Landmines and Refugees:
The Risks and the Responsibilities to Protect and Assist Victims


Briefing Paper

20 June 2013
Findings and recommendations on victim assistance for refugee victims of landmines and ERW

Finding: Refugee victims of landmines, cluster munitions and explosive remnants of war (ERW) often lack: official recognition as refugees, war victims, and/or landmine or cluster munition victims; citizenship status; and adequate documentation to regularize their status. This presents both immediate and longer term challenges to receiving needed assistance.

Recommendation: States and NGO partners should support the organization of victims and other persons with disabilities and their families into representative groups within the community of displaced people to facilitate the provision of legal aid to overcome bureaucratic hurdles and awareness of existing regulations, processes and services available.

Finding: Landmine/ERW victims and other displaced persons with disabilities often face insufficient and unequal access to shelter, education, specialized healthcare and rehabilitation within refugee camps. This is inconsistent with the commitments of host states and the international community to provide adequate support for victim assistance without discrimination against, or among, survivors and other persons with disabilities and to protect and assist refugees and other persons with disabilities against all forms of discrimination, as called for by the UNHCR Executive Committee.

Recommendation: States should increase the accessibility and quality of services to victims; dedicate resources for such services through funding for refugee assistance and victim assistance sources; and include victims in coordination and planning.

Finding: All refugees face challenges to secure employment or engage in income generating activities. The challenges for victims, including family members of survivors, are aggravated due to physical and societal barriers.

Recommendation: States should clearly express their commitment and mobilize national and international resources to overcome such barriers for victims who are refugees and asylum seekers within national victim assistance plans and donor planning.
Introduction

During 2012, more than 1 million people were forced across international borders seeking safety from armed conflict, according to the UN Refugee Agency (UNHCR). Many others returned to their homelands to settle back after having fled conflict. Countries with large population movements that result from armed violence and conflict are often also those with significant contamination by landmines, explosive remnants of war (ERW) and cluster munitions. Among these are states that have the highest numbers of landmine, ERW and cluster munition victims in need of assistance.

Refugees, asylum seekers, returnees, internally displaced people (IDPs) and stateless persons are especially vulnerable to landmines, ERW and cluster munitions. Whether fleeing from, or into, or returning to countries contaminated by these explosive hazards, the presence of the threat remains.

Fleeing war or persecution, refugees no longer enjoy the protection of their own state. Being a landmine/ERW survivor places them at heightened risk of harm to their physical and psychological integrity. Through international humanitarian and human rights law, states have recognized and committed to address the needs of both displaced persons and landmine and cluster munition victims.

This report first looks at the dangers these displaced persons face. It then outlines examples of the difficulties which survivors of these weapons continue to encounter and highlights efforts to provide victim assistance to these groups. It concludes with a call on the international community to improve these efforts in countless cases where needs continue to go unmet and rights unfulfilled.

Hazards and risks

Recently, the escalating Syrian conflict has brought to the world’s attention the harrowing risks refugees encounter. Refugees escaping to Turkey were killed and injured by landmines near the border in 2012. Since the escalation of conflict in 2011, Syrian government forces have used antipersonnel landmines on the borders with Turkey and Lebanon, causing civilian casualties. The ICBL expressed concern at

“...landmines, ERW, and cluster munitions have been posing enormous dangers to refugees and IDPs in tens of countries around the world. Those refugees or IDPs that survive explosions, like other persons with disabilities, are among the most vulnerable groups of refugees and IDPs. They are the first who are affected physically, socially, and economically and the last to get assistance.”

Firoz Alizada, Campaign Manager, International Campaign to Ban Landmines (ICBL); Afghan landmine survivor, also recalling the time he spent in Pakistan
Syria’s “disregard” of the safety of civilians seeking to cross the border to flee the violence in Syria.7

As in many other cases, the threat for refugees from Syria continues even in the country of sanctuary: refugees entering Iraq, Lebanon and Turkey continue to face the risk of landmines and ERW in the receiving states as they did in the country they have left behind, while this threat also complicates their ability to settle. In August 2012, a Syrian man and two children were reported as having been killed in Mardin province, an area within Turkey that had been mined by the Turkish military in the 1950s.8 In northern Iraq, the demining NGO Mines Advisory Group (MAG) has provided risk education to refugees entering the country and cleared land of ERW near the city of Dohuk to allow a refugee camp to be set up.9 In Lebanon, reduced usage of land due to landmine contamination was cited as a factor limiting the ability of households receiving Syrian refugees to cope economically.10

For many years, landmines along some of Europe’s borders have similarly caused civilian casualties among displaced persons who have sought asylum as refugees.11 A previous Council of Europe Commissioner for Human Rights has reported that “in certain areas [of Europe] migrants in search of asylum have stepped on mines. They do not see the warning signs when they are trying to cross these contaminated areas during the night.”12

Most people who were injured and killed by landmines in Greece—until border minefields were finally cleared of antipersonnel mines in 2009—were asylum seekers and migrants entering the country unofficially through those areas. Almost 300 non-national landmine casualties were reported,13 including people from Algeria, Burundi, Georgia, Iraq, and Morocco. Yet, Greece’s official reporting has stated simply that “there are no mine victims”14 and any victim assistance provided by the government was reportedly abandoned when the economic crisis in the country began in 2009.15 Asylum seekers from Iraq and Palestine have also been victims of the minefields of Cyprus.16

Since July 2011, when South Sudan became an independent state, some 2 million South Sudanese living in Sudan have begun the journey to return to their native land. With ongoing armed conflict along the border between Sudan and South Sudan, and the new use of landmines in Unity State, near South Sudan’s northern border, returnees have faced a myriad of hazards. In 2011, more than 200 people were killed or injured by landmines/ERW in South Sudan, most in Unity State. Many of those people were on their way back from Sudan.

A revision of the national database of mine victims in Bosnia and Herzegovina showed that refugees, returning refugees, or internally displaced persons made up half of all civilians reported as killed or injured by landmines and explosive remnants of war at the time of the incident.17 The majority of refugee returns were to rural areas where agriculture and stock-breeding are subsistence activities, bringing returnees in closer proximity to hazard areas.18
The UNHCR’s Executive Committee has called upon states, the UNHCR and partners to:

“protect and assist refugees [with disabilities] and other persons with disabilities against all forms of discrimination and to provide sustainable and appropriate support in addressing all their needs...”

In Afghanistan the majority of civilian landmine/ERW victim accidents have occurred as returning refugees and displaced persons made their way to or arrived home. In addition to the risks returnees face along the journey home, when refugees and displaced persons arrive back to abandoned villages, they are often unaware of the mines placed there. The Mine Action Coordination Centre of Afghanistan (MACCA) strives to ensure that all data on contaminated communities is up to date, and that displaced persons and returnees receive risk education. However, significant numbers of returnees from Pakistan and Iran and internally displaced persons may be exposed to increased risks from the possibility of settling on or returning to contaminated land.

In Colombia, contamination from landmines and victim-activated improvised explosive devices (IEDs) is both a factor in forcing the displacement of the population and a major obstacle to the return of millions of displaced Colombians. In 2011, the Colombian government committed to restitute land to displaced Colombians. According to the governmental Unit for Land Restitution, through June 2013, nearly 40,000 claimants had successfully applied for land restitution assistance but more than 70% of these were prevented from returning to their land due to the presence of landmines and other explosive hazards.

Connecting protection and assistance

The fact that many landmine and cluster munition victims are, or have been refugees, means that they are caught outside the protection of the state they are fleeing and may face difficulties to be recognized and integrated into the receiving country. Protecting people who have been uprooted from their homes for fear of persecution and taking into account the specific needs of refugees and displaced persons with disabilities is the core mandate of the UNHCR and its partners, including the International Committee of the Red Cross (ICRC) and NGOs. It also forms part of the activities of other agencies such as the UN Mine Action Service (UNMAS). It is a special issue of concern for the international mine action community as a whole, including States Parties to the Mine Ban Treaty and Convention on Cluster Munitions.

Through the Mine Ban Treaty and Convention on Cluster Munitions and their action plans, states commit to provide assistance to the victims and emphasize the need for emergency and continuing medical care, rehabilitation, psychological support and other socio-economic services in all places where survivors, their families and affected communities live. They call for victims to be identified, their needs assessed and their rights protected, promoted and fulfilled. The Convention on the Rights of Persons with Disabilities (CRPD) calls for all
necessary measures to ensure the protection and safety of persons with disabilities in situations of risk, including situations of armed conflict. The 1951 Convention relating to the Status of Refugees, further sets out basic rights that States Parties need to ensure to all those falling into the realm of the Convention and present on their territory.22

In June this year, the last remaining member country of the European Union (EU) became bound by the Mine Ban Treaty and without exception all EU states are now obligated to provide assistance to landmine victims when in a position to do so. This includes refugees that are landmine/ERW survivors and have made their way to the territory of EU Member States. In that regard, the particular vulnerabilities and needs of landmine/ERW survivors should be taken into account when determining the status and right to international protection of those seeking asylum in the EU.

In the Syrian context, refugees injured by mines planted along the border with Turkey received treatment in Turkish hospitals. Like the refugees fleeing to Turkey, those arriving in Lebanon and Iraq also include many war wounded, among them landmine and ERW survivors and likely also victims of cluster munition bombings.23 The ICRC has worked to respond to the needs of Syrian refugees in both Lebanon and Iraq. In Lebanon, it has provided medical supplies and components for prosthetic limbs to hospitals in the eastern part of the country and facilitated physical rehabilitation for refugees.24 In Iraq, it has supplied essential household items and food to Syrian refugees in nine governorates.25

However, while the UN, the ICRC and other international and non-governmental organizations attempt to replace the protection a state would provide, in most cases refugees, but also stateless persons, who are landmine and cluster munition victims remain far from attaining anything close to the holistic assistance they are entitled to in accordance with international humanitarian and human rights law. Their needs often go unaddressed, their incidents unregistered and their rights unfulfilled. The most vulnerable refugees, including persons with disabilities, also often fall victim to violence, including sexual and gender-based violence, when protection mechanisms are not in place in the country where they are seeking refuge.

Refugees and asylum seekers with disabilities often cannot use state services, do not have the right to work and face many difficulties to be fully included in society. Challenges inherent to life in refugee camps, and in urban areas where many refugees also live, are aggravated for landmine and ERW survivors and for their family members.

Victim assistance in places of refuge and return

The governing Executive Committee of the UNHCR has recognized that “host States, which are often developing countries, have limited resources and face various challenges in providing such services and facilities” required by refugees with disabilities.26 In this context it must be recalled that all of the states
accommodating/receiving displaced and returnee survivors that are profiled in this report are themselves responsible for landmine/ERW victims among their own national citizens and have also made commitments to provide victim assistance (see appendix). In responding to the needs of refugees and landmine/ERW survivors, states can request, and should be able to expect, support from the international community to protect and assist these vulnerable groups.

Refugee camps are special cases where resources tend to be even more limited, but can sometimes be more targeted to the needs of this distinct population. In refugee camps around the world, specific services are sometimes provided to meet the rehabilitation needs of landmine/ERW survivors and other persons with disabilities who face many other daily challenges. Specific services have also been established to address the needs of survivors who are returnees. Examples of existing programs provide some initial guidance for improving efforts in other settings.

Landmine survivors from Myanmar (Burma) who go to Thailand to seek asylum can receive medical care and rehabilitation in refugee camps, as well as in public district hospitals in the Thai-Myanmar border provinces. Mae Tao Clinic, a NGO health facility run by, and for, Burmese asylum seekers and migrants provides prosthetic limbs and other medical services near the joint border. The clinic also supports the Back Pack Health Workers Team services for underserved, mine-affected communities across the border in Myanmar.27

The refugee-run Care Villa facility offers special care and assistance to blind amputee landmine/ERW survivors residing in the Mae La refugee camp. Handicap International provides prosthetic limbs, orthotics, and other assistive devices for refugees in some of the camps and has also trained refugees in the Mae La camp to make the prostheses.28

However, in 2013 the availability of this assistance in the Thai border camps has become increasingly uncertain. Political reforms in Myanmar have resulted in the possibility of refugees being returned, leading to a reduction in financial assistance by some donors to NGOs in order to focus on activities within Myanmar.29 This shift in funding is premature, and the UNHCR has said that return of refugees will not be promoted until mined areas in Myanmar are identified and cleared.30

Somalia and Sudanese refugees in camps in Ethiopia receive services from the Rehabilitation and Development Organization (RaDO), which works mainly in the areas of rehabilitation of persons with disabilities, including providing prosthetic devices for mine survivors.

The Sahrawi refugee situation is an often forgotten humanitarian crisis for which little funding is available. Tens of thousands of Sahrawi refugees live in five camps in south-west Algeria, near the border of Western Sahara with little access to outside resources and are depending on international aid for their survival.
As of June 2013, the Saharawi Association of Landmine Victims (ASAVIM) had collected detailed information on more than 1,240 landmine/ERW and cluster munition victims as well as other war victims with disabilities living in and around the Rabouni refugee camps.31

The Polisario Front Public Health Authority works in the Algerian camps to provide medical care and rehabilitation services, with the support of the ICRC. However, victim assistance for the refugees is extremely limited, worsened by the fact that most people, especially survivors, live in extreme poverty. As Sahrawi refugees are able to travel to very few places in the world, they are unable to access better medical and rehabilitation services even if they have the financial resources to do so. Economic inclusion activities are almost completely absent for survivors living in the Rabouni camps. Some 92% of identified survivors are men, often with extended families to support.32 Their families lack the skills necessary to take over the role of family breadwinner under the harsh camp conditions. This leaves most survivors continuously struggling to provide nourishment and ensure basic survival for their families.

Dadaab, Kenya is often referred to as the largest refugee camp complex in the world. Somali refugees live in the camps, and some 20% are persons with disabilities. This high rate is attributed in part to injuries from the conflict in Somalia,33 a country littered with landmine and ERW contamination and with thousands of landmine/ERW victims.34 It has been found that persons living with disabilities in the camps had insufficient and unequal access to shelter, education, specialized healthcare or rehabilitation. This is compounded by the enormous challenges in the harsh physical environment of Dadaab that makes even specially adapted wheelchairs difficult to use and quickly wears out prosthetics, drastically limiting mobility.35

Handicap International (HI) has been working in Dadaab camps since 2007, supporting vulnerable refugees living with impairment in terms of rehabilitation needs, and strengthening the inter-agency response to offer accessible services to persons with disabilities. HI has also been documenting a range of rights violations against persons with disabilities in Dadaab refugee camps, where gender-based violence was revealed as one of the violations that persons with disabilities face.36

Also in Kenya, the Kangemi Rehabilitation Centre has received assistance by the ICRC Special Fund for the Disabled (SFD) from 1997–2012 to address physical rehabilitation needs. The ICRC SFD has provided training, equipment and materials to the prosthetic/orthotic workshop that mainly benefits Somali refugees with physical disabilities.37

“Sahrawi victims have undergone double victimization. If one is lucky enough to survive a mine accident, then he/she has to endure and survive the continuous challenges of the Sahrawi refugee life.”

Awala Lahbib, Acting Director of ASAVIM, Western Sahara; landmine survivor and refugee
Like refugees, many returnees have difficulties accessing services, both because they may lack the necessary identity documents to register back as citizens, as war victims or as landmine/ERW survivors and/or because the limited services available are overtaxed by the increasing needs that returnees have. Once again, as in the case of addressing the needs for refugees, it may be necessary to establish dedicated services to respond to the needs of this population.

In **Serbia**, a significant number of mine survivors are from other parts of former Yugoslavia. Those who have not been able to regularize their citizenship status are not entitled to regular state services. According to preliminary results of a survey of victims conducted in 2012 (published results pending), some 15 years after the end of the Yugoslav wars, about 5% of survivors still had not been able to resolve their citizenship status.

Once back in **South Sudan**, landmine, cluster munition and other ERW survivors face inadequate medical and rehabilitation services and infrastructure. Programs are struggling to address the needs of returnees and the increasing numbers of landmine/ERW survivors.

To address the needs of Ugandan returnees in northern **Uganda**, several international organizations established physical rehabilitation services and psychosocial and economic inclusion programs in the late 1990s. While programs were designed to address the needs of all returnees, they provided specialized services for landmine/ERW survivors and other war-wounded as well as referrals for other needs. As the influx of returnees ended in northern Uganda, several programs ceased even though survivor returnees who settled in the region continue to have needs which are not addressed.

Since 2011, efforts by NGOs, the national survivor network and the government have attempted to replace services in northern Uganda once provided to the returnee population. While these efforts have maintained the availability of some services, there has not been funding to facilitate access to these services, a challenge that some international organizations have overcome by paying for transportation costs and accommodation.

**Conclusion: Looking toward next steps**

The challenges facing landmine/ERW victims who are refugees, displaced or returnees are daunting. No matter if they are landmine/ERW survivors seeking refuge in another country or displaced persons falling victim to landmines and ERW on their journey to safety, these persons usually face many unique challenges to receive assistance in fulfillment of their rights.

Yet these challenges are not insurmountable. There are efforts currently being implemented to protect these populations from the hazards of mines and ERW.
Fewer steps have been taken to identify, recognize and register these victims in order to provide the assistance, in accordance with applicable international humanitarian and human rights law, to which states committed under the Convention on Cluster Munitions and the action plans, mechanisms and understandings, of the Mine Ban Treaty.

Programs have been established in some countries, often under difficult conditions, to address the specific needs of refugee survivors along with those of other refugees with disabilities. Dedicated support for victim assistance, generated as a result of the recognition of the importance of the needs of victims by the global disarmament and mine action community, can do more to support these programs and to ensure that all survivors have access to the services and support that they require, irrespective of their origin, citizenship or legal status.

Examples in this report outline ways in which the international community can reduce the risks that displaced populations face while taking deliberate actions to respond to their needs through existing frameworks and mechanisms and in compliance with international humanitarian and human rights law. By building on existing good practices highlighted through these examples and following the recommendations of this report, the international community can improve the lives and uphold the rights of landmine/ERW victims who are also refugees and asylum seekers.
Annex

Table: Responsibilities to protect and assist

The states that refugees returned to, or found refuge in, as reported in this paper and their legal obligations and commitments under relevant conventions.

All states listed have made a commitment to provide victim assistance through the Mine Ban Treaty or Cluster Munition Convention, or both.

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<th>State</th>
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<th>Convention on Cluster Munitions</th>
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Mine Ban Treaty States Parties in **bold** have also self-identified as having significant numbers of landmine survivors and the greatest responsibility to act, but also the greatest needs and expectations for assistance.
Endnotes

2 For example: in States Parties to the Mine Ban Treaty such as Afghanistan, Colombia, Iraq, Senegal, Sudan, South Sudan, Somalia and Yemen, as well states not parties to the Mine Ban Treaty, Pakistan, Libya and Syria.
3 Throughout this paper, the term “victims” is used to mean all persons who have been killed or suffered physical or psychological injury, economic loss, social marginalisation or substantial impairment of the realisation of their rights caused by landmines, cluster munitions and explosive remnants of war. They include those persons directly impacted by these weapons as well as their affected families and communities. “Survivors” are a subset of victims and are any individuals who have been directly injured by an explosion of a landmine, cluster submunition or an explosive remnant of war and have survived the incident.
4 For the purpose of this paper a “hazard” is a landmine, cluster submunition, or other ERW threat with the potential to cause harm; a “risk” is the likelihood of death or injury from exposure to the hazard. These terms are used independently from the terms “Suspected Hazardous Area” and “Confirmed Hazardous Area” of the International Mine Action Standards (IMAS).
5 According to the UNHCR, the flight of civilians from Syria is to be characterized as a refugee movement. The status of a person as refugee affects the legal obligations of states. For example, border control measures should be applied in a manner in which persons fleeing Syria can find access to safety. See UNHCR, “International Protection Considerations with regard to people fleeing the Syrian Arab Republic, Update I,” December 2012, p. 3, paragraph 4.
11 This has also occurred in the area between Cuba and the United States (US) Naval Base at Guantánamo in the southeast of Cuba. At least five Cuban asylum seekers have been killed in the minefields around the US Naval Base at Guantánamo in the southeast of Cuba. Both the US and Cuba planted landmines there around the Guantánamo base; the US removed its landmines by the year 2000, and Cuban authorities maintain their minefields.
13 In 2007, Greek embassy websites posted an Athens News Agency article from 15 February 2007, “Efforts to clear world’s minefields discussed at Athens event,” in which the head of the Land Minefield Clearance Battalion (TENX) was reported as stating that 104 illegal immigrants had been killed and another 187 severely injured in the border minefields since 1995.
14 See Greece’s CCW Amended Protocol II Article 13 report (for calendar year 2012), Form B; Mine Ban Treaty Article 7 report (for calendar year 2012), Form F, which can be used for reporting victim assistance efforts, was marked “void”.


19 See: Afghanistan Mine Ban Treaty Article 5 deadline Extension Request, (Revised) 31 August 2012, p.8.


21 Colombian Campaign Against Landmines, “Desplazamiento Forzado y las minas antipersonal en Colombia,” (“Forced Displacement and antipersonnel landmines in Colombia,”) June 2013, by email from Camilo Serna Villegas, Operational Coordinator, Colombian Campaign Against Landmines, 15 June 2013.

22 The 1951 Convention relating to the Status of Refugees is the key legal document in defining who is a refugee, their rights and the legal obligations of states.

23 Many of the most vulnerable people fleeing Syria are actually persons that already had refugee status in Syria (many of whom are Palestinians and Iraqi). For this reason, the UNHCR usually refers to these people as “persons fleeing Syria”.


27 For more information see: Mae Tao Clinic, “Health Services,” maetaoclinic.org/health-services/.


31 Interview with Awala Lahbib, Acting Director, ASAVIM, Rabouni Refugee Camps, 9 June 2013.

32 Ibid.

33 Refugee Consortium of Kenya, “Asylum under threat: Assessing the protection of Somali refugees in Dadaab refugee camps and along the migration corridor,” June 2012, p. 65.

34 See also Somalia’s initial Mine Ban Treaty Article 7 Report (for calendar year 2012).


36 HI, “Expression of interest: Rapid assessment of data on GBV and disability; and dissemination through a factsheet and workshop with mainstream GBV stakeholders in Dadaab refugee camp,” June 2013.