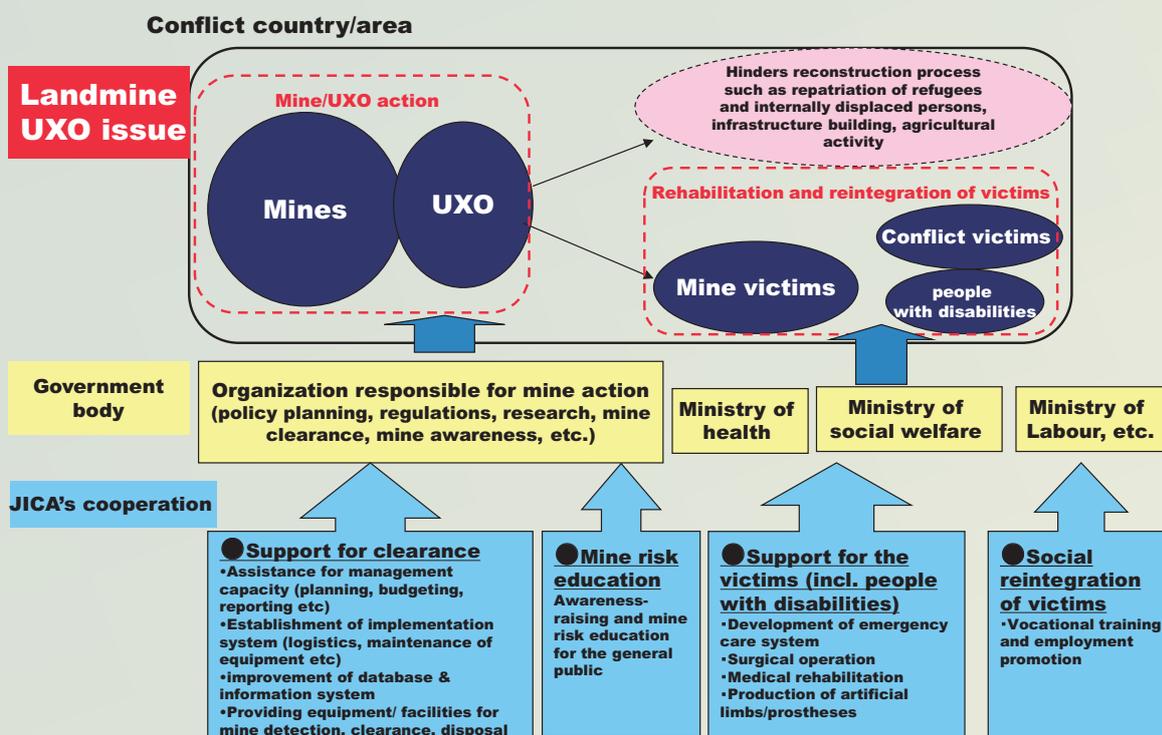


Japan International Cooperation Agency (JICA) intends to link demining activities to development, achieve poverty reduction, and promote social reintegration of victims.

JICA's cooperation to address Landmine/UXO issues

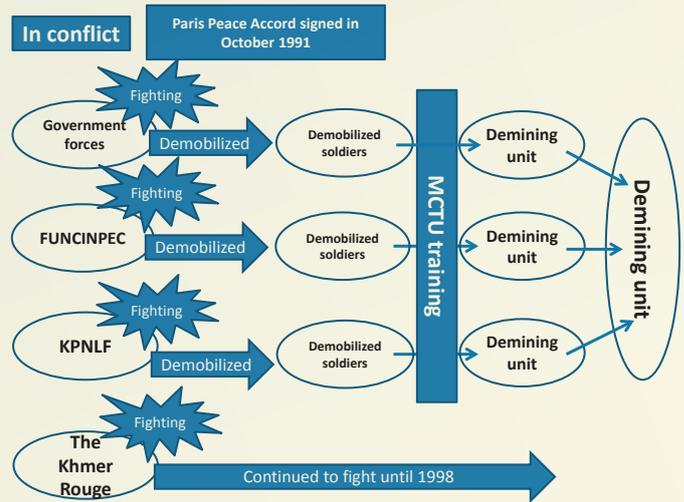


Chronology of conflict in Cambodia

- 1970 Coup d'état by General Lon Nol while Prince Sihanouk was out of the country. Fighting between "North Vietnam-National Liberation Front for South Vietnam (NLF)-Khmer Rouge" and "US-South Vietnamese forces-Lon Nol's forces."
- 1973 Cease-fire agreement between the US and North Vietnam (withdrawal of North Vietnam from Cambodia, refusal of the Khmer Rouge on cease-fire).
- 1975 Establishment of "Democratic Kampuchea" with Pol Pot as the prime minister by the Khmer Rouge, expelling the Lon Nol from the regime.
- 1976 Unification of North and South Vietnam.
- 1979 Fighting between Vietnamese forces and the Khmer Rouge. Establishment of the People's Republic of Kampuchea (PRK) with support from Vietnam (the Heng Samrin government). Influenced by the Cold War structure, continuation of the conflict.
- 1989 Withdrawal of Vietnamese forces from Cambodia. End of the Cold War.
- 1991 Dispatch of the United Nations Advance Mission in Cambodia (UNAMIC). Signing of the Paris Peace Agreements.
- 1992 Launch of activities by the United Nations Transition Authority of Cambodia (UNTAC).
- 1993 Execution of a general election under the supervision of UNTAC, for formulating a new constitution. Promulgation of the new constitution. Establishment of the government of Kingdom of Cambodia (a coalition of FUNCINPEC Party and Cambodian People's Party.) Withdrawal of UNTAC from Cambodia. Continuous fighting by the Khmer Rouge against government forces in some parts of the country.
- 1997 Armed confrontation between Norodom Ranariddh (FUNCINPEC Party), the First Prime Minister, and Hun Sen (Cambodian People's Party), the Second Prime Minister. Some Khmer Rouge soldiers were involved.
- 1998 Execution of the second general election. Launch of a parliamentary system with one prime minister, with Hun Sen (Cambodian People's Party) as the prime minister. Death of Pol Pot; surrender of many of remaining Khmer Rouge guerrillas. The end of Khmer Rouge movement.

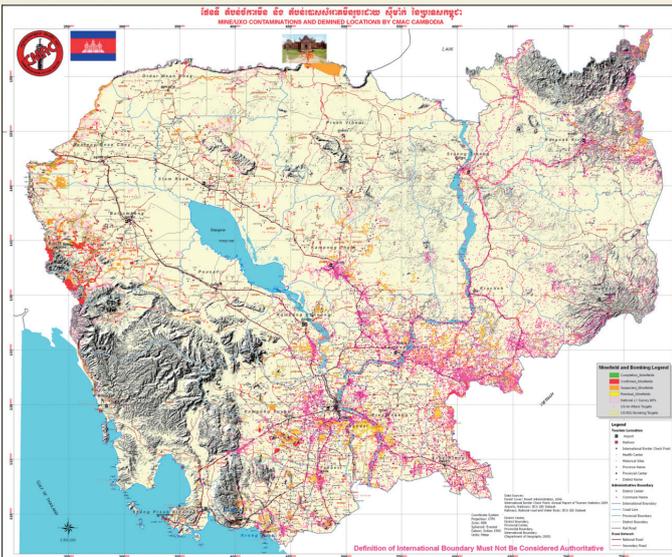
Landmine issues in Cambodia and the establishment of CMAC

- Prior to signing of the Paris Peace Agreements in 1991, the United Nations Advance Mission in Cambodia (UNAMIC) was deployed.
- UNAMIC set up a Mine Clearance Training Unit (MCTU), and the military personnel dispatched to UNAMIC provided training on mine clearance for the Cambodians there.
- Of the four parties in conflict, three parties except Khmer Rouge demobilized their soldiers after the signing of the Paris Peace Agreements. Having been trained on mine clearance, the demobilized soldiers from these three parties formed demining units to work on the respective parties' controlled areas.
- In March 1992, about six months after the dispatch of UNAMIC, UNTAC (United Nations Transitional Authority in Cambodia) commenced its activities in Cambodia.
- Given the Paris Peace Agreements and the establishment of UNTAC, CMAC was born by a royal decree, in June 1992.
- The first chairperson of the governing council of CMAC was Prince Norodom Sihanouk, and the first executive director was Mr. Yasushi Akashi, special Representative of Secretary-General of the UN in Cambodia. The governing council comprised 5 Cambodians and 5 foreign nationals.
- Confirming the reestablishment of the Kingdom of Cambodia on September 24, the mandate entrusted to UNTAC was concluded on the same day, withdrawing the personnel and equipment gradually. On the other hand, mine/UXO clearance was still needed.
- In November 1993 after the mandate of UNTAC ended, a royal decree was issued to acknowledge CMAC to continue its operations as an entity after the withdrawal of UNTAC.



- It is said that “Cambodia was the first case in which the UN’s demining units led to the establishment of a demining organization by the government of the country concerned.”
- Since the royal decree issued in 1993 was just meant for an extension of CMAC established under UNTAC in 1992, a new royal decree was issued in 1995 to revise it to allow CMAC to be a public institution for mine clearance and mine awareness under the prime minister.

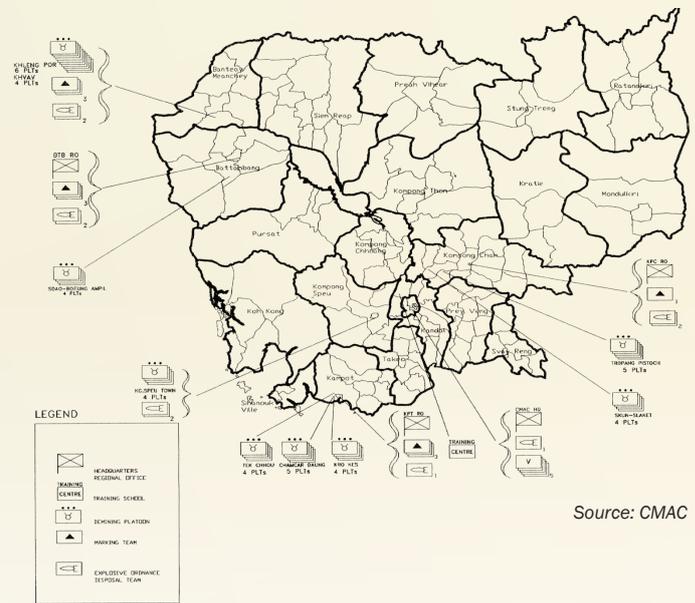
Landmine/UXO contamination in Cambodia and clearance operations by CMAC



“Dots in the central, south eastern and north eastern areas indicate US air attack targets, and dots in the northwestern area indicate minefields.”

Source: CMAC

CMAC deployment, as of October 31, 1994



Source: CMAC

CMAC's achievements in mine/UXO clearance during 1992–1999

Year/period	Area of land cleared (m ²)	No. of mines/UXO found/destroyed		
		Anti-personnel mines	Antitank mines	UXO
1992–Oct. 1993	5,479,850	19,433	132	96,486
Nov. 1993–Dec. 1994	7,865,242	12,126	121	208,854
1995	10,150,014	22,115	93	47,123
1996	10,493,654	7,126	190	31,574
1997	15,565,421	17,035	266	32,767
1998	12,382,541	13,536	245	47,313
1999	10,797,705	14,322	649	67,610
Total	72,734,427	105,693	1,696	531,727

Data provided by CMAC

CMAC's reforms and growth

- After its crisis in 1999, CMAC was required to reform its structure to regain donors' trust in the organization.
- The organization's key reform efforts included: 1) reform in personnel management system (transparent recruitment process, abolishment of quota system, the provision of training and regular rotation etc.), 2) reinforcement of policy and regulations (translation of mine action standards, development of SOP etc.), 3) financial reform and 4) improvement in technology and methods on demining process. CMAC was downsized through its reform, and also Cambodian Mine Action and Victim Assistance Authority (CMAA) was newly established in 2000, separating regulatory and national authority functions from CMAC.
- The Government of Cambodia ratified the Ottawa Treaty in 1999, and the treaty entered into force in Cambodia in 2000. Cambodia published "The Cambodia Millennium Development Goals Report" in 2003, which added "demining, UXO and Victim Assistance" as the ninth goal. CMAA formulated the National Mine Action Strategy in 2003, offering medium-to-long term vision.
- Given the complete end of the conflict in Cambodia following the collapse of the Khmer Rouge and the signing of the Ottawa Treaty in 1999, the Government of Cambodia needed to change its approach to mine action, shifting its focus away from emergency response but more to medium-term development.
- The National Level One Survey was conducted from 2000 to 2002 to define the extent of the impact of landmines and UXO in the country.
- The Land Use Planning Unit (LUPU) and the Provincial

Sub-Committee was created in 1998 as a framework to prevent illegal land seizure and hand over cleared land to intended beneficiaries. (In 2004, LUPU was transferred to Mine Action Planning Unit (MAPU) and the Provincial Sub-Committee became the Provincial Mine Action Committee (PMAC)).

- **The law and guidelines were formulated and subsequently, a system was established to address issues on the prioritization process of demining and use of cleared land. These improvements, in fact, respond to the points criticized when the organization's operations were suspended in 1999.**



Conducting the Level 1 Survey through water
(provided by Mr. Mao Vanna)

Expansion of Japan's assistance to landmine sector

- The Government of Japan held "The Tokyo Conference on Anti-personnel Landmines" in 1996, which resulted in the formulation of the "Tokyo Guidelines for International Efforts on Anti-Personnel Landmines in the Humanitarian Field".
- At the Ottawa Treaty signing ceremony in 1997, the then-Minister of Foreign Affairs Obuchi announced "Zero Victim Program," that is a comprehensive approach toward the goal of "zero victims", with two pillars of: 1) formulation of

a universal and effective ban on anti-personnel mines and 2) assistance for demining and victims.

- In 1998, the Government of Japan ratified the Ottawa Treaty, and enacted "Act on the Prohibition of the Manufacture and Regulation of Possession of Anti-Personnel Mines". In 1999, Japan became a party to the Ottawa Treaty, and destructed all stockpiled anti-personnel mines it owned by 2003.

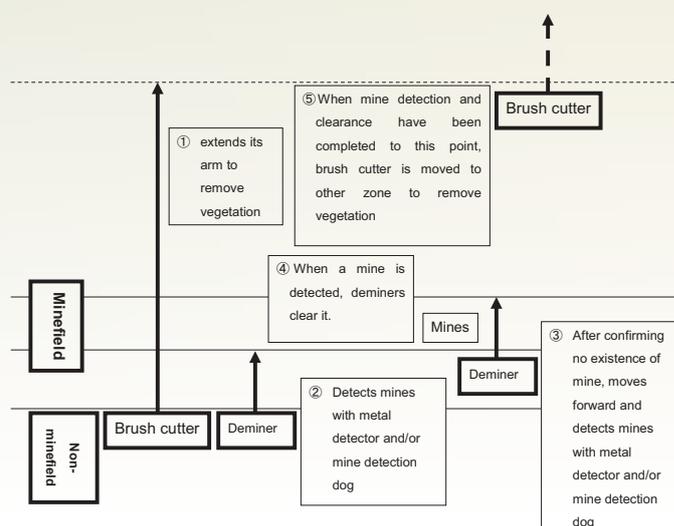
Japan's cooperation provided to CMAC – comprehensive approached with funding, provision of equipment, and technical cooperation

Japan's assistance for CMAC; major events of the Governments of Cambodia and Japan in early phases of assistance

	Cambodia	Japan	Japan's assistance for CMAC
1996 October	Launch of the Ottawa process		
1997 March		The Tokyo Conference on Anti-Personnel Landmines "The Tokyo Guidelines"	
December	The Ottawa Treaty signing ceremony		
		"Zero Victim Program"	
1998 February			First disbursement to the UNDP Trust Fund
June			Dispatch of the first JICA mission
September		Ratification of the Ottawa Treaty	
October	"Phnom Penh International Forum on Demining and Victim Assistance" (with Japan's support)		
December			Dispatch JICA mission on a project for equipment to CMAC
1999 March		Joining as a party to the Ottawa Treaty	First project to provide equipment to CMAC (brush cutters, metal detectors, etc.)
June			Dispatch of JICA expert "communications network senior advisor (short term)"
July	Ratification of the Ottawa Treaty		
2000 January	Joining as a party to the Ottawa Treaty		
March			<ul style="list-style-type: none"> Second project to provide equipment to CMAC (tents, cot beds, etc.) Dispatch of JICA expert "communications network senior advisor (long term)"
May			Dispatch JICA expert "vehicle maintenance and transportation technical advisor"

- As the minefields in Cambodia were covered by trees and grasses like a jungle, approximately 70% of the demining time and labor was used for removing bushes. To improve the situation, brush cutters were useful. Especially, the excavator-type of brush cutter was effective in the following aspects: vegetation clearance was possible by extending its arm from outside a minefield; it had low risk of stepping onto an anti-tank mines, as it moved forward after probing land cleared of bushes; and it could free itself out of a muddy road by using its digger.

Demining procedures using a brush cutter

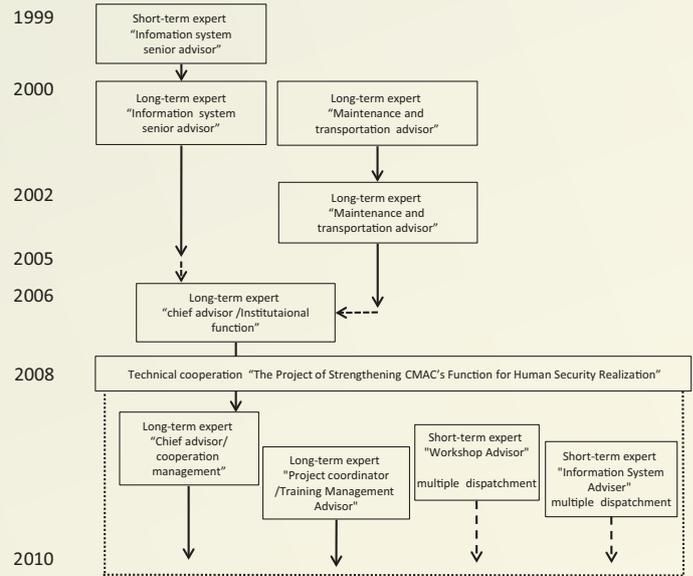


- JICA started dispatching civilian experts when foreign experts from other countries started leaving the country. The sequence of JICA experts dispatched to CMAC and the technical cooperation project is shown in figure in left.



Brush Cuter provided by Japan

Sequence of the experts dispatched and the technical cooperation project



Application of a land release approach

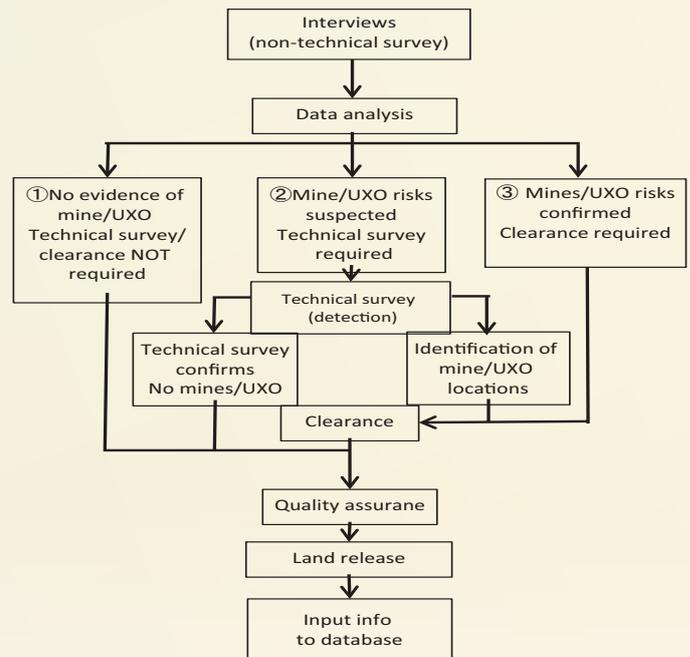
- Since 2000, after the organization’s suspension, the organization maintained staffing levels at approximately 2,000 employees after 2001, and has kept the number of them at about 1,800 since 2011.
- As shown on the table below, areas of land being cleared of mines and UXO doubled between 2004 and 2005, and furthermore, significant increases in cleared areas are observed from 2008 to 2010.
- The increase in 2005 was mainly due to the provision of many brush cutters and subsequent development of effective demining tools. The increases from 2008 to 2010 were primarily due to the application of “land release”.

CMAC’s achievements in mine/UXO clearance(2000–2012)

Year	Area of land cleared (m ²)	No. of mines/UXO found/destroyed		
		Anti-personnel mines	Antitank mines	UXO
2000	8,369,635	15,733	628	45,379
2001	9,637,455	16,916	465	77,034
2002	11,582,239	32,688	493	61,840
2003	9,708,686	22,160	504	76,671
2004	11,157,336	43,635	936	106,360
2005	22,086,486	74,165	851	128,865
2006	26,772,625	35,745	1,000	113,296
2007	27,666,058	32,245	587	114,755
2008	27,653,389	25,543	497	114,101
2009	37,632,749	18,696	542	133,167
2010	73,862,681	18,159	402	135,176
2011	51,954,513	14,573	406	83,673
2012	76,699,069	16,106	558	96,439

Data provided by CMAC

Land release procedures



Changes in the number of employees at CMAC from 1999 to 2014



Data provided by CMAC

Launch of South-South cooperation

- The first CMAC's experience to share its knowledge with other countries was for PAICMA (Programa Presidencial para la Accia Integral contra Minas Antipersonal) in Colombia: training on mine action to 15 officials of PAICMA three times (a total of 45) in 2010 and 2011 in the form of the South-South cooperation between CMAC and PAICMA,
- Main outcomes of the South-South cooperation between CMAC and PAICMA: 1) knowledge gained through the training allowed PAICMA to make comprehensive efforts toward smooth implementation of the government's mine action policy and field activities, growing out of old customs, such as lack of inter-organizational coordination of the mine action among organizations ; 2) policies were adopted for mine action, assistance for mine victims, and information management improvement; 3) demining and survey technologies gained through the training at CMAC were reflected in the PAICMA's action plan; and 4) procedures for "survey on socio-economic impacts of landmines" were changed to a more effective method as learned at CMAC.
- Also, CMAC enhanced its ability to prepare training programs and implement them through South-South cooperation with PAICMA, and increased organization's self-esteem.



Participants from PAICMA with certificates of training through South-South cooperation

CMAC's South-South cooperation calendar

Year	Colombia	Laos	Angola	Other related items
2009	☆ June PAICMA visits Cambodia			
	☆ September CMAC visits Colombia			
2010	★ June The first training			● November The extension of the Ottawa Treaty deadline is approved (to December 2019)
	★ October The second training			
2011	★ June The third training	☆ March The first Preliminary meeting @Laos		● November The 11th Meeting of States Parties to the Ottawa Treaty @Cambodia
		☆ July The second preliminary meeting @Cambodia		
2012	☆ February Follow-up activities in Colombia	☆ March The third preliminary meeting @Okinawa		● November ASEAN Summit agrees to establish ARMAC
		★ July The first workshop @Cambodia	☆ October INAD visits Cambodia	
		★ December The second workshop @Cambodia		
2013		★ June The third workshop @Laos		● October Ceremony of the 9th JICA Recognition Award
		★ November The fourth workshop @Cambodia		
2014			☆ February CMAC visits Angola	● June The 3rd Review Conference of the Ottawa Treaty - Side event "Advancing Mine Action through Triangular Cooperation: Angola, Cambodia and Japan"
		★ June The fifth workshop @Laos	★ May The first training	
		★ November The sixth workshop @Cambodia	★ October The second training	
2015			★ March The Third training	

- The second case of South-South cooperation for CMAC was with UXO Lao (Lao National Unexploded Ordnance Programme). Both countries are next to each other, transportation expenses do not cost much, and it does not take long to move from one country to the other. Given such advantages, the South-South cooperation signed between UXO Lao and CMAC was intended to hold six workshops in three years with different subjects and themes.
- At the sixth workshop, it was announced that participants in the first to fifth CMAC-UXO Lao workshops totaled 109 persons, and it was confirmed that these workshops provided an opportunity for both organizations to exchange their respective experiences and knowledge to enhance the participants' expertise and contributed to the establishment of a relation between the both organizations. For the Open Seminar during the sixth workshop to share the outcomes and lessons learnt from CMAC-UXO Lao South-South cooperation regional and international stakeholders in mine/UXO, such as TMAC (Thai Mine Action Centre), VNMAC (Vietnam National Mine Action Centre), international NGOs and the Embassy of Japan in Cambodia were invited.



The UXO Lao delegation headed by the Director General visited the training center of CMAC

Achievements in workshops held under CMAC-UXO Lao South-South cooperation

	Theme	Period	Place
1	Demining tools, demining methods, technology, and survey	July 2012 (2 weeks)	Cambodia
2	Training programs	December 2012 (1 week)	Cambodia
3	National standard, SOP	June 2013 (1 week)	Laos
4	Mine awareness, assistance for mine victims, information system and database	November 2013 (1 week)	Cambodia
5	Senior/middle management, mine clearance and development	June 2014 (1 week)	Laos
6	Reviews on the first to fifth workshops, lessons learnt	November 2014 (3 days)	Cambodia

- The third South-South cooperation for CMAC was with INAD (the National Demining Institute) of Republic of Angola : training on mine action to a total of 30 INAD staffs on three occasions in 2014 and 2015 (i.e. 10 staffs each) The training programs were comprehensive combining the three priorities: 1) mine action planning and implementation, 2) application of demining technologies, 3) training and information management.
- During the 3rd Review Conference of the Ottawa Treaty in Mozambique in 2014, Japan hosted the side event titled "Advancing Mine Action through Triangular Cooperation: Angola, Cambodia and Japan". Mr. Oum Phumro, Deputy Director General of CMAC and Mr. Leonardo Severino Sapalo, Director General of INAD made presentations from their perspectives on each country's cooperation in anti-personnel mine action and South-South cooperation, to disseminate the outputs and impact of INAD-CMAC South-South cooperation.



Field visit during the first training of INAD-CMAC South-South cooperation

Internationalization of CMAC

- The 11th Meeting of State Parties for the Ottawa Treaty was held in Phnom Penh in 2011. During this meeting, Ministry of Foreign Affairs of Japan, JICA and CMAC co-chaired a side event “Could the South-South cooperation be the panacea for the reduction of aid resources?” Mr. Ratana, Director General of CMAC, presented the organization’s experience in its South-South cooperation with Columbia and Laos, and Mr. Camacho, Director of PAICMA, explained the contents and features of CMAC-PAICMA third country training.
- The 21st ASEAN Summit in 2012, agreed to establish ARMAC (ASEAN Regional Mine Action Centre) in Cambodia. Cooperation within the ASEAN region is expected to deepen by utilizing CMAC’s expertise in mine/UXO action and achievements in the South-South cooperation.

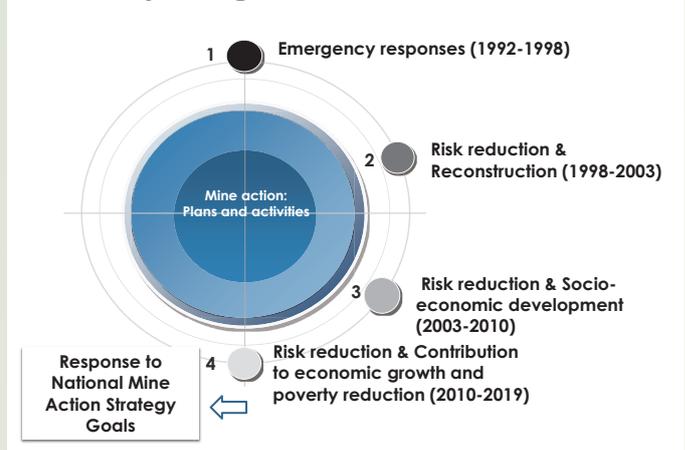


The 11th States Parties meeting to the Ottawa Treaty

22 years of CMAC-organizational growth and internationalization

- The period from 1992 to 1998 was considered as the “emergency response” phase, the process of the transition from conflicts to reconstruction, requiring emergency mine action to reduce the number of mine victims during the return and resettlement of refugees. It was impossible to grasp the whole picture of mine/UXO contamination in the country, because of the presence of inaccessible areas due to fighting against Khmer Rouge.
- From 1998 to 1999, Cambodia saw drastic changes - the end of conflict following the collapse of the Khmer Rouge, and general elections in 1998 after the armed confrontation. The important prerequisites for examining medium-to-long term demining plans/ strategies had been met eight years after the peace accord.
- In 1999, due to mismanagement and financial problems, CMAC was forced to suspend its operations. CMAC was challenged by various issues to address, and immediately commenced organizational reforms, downsizing of CMAC, introduction of external audit, the establishment of LUPU system, and separation of some functions of CMAC to make an independent body .
- As the country was changing its phase from conflict to reconstruction, mine clearance was also considered in connection with reconstruction and development.

Priority change of Cambodia’s mine action



Priorities in the period 1998-2003 were “risk reduction/ reconstruction”, and moved to “risk reduction/ Socio-economic development” in 2003-2010.

- Since 2010, CMAC has prioritized “ risk reduction and contribution to economic growth and poverty reduction”. CMAC came to take shape as it is now by 2010. Since 2010, CMAC has been sharing its expertise not only within itself but with other organizations outside the country, leading to the recognition of CMAC around the world.

Keys to the development of CMAC

- CMAC is the first organization that was created by the UN organization and became a demining institution of the government. Without precedent, CMAC had to develop its organization by itself before the international frameworks on mine action such as GICHD and UNMAS established. CMAC’s methods of mine action were first built upon the expertise brought in by foreign experts who worked during the early years of the organization, then, adapted to local situations and have been developed further to be more effective and efficient by Cambodians since around 2000.
- Five improvements in CMAC for its growth: 1) improved system for operations through the formulation of policies, SOP and procedures, 2) improved productivity in demining

activities, 3) improved capacity of human resources, 4) enhanced capacity for project management and 5) improved organizational management capacity.

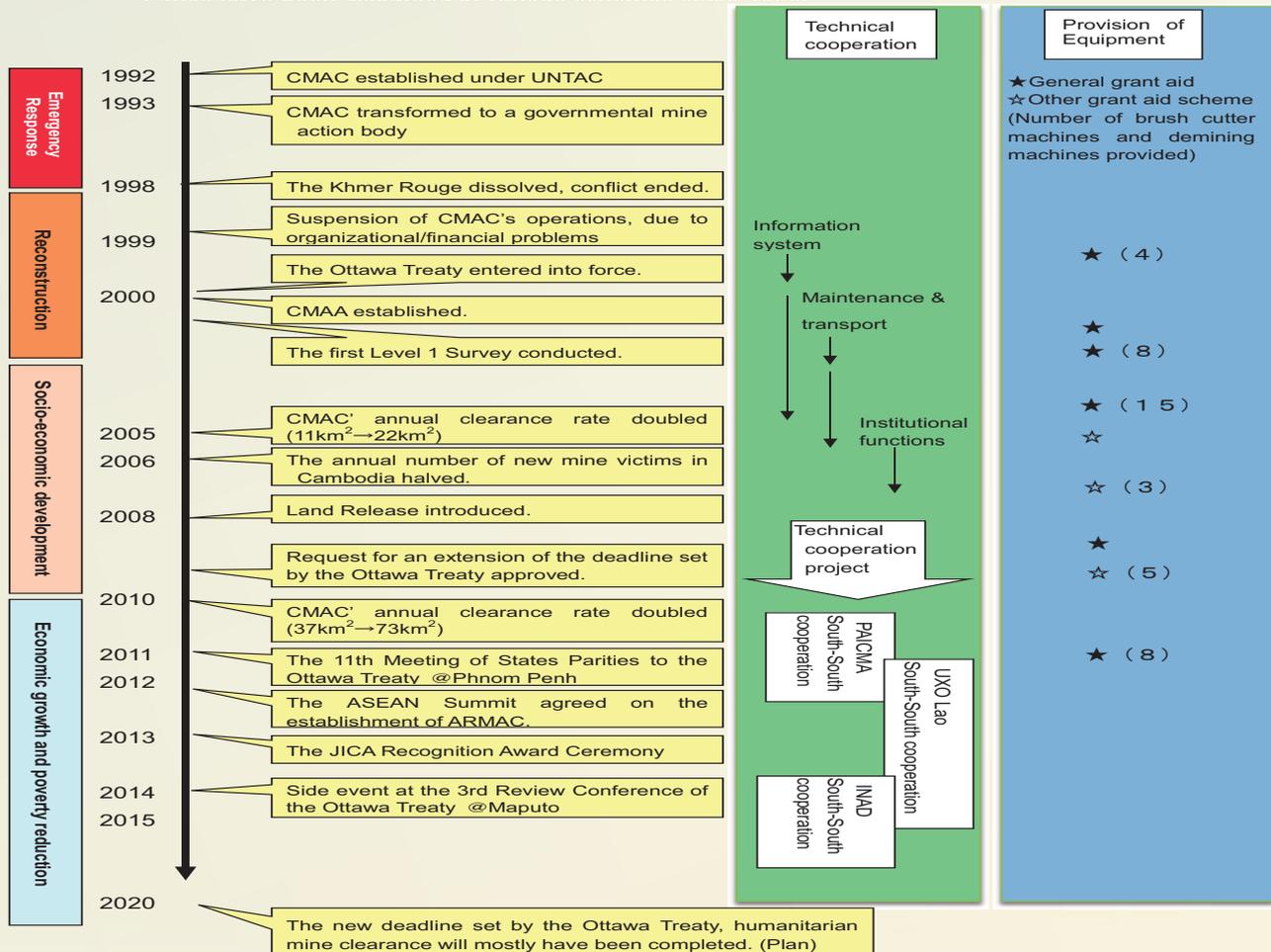
- **One of the promoting factors for the CMAC’s continuous organizational improvements was CMAC’s dependence on external funds, which prompted CMAC to meet the demands from the donors. However, there are three internal factors for the growth of CMAC: solid leadership, employees’ motivation and disciplines. CMAC’s high organizational capacity is maintained by highly motivated and capable human resources in each layer of the organization with discipline under strong leadership.**

Chronology of Japan's assistance for CMAC - how did it contribute to the development of CMAC ?

- Japan's assistance for CMAC: consisting of a combination of three forms, "funds" "equipment" and "human resources", which led to enhanced incentives of the organization and individual staff members.
- The South-South cooperation has provided a good opportunity for CMAC to collate its knowledge and expertise, leading to high self-esteem for the organization.
- Continued multi-layered assistance by various actors (Japanese NGOs, researchers, the private sector, in addition to the Japanese government and JICA) has led to high visibility of Japanese assistance in mine action in Cambodia.

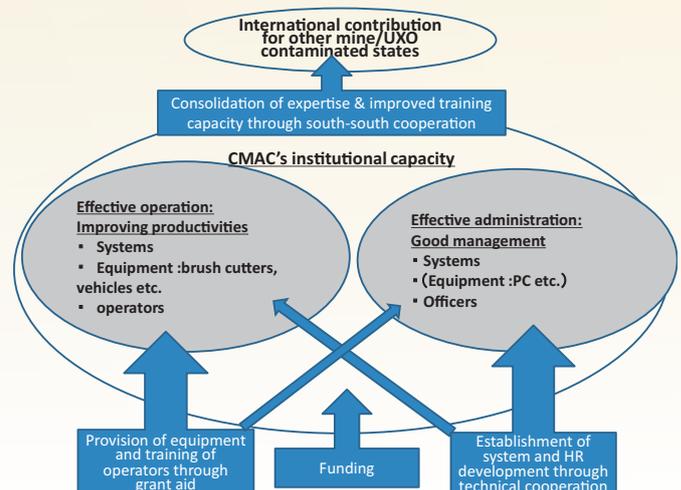
Chronology of Cambodia's mine action and Japan's cooperation

* Funds have been disbursed in various schemes since 1998.



- Japan's cooperation was corresponding to five key factors of capacity development of CMAC: 1) improved system for operations, 2) improved productivity of demining, 3) improved capacity of human resources, 4) enhanced capacity for project management and 5) improved organizational management capacity. Japan's inputs greatly contributed to heightened demining productivity at CMAC through the provision of equipment, and to the establishment of information systems and capacity development for management through the technical cooperation. Since some equipment such as computers was provided to administration department, and systems for operations were also enhanced through technical cooperation, crossed arrows are drawn. Disbursed funds are used for both operational and administrative aspects. **These major improvements both in operational productivity and management capacity allowed CMAC to become a capable demining organization.**

Input by Japan to strengthen CMAC's organizational capacity



What should we learn from CMAC's organizational transition and Japan's cooperation to CMAC?

- It should not be regarded mine/UXO clearance as something good without a critical eye, but should be carefully considered from two perspectives: one perspective is whether demining activities will not induce/deteriorate unstable situations (“do no harm”), and the other is whether mine/UXO clearance will surely lead to peacebuilding from a humanitarian standpoint and through poverty reduction and development (“do maximum good”), based on observations of each country/region concerned.
- Development assistance can produce outcomes and impacts in supporting mine/UXO action for capacity development in both operation and management by applying its expertise accumulated through usual development cooperation, if situations of the country and organization are carefully analyzed and identified.
- The approach to capacity development of demining organizations should differ from the one to permanent entities in other sectors (i.e. Ministry of Education, schools), given the nature of the organizations.
- In examining exit strategies regarding assistance to demining organizations, CMAC's achievements in the South-South cooperation may give us a clue. Using these assets and relationships enhanced through Japan's cooperation for CMAC, JICA and CMAC continue to contribute to other mine-/UXO- contaminated countries through the South-South cooperation. If CMAC is more widely recognized globally as a demining organization, it can be a possible option for the organization to be more independent.

Advantages and contribution of South-south cooperation in mine action

- Both countries face problems on landmines & UXO as obstacles for development at present
- Landmines & UXO action has international standard, but to customize it for local context is the challenging work. => facing similar challenges on the ground & policy level

Information & knowledge is **convincing based on real experiences**, and sharing it would give big impact on **practical aspects and policy making**

Exchange and net-working of technical officials opens **wider perspectives**, and encourages each other

South-south cooperation for institutional building in mine/UXO sector

Useful for both recipient and provider on its institutional building

recipient

- Easier and quicker to learn technical methods & application, know-how of planning, fund raising, reporting etc
- Informative documents are shared (free)
- **time & cost saving**

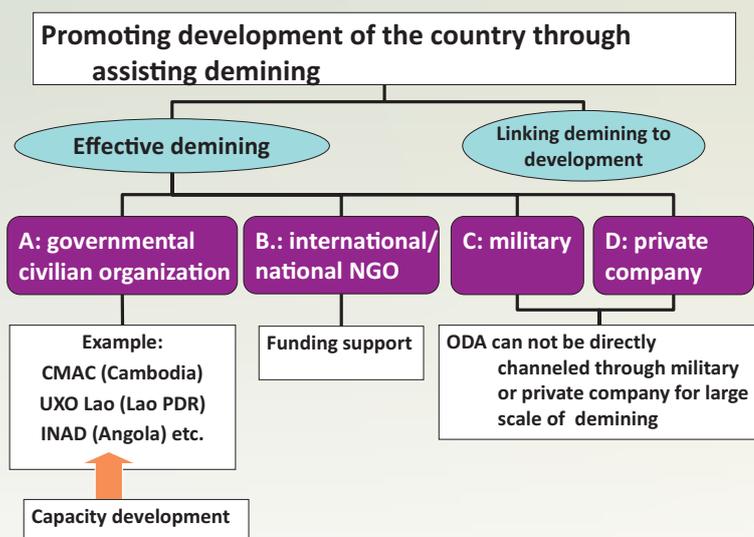
provider

- Organizational skill and training capacity is improved
- Institutional expertise is accumulated
- General appreciation and international recognition
- **further step-up**

Motivations are stimulated and sense of ownership for the issue of mines/ UXO are generally increased !

- Advantage of governmental civilian organization:

- 1) Many conflicts after the end of the Cold War are internal conflicts, and national military forces are often one of the actors in the conflict. Under such circumstances, a governmental demining body consisting of civilians, not military forces, may be a good alternative. In case of Cambodia, in CMAC's early years, its demining unit members were former soldiers integrated from different armed groups, not from one specific group.
- 2) If mine action, which is directly connected to a national security and is important in promoting reconstruction and development, is carried out in a country for such a long period of time, involvement of military forces may not be sufficient enough, and a governmental demining body, in addition to international NGOs and private sector, should be involved in the process to show the country's commitment and ownership to the mine action.



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