of state, and four departments: the Directorate of Administration and Finance, the Directorate of Social Affairs and Youth Rehabilitation, the Directorate of Labor and Vocational Training, and the General Inspection. MoSALVY's mission is to achieve the socioeconomic development of Cambodia and eradicate poverty through:

- (i) developing a system to monitor the national strategy and social services designed to meet the needs of the socially vulnerable, including orphans, the homeless, people with disabilities, the elderly, prostitutes, and victims of human trafficking.
- (ii) establishment of a labor management system designed to promote investment, create jobs, and boost productivity.

The MoSALVY says that it also addresses unemployment, insufficient healthcare and educational facilities, HIV/AIDS, human trafficking, drugs, juvenile delinquency, food shortages, and human rights violations. The ministry's mandate does not explicitly include support for landmine victims. However, as the MoSALVY emphasizes assistance for the disabled and covers unemployment, it is apparent that the ministry should play a central role in the rehabilitation and vocational training of mine victims.

1-2-4 Japan's assistance

Japan has so far made firm commitments to address

Table 6-8 Contributions to the UNDP Trust Fund for CMAC

up to January 2000

(Unit: US dollars)

Australia	10,787,606
Belgium	1,850,516
Canada	3,430,505
Denmark	4,331,464
Finland	1,044,010
Japan*	6,900,000
The Netherlands	9,358,545
New Zealand	638,591
Norway	1,963,839
Sweden	9,024,637
Switzerland	67,362
UK	4,419,051
US	910,189
Total	54,72,315

* Japan had contributed a total of 7.8 million dollars by May 2000.

Source: Data from UNDP

the landmine issue on a policy level. As mentioned earlier, Japan hosted a Tokyo Conference on Antipersonnel Landmines, launched a "Zero Victim Program," and pledged to provide 10 billion yen in assistance over five years to finance the program. As part of this initiative, Japan has extended assistance to Cambodia in various ways (see Table 6-7).

1-2-5 Assistance by other donors and NGOs

Many other donors provide funds, experts, and equipment to CMAC. The CMAC budget is mostly funded by the UNDP Trust Fund for the center, to which nearly 20 donors contribute (see Table 6-8). The EU, Germany and some others contribute directly to CMAC.

Many foreign experts have been sent to CMAC so far (see Table 6-9). CMAC plans to reduce the number of such experts in line with its policy of streamlining and to "Cambodianize" itself.

Regarding the provision of equipment, Finland has supplied two units of Flail-type mine clearance machinery. The United States has contributed vehicles and equipment for demining. Japan has supplied brush cutters, mine detectors, vehicles, etc.

Apart from CMAC, NGOs such as the Halo Trust, MAG,⁹ and CIDEV¹⁰ are engaged in demining activities.

Because the Cambodian government is not suffi-

⁹ Mine Advisory Group, a British NGO

¹⁰ A French-led NGO

Table 6-7 Japan's Assistance to Cambodia in the Field of Antipersonnel Landmines

	Financial Contribution	Bilateral Aid	Assistance through NGO
Assistance for Demining	<ul style="list-style-type: none"> • Funding to CMAC (a total of 7.8million dollars*) 	<ul style="list-style-type: none"> • Grant Aid "The Project for Improvement of Equipment for Demining Activities" (1999 470million yen) • Grant Aid "Project for Improvement of Equipment for Demining Activities Phase II" (2000 330million yen) • Dispatch Expert "Senior Technical Advisor Information System" (1999, 2000) • Dispatch Expert "Senior Advisor Maintenance and Transport" (2000) 	<ul style="list-style-type: none"> • Grass root Aid "Project to Assist Partial mechanization and Promotion of Humanitarian Demining" (FY1998 Halo Trust**) • Grass root Grant Aid "Project to Provide Four-wheel Drive Vehicles for supporting Humanitarian Demining Activities" (FY1999) • Grass root Grant Aid "Project to Support the Field Evaluation Test of Bush Cutting Machine for Humanitarian Demining Part I" (FY1999) • Grass root Grant Aid "Project to Support the Field Evaluation Test of Bush Cutting Machine for Humanitarian Demining Part II" (FY1999)
Support for mine victims		<ul style="list-style-type: none"> • Grant Aid "The Project for Improvement of Medical Equipment of the Siem Reap Hospital" (2000 110million yen) 	<ul style="list-style-type: none"> • Grass root Grant Aid "Project for Supporting Provincial Hospitals in Battambang and Banteay Mean Chey Provinces" (FY1995) • Grass root Grant Aid "Project for Providing Medical Equipment to Battambang Hospital" (FY1995) • NGO Subsidies "Medical Services for Landmine Victims" (FY1998)
Rehabilitation and vocational training		<ul style="list-style-type: none"> • Dispatch Expert "Social Affairs Administration Advisor" (1999) • Country Focused Training "Social Welfare Administration" • Japan Overseas Cooperation Volunteers "Primary School Education" to the Orphanage under MOSLAVY (1998, 2000) 	<ul style="list-style-type: none"> • Grass root Grant Aid "Cambodia Trust" (FY1992) • Grass root Grant Aid "Setting up Printing House for Disabled" (FY1994) • Grass root Grant Aid "The Construction of National Center for Disabled Persons" (FY1995) • Grass root Grant Aid "Project to Provide Vehicles for Outreach Programme for Landmine Victims" (FY1998) • NGO Subsidies "Provision of Prosthetics and Rehabilitation Training for landmine Victims" (FY1992, FY1993) • NGO Subsidies "Vocational Training for People with Disabilities" (FY1994-1997) • Community Empowerment Programme "Model Social and Mental Health Services" (FY1998) • Community Empowerment Programme "Integrated Approach to the Rehabilitation of Disabled people in Cambodia through the Development of Provincial Rehabilitation Center in Siem Reap" (FY2000-FY2003, HI***)
Mine awareness education etc.	<ul style="list-style-type: none"> • Funding to CMAC (a total of 7.8million dollars****) • Funding to UN trust fund for land mine issue (600,000dollars for mine awareness program carried out by UNICEF) 		<ul style="list-style-type: none"> • Grass roots Grant Aid "Human SocioEconomic Impact of Landmines Support" (FY1995)

* The cumulative total until May 2000 (including funds for mine awareness education)

** A British NGO.

*** Handicap International, an NGO of French origin.

**** Including mine clearance.

Source: Compiled by the author

Table 6-9 Number of Foreign Experts in CMAC

as of October 3, 2000

Department	Country/organization of origin (No.)
Administration	UNDP/UNOPS (1); UNV (1); UK (1)
Operation	UNICEF (1); Finland (4), Sweden (7), The Netherlands (2), Belgium (3)
Logistics	Switzerland (1), New Zealand (1), Japan (2), Australia (1)
Finance	Canada (1), UNV (1)
Planning	NPA* (2)
Internal audit	France (1)
Training center/platoons	New Zealand (1), NPA (1)
Total	32 (Breakdown: UNDP/UNOPS (1), UNV (2), UK (1), UNICEF (1), Finland (4), Sweden (7), The Netherlands (2), Belgium (3), Switzerland (1), New Zealand (2), Japan (2), Australia (1), Canada (1), NPA (3), and France (1))

* Norwegian People's Aid, a Norwegian NGO

Source: Data from CMAC

ciently organized to support the rehabilitation of mine victims, multilateral donors and NGOs play a central role in this area, with the Disability Action Council (DAC)¹¹ acting as the coordinator. The International Committee of the Red Cross (ICRC), UNICEF, HI, and the Cambodia Trust play a major role in this area. ICRC supplies prosthetics and orthotics and provides training on how to use them. UNICEF provides wheelchairs, scholarships and other items. HI provides prosthetics and orthotics and carries out socioeconomic rehabilitation projects. The Cambodia Trust supplies prosthetics and orthotics.

1-3 Main agenda

1-3-1 Organizations carrying out demining

Last year, there was an argument concerning alleged corruption of CMAC and irregularities in connection with the transfer of tracts of land that had already been demined. In response to such criticism, an external audit was introduced to strengthen the management system of CMAC, and a Land Use Planning Unit (LUPU)¹² was established in order to make transparent the process of choosing the minefields for clearance. In a related development, CMAC is now conducting a national level I survey¹³ with the assistance of Canada. This survey is expected to contribute to the process of formulating

CMAC's demining plans.

Nonetheless, the process of disbursement of donor contributions to the UNDP Trust Fund for CMAC remained very slow.¹⁴ CMAC, which depended on external funds for more than 90% of its budget, remained in financial difficulties. On October 13, 2000, CMAC faced a financial crisis and announced the following measures:

- (i) To suspend most of CMAC's demining activities,
- (ii) To lay off 1,937 employees, which accounted for two-thirds of the CMAC staff, subject to one month's prior notice, and to put the other employees on a monthly contract.

In response, UNDP convened a donor meeting. Representatives of many donors expressed concern about the decisions made by CMAC, citing the following factors:

- (i) The decisions would undermine the demining experience that had been accumulated so far.
- (ii) The staff has excellent demining skills.
- (iii) The dismissed employees would have difficulty finding a new job.
- (iv) CMAC was expected to receive fresh contributions from donors.
- (v) The upcoming national symposium on mine clearance was expected to discuss all the problems CMAC was facing.

UNDP also asked Cambodia's Ministry of Economy

¹¹ The council has developed from a task force that the MoSALVY and 35 NGOs set up in 1995 to draft a national policy on the rehabilitation sector and implement appropriate services for the disabled based on such a policy.

¹² LUPU: A provincial organization that coordinates consultations on land use plans (at present, plans to choose priority minefields) among CMAC, regional administrative bodies, and international NGOs at the provincial or district level.

¹³ A preliminary survey to identify minefields.

¹⁴ According to the update from Embassy of Japan to Cambodia, CMAC is now in a tight financial squeeze. Although Japan has just made its contribution for this fiscal year, CMAC has asked Japan for an additional, emergency contribution. Japan is now considering to support local DU directly through grant assistance for grassroots projects or to utilize counterpart funds.

Table 6-10 A Comprehensive Approach to the Problem of Antipersonnel Mines

Approach		Specific measures
Institutional approach	Tightening control	- Tightening control over illegal trafficking, production, and use of antipersonnel mines; strengthening the legal framework, if necessary - Urging countries in the world to sign the Antipersonnel Mines Convention (Ottawa Treaty)
Field approach	Demining	- Developing systems to carry out demining - Creating a landmine database - Detecting, removing and disposing of mines
	Victim assistance	- Creating a database, including maps showing the distribution of mine victims across the country; reinforcing the system for emergency medical care - Reinforcing the system for surgical operations - Reinforcing the system for medical rehabilitation
	Reintegration and vocational training	- Offering programs to reintegrate mine victims into society
	Mine awareness	- Education to reduce the number of mine victims
	Consideration for landmines	- Planning and implementing projects with due consideration to the problem of antipersonnel mines
Social approach	International awareness building	- Raising international awareness through the media
Policy approach	Raising the awareness of the recipient country	- Consultations in a policy dialogue

Source: Compiled by the author

and Finance and donors for additional contributions, but could not secure firm commitments.

In another development, Cambodia established the Cambodia Mine Action and Victims Assistance Authority (CMAA) in accordance with the Royal Decree dated September 4, 2000. CMAA has, as its mandate:

- To control activities for mine clearance and mine victim assistance,
- To represent the Cambodian government and act as the interested party in external negotiations and contracts in the sector concerned,
- To draft a policy for demining activities and a mid-to long-term plan,
- To supervise demining activities by CMAC, other government agencies, and NGOs,
- To create a landmine database, and
- To draft land use plans for tracts of land that have been cleared of landmines.

The relationship between CMAA and CMAC is unclear. Japan needs to take into account the developments in CMAC and decide on its assistance policy in the demining sector accordingly.

1-3-2 Assistance for mine victims

Although the MoSALVY has to address the issue of vocational training and reintegration as the most needed

assistance for mine victims, the ministry cannot afford to do so with its serious problems in of finance and human resources. In fact, the ministry falls short of achieving its objective, which is to achieve the socio-economic development of Cambodia and eradicate poverty through

- developing a system to monitor the national strategy and social services designed to meet the needs of the socially vulnerable, including orphans, the homeless, the disabled, the elderly, prostitutes, and victims of human trafficking and
- establishment of a labor management system designed to promote investment, create jobs, and boost productivity.

The MoSALVY therefore has to strengthen its own capacity to expand activities in this field, where NGOs have been playing a central role.

1-4 Key points of development assistance

A comprehensive approach through development assistance is required to address the problem of antipersonnel mines (Table 6-10).

The institutional approach covers strengthening the legal framework, if necessary, to tighten control over illegal trafficking, production, and use of antipersonnel mines. The field approach covers demining, victim as-

sistance, reintegration and vocational training, and mine awareness and preventive education. The social and policy approach covers raising the awareness of the recipient country through the media and consultations in a policy dialogue.

1-5 Direction of Japan's assistance

In addition to the wide range of assistance provided by Japan as described above, some Japanese private companies are engaged in the development of equipment for mine clearance. However, Japan's assistance is undeniably insufficient in field activities-in such sectors as demining, mine victim assistance, reintegration and vocational training, and mine awareness education. Japan needs to increase the visibility of its assistance in field activities in Cambodia. To this end, Japan needs not only to foster experts and NGOs specializing in demining and related activities, it also needs to use experts and NGOs specializing in other fields like information, health care, etc. in the demining sector, as it has been doing in its assistance to CMAC.

1-5-1 Assistance for demining activities

Japan needs to continuously support demining in Cambodia as the top donor to the country in line with its aid policy of giving priority to the field of land mines.

A national symposium on mine action was held in November 2000, in the wake of the establishment of CMAA on September 1 and the mass layoff by CMAC in October. At the symposium, donors generally agreed on the need to continue to support CMAC. The donor community shared with the Cambodian government agreement on the need for the latter's assistance to CMAC. The donor community also asked the Cambodian government to reorganize CMAC's mandate and that of CMAA to avoid duplication or confusion.

Japan needs to assess the feasibility of requested projects based on the information gathered on the relationship between CMAA and CMAC, a rapidly changing CMAC, Cambodia's management system and mid-to long-term policy concerning mine clearance, and developments in other donor assistance to CMAC. Another important agenda for Japan as a donor is to determine the best means of building up the capacity of demining agencies of the Cambodian government such

as CMAC, CMAA and other.

As for the technical aspects of assistance, Japan should consider to what extent Cambodia's demining agencies need mechanization. To assess this matter, Japan first needs to review the degree of accuracy and durability of equipment already provided to Cambodia and check the management system for such equipment. Then Japan needs to assess the overall impact of the introduction of equipment on demining activities and conduct surveys and analysis on the most efficient arrangement of platoons.

In addition to the provision of equipment experts who contribute to institutional capacity building in the field of information management and logistical support are required. Moreover, it is necessary to explore the possibility of assisting Cambodia in drafting mid- to long-term demining plans with consideration given to the socioeconomic impact of demining on the local community.

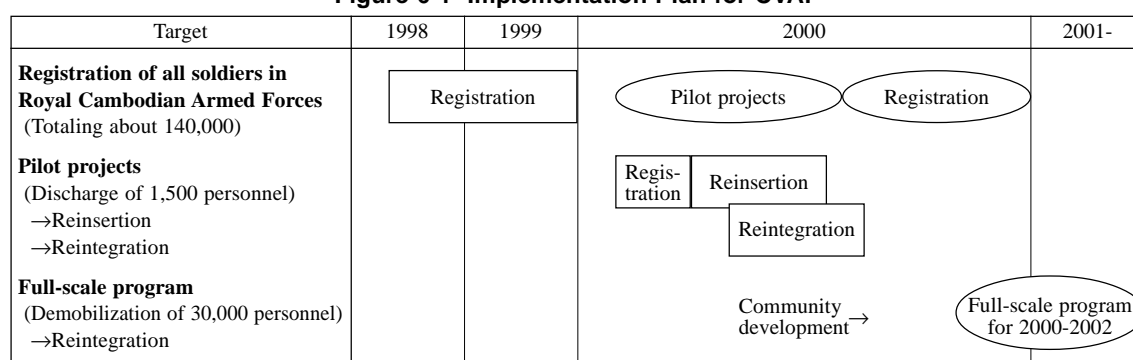
1-5-2 Assistance for mine victims, reintegration and vocational training

The annual number of mine victims has been on the decline for the past few years. At present, demand for sustained support for mine victims is now greater than the demand for assistance to new victims. Therefore, it is reasonable to believe that assistance for emergency medical care is relatively low in priority.

Amid growing awareness of the need for assistance for people with mental disorders as well as those with physical disabilities, assistance in this sector should be enhanced. Specifically, assistance should be extended to strengthen the institutional capacity of the MoSALVY, which is low at present since MoSALVY is in charge of the welfare of the disabled. At the same time, assistance through NGOs experienced in this sector would complement the efforts of MoSALVY for the time being.

It is not advisable to differentiate the planning and implementation of its assistance program according to the causes of disabilities since assistance targeting mine victims alone-whether their disabilities are physical or mental-would give the impression to other disabled persons that they are being treated unequally.

From the long-term perspective, Japan should assist in the socioeconomic development of the whole community to set the stage for the reintegration of mine vic-

Figure 6-1 Implementation Plan for CVAP

Source: Compiled by the author

tims into society, considering they are members of communities although special consideration is needed for the disabled.

Regarding assistance in vocational training, it is important to secure employment after such training. As finding a job is a daunting task in Cambodia, Japan should devise effective programs so that vocational training will be certain to contribute to a better livelihood for the disabled.

1-5-3 Mine awareness

Mine awareness is relatively low in priority for Japan's bilateral assistance, as CMAC and experienced NGOs are producing good results in this sector.

2. Assistance for demobilized soldiers

2-1 Basic concept for demobilization

One of the chief objectives of post-conflict reconstruction is to promote the reconciliation and integration of warring groups, refugees, and demobilized soldiers so as to minimize the possibility of a recurrence of conflict. Assistance that excludes certain groups, such as the losing side of the conflict, could aggravate the root causes of new conflict. Therefore, any assistance for the post-conflict reconstruction should be screened for any aspects that would prompt a recurrence of conflict. Moreover, efforts should be made to promote reconciliation between the opposing parties.

Disarmament, Demobilization and Reintegration (DDR) is crucial to security control and preventing a recurrence of conflict. Without the successful reintegration of demobilized soldiers into society, DDR will end in failure. After all, such reintegration is the key to so-

cial stability and security.

Demobilization and reintegration are often conducted separately, but it should be noted that they are interrelated technically.

Disarmament will not be accomplished by collecting arms and ammunitions from demobilized soldiers alone. It is also necessary to regulate and collect small arms that are spreading widely into the communities and to destroy surplus arms and ammunitions. Moreover, institutional capacity building for guarding the border is necessary to prevent arms trafficking.

2-2 The demobilization program in Cambodia

2-2-1 The demobilization program and its progress

In 1992, UNTAC attempted demobilization as part of its PKO activities but failed when the Khmer Rouge (KR) rejected it. In 1996, the Cambodian government drafted Cambodia Veterans Assistance Program (CVAP) with technical assistance provided by the World Bank, but the plan hit a snag due to political turmoil in July 1997.

An environment conducive to military reform and troop cuts was created after a new government was inaugurated based on the 1998 elections and all the KR troops surrendered to the government. The Cambodian government amended the CVAP, and at the Consultative Group meeting held in February 1999 in Tokyo, CVAP was announced. Then the Cambodian government asked donors for assistance (see Figure 6-1).

Government of Cambodia launched five reforms in five years, which are; forestry reform, administrative reform, fiscal reform, demobilization, and judicial reform.

The program's objective is to reduce expenditures for

Table 6-11 Activities in Each Phase

Phase	Activities
Discharge	Assembly, verification of identities, orientation, health screening, formal discharge, confirmation profile
Reinsertion	Distributing reinsertion packages including cash equivalent to 240 dollars in local currency, food (rice, fish and cooking oil) and household kits (a mattress, a mosquito net, a blanket, a keg, a water tank, a hoe, a knife, an axe, a plastic sheet and a bag)
Reintegration	Rehabilitation of shelters, providing farming skills and vocational training, support for special groups

Source: Compiled by the author

the military and public security and allocate the funds thus saved to the socioeconomic sectors for Cambodia's economic development; military and public security expenses are estimated to account for about 52% of the nation's current expenditures and 4.32% of GDP in 1998. The program aims to cut 31,500 military personnel out of the total of about 140,000 in stages by 2002, support the livelihood of these demobilized soldiers and their families, and help their reintegration into civilian life.

As of August 2000, the discharge phase of the pilot projects has been completed and the reinsertion and reintegration phases are underway (Table 6-11). The World Bank took the initiative up to the registration phase, but the bank limited its role to that of a coordinator after its plan to provide, as a safety net, 1,200 dollars in cash to each demobilized soldier faced opposition from donor countries.¹⁵ The World Bank is trying to promote the implementation of the CVAP partly because the bank regards its implementation as a conditionality. However, it seems that the aid actors are not unanimous in their stance toward the CVAP, as some donors and international agencies are not so interested in its implementation.

Japan sent two short-term experts to the Ministry of Women and Veterans' Affairs to support the registration process in the CVAP from August to October 1999 (see Table 6-12).

2-2-2 Pilot projects and donors' assistance

Pilot projects in CVAP are designed to demobilize 1,500 soldiers in the provinces of Battambang, Banteay Meanchey, Kampot, and Kompong Thom. They are divided into the discharge phase (discharge from RCAF), the reinsertion phase (meeting immediate needs), and

Table 6-12 Results of Registration Exercise

between May 1998 and December 1999

Unidentified soldiers*	15,551
Dependants annulled	163,346
Military personnel of the RCAF (Royal Cambodian Armed Forces)	140,693**
Widows of deceased soldiers (transferred to the Ministry of Women and Veterans' Affairs)	9,433
Soldiers to be demobilized	31,500
Expected number of soldiers by the end of 2002	99,643

* Soldiers whose names were on the payroll, but who did not actually exist.

** Of 140,693, Category II (special target groups) accounts for 10.14%-5.93% for the disabled, 3.08% for the chronically ill, and 2.03% for the elderly aged 50 or older.

Category I: people with no disabilities; Category II: special target groups including the disabled, people with chronic ailments, and the elderly or people aged 50 or older.

Source: Compiled by the author

the reintegration phase (support for adaptation to productive civilian life).¹⁶

The Council for the Demobilization of the Armed Forces (CDAF), a civilian organization made up of representatives of the ministries concerned and the Royal Cambodian Armed Forces, is in charge of coordination and decision making from the discharge phase through to the reintegration phase of the pilot projects. The General Secretariat of CDAF executes the implementation of the projects. Under the General Secretariat are Provincial Veterans Committees (PVCs) in the four provinces. As for its financial management, the World Bank provides technical assistance and manages the trust fund it established for the program. UNDP, or more precisely, its project called the Cambodia Area Rehabilitation and Reintegration Project (CARERE), and GTZ are implementing programs that combine existing community development with the reintegration of

¹⁵ Donors questioned the basis for calculating the amount of 1,200 dollars and opposed the idea of providing the safety net in cash only. As a result, it was decided that the safety net would consist not only of cash but also food, medical services and other items and that the Cambodian government would provide 240 dollars in cash.

¹⁶ Disarmament is not covered by CVAP; it is conducted on military bases under the supervision of the RCAF before demobilization.

Table 6-13 Donor Commitments

As of August 2000 (Unit: US dollars)

Country	Amount of contribution	Status
Canada	325,000	Not provided yet; now going through the procedures
Germany	280,000	
Cambodian government	360,000	
Netherlands	310,000	Not provided yet; now going through the procedures
Japan	400,000	In counterpart funds raised from non-project grant aid; 75,000 dollars has already been provided; the remaining amount is now undergoing the procedures.
SIDA (Sweden)	400,000	Not provided yet; now going through the procedures
WFP	130,000	In food aid
Others	45,000	
Total	2,250,000	

Note 1 The World Bank provided about 0.5 million dollars in the registration phase, but none for the pilot projects. The bank is now acting solely as a coordinator, managing the trust fund. The World Bank plans to send technical advisors to assist Cambodia in preparing a manual and other documents for the overall program. The bank also plans to raise 0.5 million dollars from the budget for rural development in northeastern Cambodia and reallocate the funds to decentralization projects in the provinces of Battambang and Banteay Meanchey (SEILA projects to support the pilot projects).

2 IOM provides technical assistance for medical health screening in the demobilization phase.

Source: Compiled by the author

Table 6-14 Outline of the Pilot Projects

Province		Battambang	Banteay Meanchey	Kampot	Kompong Thom
No. of soldiers targeted	Category I	126	112	104	138
	Category II	294	258	146	322
	Total	420	370	250	460
Period of the discharge phase		July 11-15	June 16-20	May 4-11	May 16-21
Support organizations in the reintegration phase		UNDP/CARERE		GTZ	
Details of assistance by the above organizations by phase	Discharge phase	Observer		Observer	
	Livelihood support phase	Coordination and monitoring		Material supplies for repairing shelters	
	Reintegration phase	Vocational training, assistance to PDRD/PVC* (extending the target area)		Vocational training, providing information on community development projects, coordination with project implementation organizations, introducing such organizations	
	Community development	Assistance to PDRD/PVC		Continuation of the existing projects for food security and rural development (in some parts of the provinces)	

* PDRD: Provincial Department of Rural Development; PVC: Provincial Veterans Committee

Source: Compiled by the author

demobilized soldiers. The state of assistance from donors, international agencies and the Cambodian government to the pilot projects is shown in Table 6-13 and Table 6-14.

In the discharge phase, CVAP teams trained in Phnom Penh were sent to public facilities such as vocational training institutions designated as discharge centers in each province. The World Bank and other donors generally evaluated the implementation of the discharge phase of the pilot projects positively. Japan provided assistance for healthcare services, food and water through counterpart funds raised from non-project grant

aid. This assistance was appreciated by the General Secretariat of CVAP and evaluated positively by the World Bank and IOM.

All the pilot projects completed the discharge phase by early August. Some of the pilot projects have already entered the reinsertion phase, but the projects are mired in the doldrums due to insufficient supplies. Some pilot projects launched the reintegration phase before the reinsertion phase was completed.¹⁷

The reintegration phase and the community development phase differ slightly in their assistance concept, procedures and approach, depending on the province,

¹⁷ The reintegration phase has already been launched in Kampot, and Kompong Thom; it is to be launched in mid August in Battambang.

because they are incorporated into existing projects being carried out by UNDP/CARERE in Battambang and Banteay Meanchey and those by GTZ in Kampot and Kompong Thom.

Soldiers belonging to the provincial troops live in barracks in military bases, while those belonging to the district troops live outside of the military bases. Very few soldiers covered by the pilot projects have no place to live as the preliminary survey pointed out—some of them live outside military bases, some have their own houses even if they stay in the bases, and others live with their relatives. Yet, there are some who are too ill to work, reside in a small rented house, and live on their wives' income. To them, losing regular income and shelter at the same time seems to be causing considerable harm.

2-3 Major agendas

2-3-1 Developments among donors

Donor assistance is the key to the full-scale program of CVAP. Yet some donors and international agencies are unclear about their stance towards CVAP. For example, they are behind schedule in providing assistance to the pilot projects of CVAP. This constitutes a factor in the delay of the implementation of CVAP. The Cambodian government is adamant that it will not go ahead with CVAP unless it is convinced of the commitment of donors.

2-3-2 Involvement of the RCAF in CVAP

It has been pointed out that communication between the RCAF and CVAP General Secretariat is not always flawless. Work on translating the important materials concerned into the local languages is behind schedule, preventing the RCAF from fully understanding the program. On the other hand, it has been reported that the RCAF are reluctant to share the required information with the General Secretariat.

2-3-3 Time frame

As of August 2000, the discharge phase of all the pi-

lot projects had been completed and the reinsertion and reintegration phases were underway. After these phases, a review of the pilot projects and a workshop based on the results of such a review are planned, but without a definite time schedule. Because the full-scale program is supposed to incorporate lessons from the pilot projects to be identified at such a workshop, the time frame of the overall program remains uncertain.¹⁸

2-4 Key points of development assistance

Many aspects of the CVAP remain unclear, including when and how the full-scale program will be implemented, the direction of the CVAP itself, and the policies of, and developments among, donors and international agencies, such as the World Bank. Japan therefore needs to decide on its policy for assisting the CVAP after studying the political aspect of the program, for example, the real intentions of the RCAF, donors and international agencies. At the same time, Japan should have its questions concerning CVAP elucidated at meetings of sub-working groups and the CG as continuous monitoring is crucial.

Although demobilized soldiers need special consideration, it is important to identify those who need assistance most because some demobilized soldiers are reportedly rich. In the community development phase, development assistance for the whole community may hold the key to the reintegration of demobilized soldiers into society.

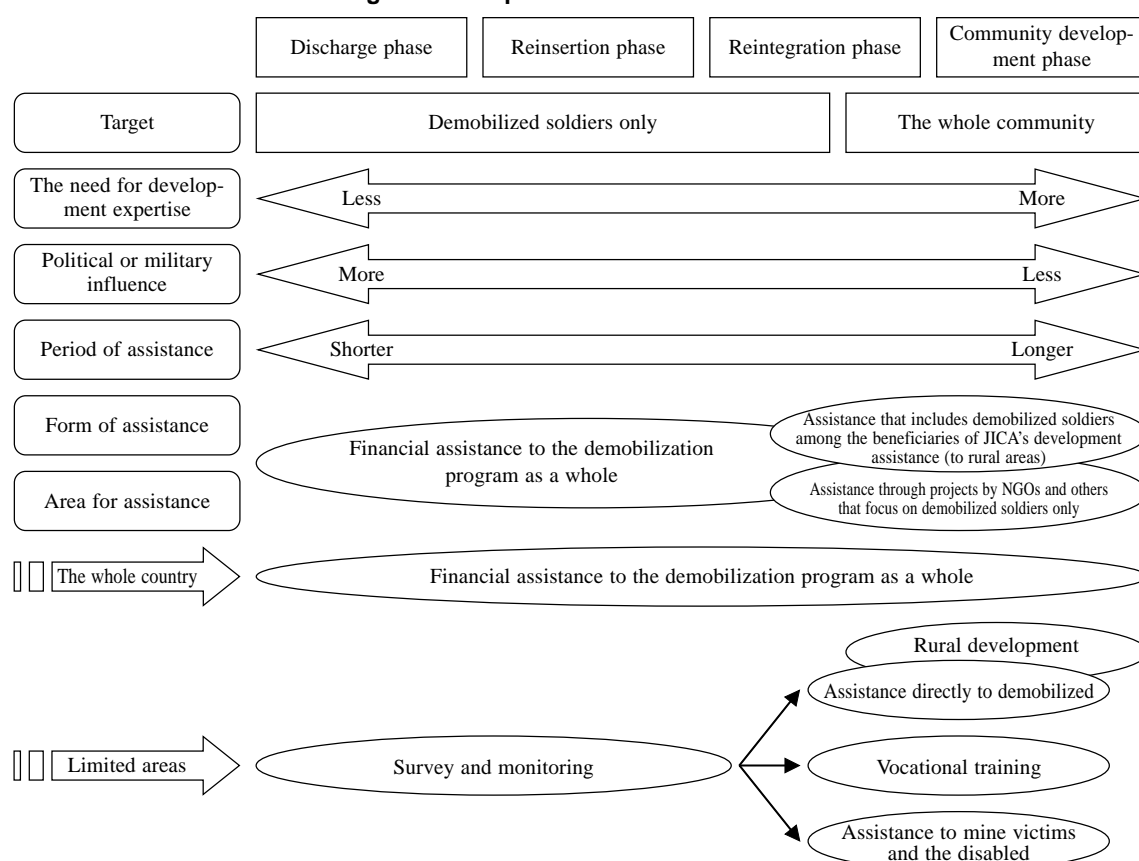
2-5 Direction of Japan's assistance

2-5-1 The need to support the demobilization program

First of all, sustained assistance is essential for sustainable development in Cambodia, where the whole fabric of society—including the administrative machinery—was once torn apart by the drawn-out conflicts.

Full-fledged assistance to address the issue of demobilization as a negative legacy of the conflicts can be understood in the context of Japan's long-term strategy for assisting the post-conflict countries. At the same time, Japan cannot avoid this issue if it wants to see the

¹⁸ According to the Japanese Embassy in Cambodia, the World Bank thinks it appropriate to hold a workshop to review the pilot projects after donor commitments have been confirmed.

Figure 6-2 Japan's Assistance Schemes

Source: Compiled by the author

development of Cambodia.

Demobilization is important from both the political and economic aspects. Politically, it reintegrates soldiers and their families into civil society so that they will not become dangerous elements within society. Economically, it curtails military expenditures and lightens the burden on the national budget. It is necessary to assist the demobilization program, which is inevitable to build a firm peace since Japan has been constantly taking the initiative in assisting Cambodia both politically and economically.

Many soldiers to be demobilized belong not only to Category II-the disabled, the elderly and chronically ill, but also to the lowest income group. Supporting them through assistance for the demobilization program is necessary in terms of poverty alleviation as well.

2-5-2 Scope for assistance

The full-scale program will follow almost the same procedure as the pilot projects. In assisting the full-scale program, Japan may be advised to extend assis-

tance for the phases of reintegration and community development as part of JICA projects, where political or military engagement is required to a lesser extent. While for the discharge phase and reinsertion phase it may be appropriate to provide financial assistance in the form of counterpart funds raised from non-project grant aid as in the pilot projects, or in the form of contributions to the trust fund. Still, it is also necessary to carry out development projects focusing on impoverished veterans to complement projects targeting the whole community (see Figure 6-2).

2-5-3 Considerations in providing assistance

(1) Security management

JICA is more limited geographically in its assistance operations and movements within Cambodia than other development agencies, because of the security phase. This policy constitutes a major obstacle when conducting fact-finding surveys or feasibility studies related to assistance for a demobilization program that is to be

implemented across the country. According to the results of interviews the author conducted with officials of other donors and international agencies, no other agencies impose such geographical limitations. These officials said that security has drastically improved since the inauguration of the new government after the 1998 general elections.

Staff of UN agencies and GTZ do all they can to ensure security. They gather and exchange up-to-date information.¹⁹ When they go to the provinces, they ask the security officer for updates and advice. They also follow the security guidelines that outline ways to secure means of communication and place limitations on the time of movement.

The risk of landmines is avoidable if accompanied by C/P familiar with the local situation. Officials of the Provincial Rural Development Committee (PRDC) in Battambang told the author in confidence that no foreign aid workers had fallen victim to landmines in their rural development activities.

Japan cannot exclude rural areas in development assistance, where about 85% of the population live, even in sectors other than demobilization and demining. Although sustained security monitoring and strengthened security management are crucial, it is recommended that Japan consider reviewing the risk levels of Cambodia as a whole.

Because the demobilization program involves the armed forces,²⁰ it is necessary to pay sufficient attention to the security of aid personnel. For example, aid personnel should be assigned to posts where the armed forces are less involved or have less influence. Aid personnel should also be given instructions on how to gather security information.

(2) Next steps for Japan's assistance

It is considered necessary for Japan to assist demobilized soldiers as mentioned above. Information gathering is crucial for Japan's provision of full-fledged assistance to the CVAP. For example, a preliminary socioeconomic survey is essential for the optimal combination of the schemes proposed earlier. Such a survey is also necessary for arrangements to integrate assistance for demobilized soldiers into development projects.

Monitoring progress in the demobilization program is also necessary. To this end, Japan should consider sending project formulation advisors to Cambodia for long-term assignment.

Before sending such advisors, Japan should decide on the basic course of action for its assistance to CVAP based on the results of the planned review of the pilot projects. Otherwise, it is difficult to maintain close coordination among the Japanese actors concerned--the relevant departments of the Foreign Ministry, the Japanese Embassy in Cambodia, relevant departments that JICA has, the JICA office in Cambodia, and others. The timing of dispatch of the project formulation advisors should be set after the pilot project has been completed, a review of it has been carried out, and the orientation of Japan's assistance for the full-scale program has been formed.

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¹⁹ UNDP puts together security updates on every part of the country every two weeks. The JICA office in Cambodia can obtain such information.

²⁰ Some people at the CVAP General Secretariat are seconded from the armed forces.

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