Linking Mine Action and Development with Official Development Cooperation Agencies



Guidelines for Policy and Programme Development

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LINKING MINE ACTION AND DEVELOPMENT

GUIDELINES FOR POLICY AND PROGRAMME DEVELOPMENT: OFFICIAL DEVELOPMENT COOPERATION AGENCIES

NOVEMBER 2008

FOR OFFICIAL DEVELOPMENT COOPERATION AGENCIES

FOR BILATERAL DONORS AND THE EUROPEAN COMMISSION (EC) AT HEADQUARTERS LEVEL

1. Mine/ERW contamination is a development problem that can be solved. Be responsive to the needs and priorities of mine/ERW-affected countries.

2. Assist mine/ERW-affected countries to fulfil their international obligations.

3. Reflect support for mine action in development assistance strategies and programmes.

4. Strengthen the capacity of your organisation to integrate mine action in development programming.

5. Reflect mine/ERW contamination in post-conflict needs assessments.

6. Apply the principles in the Paris Declaration on Aid Effectiveness to mine action programming.

FOR BILATERAL DONORS AND THE EC AT COUNTRY PROGRAMME AND FIELD LEVELS

7. Recognise the development challenges faced by mine/ERW-affected communities. Ensure reconstruction and development programmes do not avoid them.

8. Encourage partner organisations to work in mine/ERW-affected communities.

9. Require partner governments and mine action organisations to report on progress in terms of mine action outputs as well as development outcomes.

10. Apply the principles in the Paris Declaration on Aid Effectiveness to mine-action programming.

11. Ensure programming in mine-affected communities is gender-sensitive.

12. Ensure that mine action supports broader armed violence reduction and peace-building programmes, where appropriate. Mine action can be an effective entry-point and capacity-building measure in conflict and post-conflict situations.

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FOR OFFICIAL DEVELOPMENT COOPERATION AGENCIES

FOR UNITED NATIONS' AGENCIES

13. Strengthen the capacity of mine/ERW-affected countries to ensure national mine action programmes support reconstruction and development.

14. Integrate mine action in UN programmes at the country office level.

15. Lead efforts to harmonise support for mine action

16. Reflect mine/ERW contamination in post-conflict needs assessments.

FOR MULTILATERAL DEVELOPMENT BANKS

17. When planning reconstruction or development programmes in mine/ERW-affected countries, do not avoid contaminated communities.

18. Include the costs of mine/ERW clearance and other mine action services in project financing plans.

19. Reflect mine/ERW contamination in post-conflict needs assessments.

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To enhance the developmental effectiveness of mine action

Where mine/ERW contamination impedes reconstruction and development efforts, ensure mine action supports development programmes in mine-affected areas and communities.

To strengthen information sharing and collaboration across sectors and actors

Effective and efficient delivery of both mine action and development programmes in contaminated areas requires effective information-sharing, coordination and collaboration between mine action and development actors. This should be at local, national and international levels, and across a wide range of sectors.

To align mine action with development priorities

Given the complex nature of mine/ERW contamination and the impact on different communities and sectors, mine action should be aligned with development priorities in countries where mines/ERW impede development. Mine action should also be reflected as a cross-cutting issue in relevant development plans and budgets at national, sub-national and sector levels.

To facilitate and promote national ownership of the mine/ERW contamination problem

National governments are responsible for and should be in control of the national mine action programme, except in extreme cases where no functioning government exists, or in some countries in, or emerging from, conflict. A nationally owned mine action programme requires that the state demonstrates political, financial and technical ownership. This is done by adopting legislation and national standards governing mine action, mobilising national and, where required, external resources to sustain the programme. It should develop clear and achievable mine action plans which are aligned with national, subnational and sector development priorities.[1] It is vital that international organisations and NGOs support the government in this regard.

GUIDING PRINCIPLES
FOR LINKING MINE ACTION AND DEVELOPMENT

To ensure an inclusive, participatory and gender-sensitive approach to mine action and development

The needs and priorities of mine-affected communities should inform mine action planning and implementation. This requires an inclusive, participatory and gendered approach to mine action planning and implementation. This approach should be applied from assessing the threat and impact of mine/ERW contamination to tracking mine/ERW-related deaths and injuries, through the processes of setting mine action priorities, allocating cleared land to beneficiaries and providing development assistance.

To explore synergies with armed violence prevention and reduction programmes

Mines/ERW, like other small arms and light weapons, are tools of armed violence which have lasting negative impacts on the lives and livelihoods of communities around the world. Efforts to address mine/ERW contamination have often remained separate from broader armed violence reduction programmes, despite opportunities for joint programming. More systematic efforts are needed to explore how mine action support initiatives can support peace, strengthen national reconciliation, reform the security system, disarm, demobilise and reintegrate former combatants and promote community safety.

ENDNOTES

[1] ICBL. Landmine Monitor Report 2007. Mine Action: Lessons from the last decade of mine action. http://www.icbl.org/lm/2007/es/mine_action.html#footnote-1066-39-backlink

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The Geneva International Centre for Humanitarian Demining (GICHD) works for the elimination of anti-personnel mines and for the reduction of the humanitarian impact of other landmines and explosive remnants of war. To this end, the GICHD will, in partnership with others, provide operational assistance, create and disseminate knowledge, improve quality management and standards, and support instruments of international law, all aimed at increasing the performance and professionalism of mine action.

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ACRONYMS

ADB	Asian Development Bank
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
AMAS	Afghanistan Mine Action Standards
ANBP	Afghanistan's New Beginnings Program
APMBC	Anti-Personal Mine Ban Convention
AVR	Armed Violence Reduction
AXO	Abandoned Explosive Ordnance
BAC	Battle Area Clearance
CBMCP	Community Based Mine Clearance Program
CCA	Common Country Assessment
CCW	Convention on Prohibitions or Restrictions on The Use of Certain Conventional Weapons which May Be Deemed to Be Excessively Injurious or To Have Indiscriminate Effects
CG	Consultative Group
CMAA	Cambodian Mine Action Authority
CROMAC	Croatian Mine Action Centre
DAC	Development Assistance Committee
DFID	Department for International Development (UK)
DDR	Disarmament, Demobilization and Reintegration
EC	European Commission
ERW	Explosive Remnants of War
FAO	Food and Agriculture Association
GICHD	Geneva International Centre for Humanitarian Demining
GIS	Geographic Information System
GTZ	Gesellschaft für Technische Zusammenarbeit
ICRC	International Committee of the Red Cross
IDDRS	Integrated Disarmament, Demobilization and Reintegration Standards
IDP	Internally Displaced Person
IMA	Integrated Mine Action
IMAS	International Mine Action Standard
IMSMA	Information Management System for Mine Action
IWDA	International Women's Development Agency
JAM	Joint Assessment Mission
KRDI	Kukes Regional Development Initiative
LANGOCA	Laos-Australia NGO Cooperation Agreement
LIS	Landmine Impact Survey

LMAD	Linking Mine Action and Development
LUPU	Land Use Planning Unit
MAC	Mine Action Centre
MACC	Mine Action Coordination Centre
MAFP	Mine Action For Peace
MAG	Mines Advisory Group
MAPA	Mine Action Program for Afghanistan
MAPU	Mine Action Planning Unit
MDGs	Millennium Development Goals
M & E	Monitoring and Evaluation
MRE	Mine Risk Education
MTEF	Medium Term Expenditure Framework
MTFF	Medium Term Fiscal Framework
NATO	North Atlantic Treaty Organisation
NMAA	National Mine Action Authority
NMAC	National Mine Action Centre
NMAS	National Mine Action Standards
NPA	Norwegian People's Aid
NGO	Non-Governmental Organisation
OAS	Organisation of American States
ODA	Overseas Development Administration
ODI	Overseas Development Institute
OECD DAC	Organisation for Economic Cooperation and Development, Development Assistance Committee
PCA	Post Clearance Assessment
PCIA	Post Clearance Impact Assessment
PCNA	Post Clearance Needs Assessment
PEAP	Poverty Eradication Action Plan
PMAC	Provincial Mine Action Committee
PRSP	Poverty Reduction Strategy Paper
SALW	Small Arms and Light Weapons
SCBL	Swiss Campaign to Ban Landmines
SSR	Security Sector Reform
SWG	Sector Working Group
TAP	Task Assessment and Planning
TIA	Task Impact Assessment
TISA	Transitional Islamic State of Afghanistan
UNDAF	United Nations Development Assistance Framework
UNDDA	United Nations Department for Disarmament Affairs
UNDP	United Nations Development Programme
UNDPKO	United Nations Department of Peace Keeping Operations
UNHCR	United Nations High Commissioner for Refugees

UN IDDR	United Nations Integrated DDR Standards
UNICEF	United Nations Children's Fund
UNMACA	United Nations Mine Action Centre for Afghanistan
UNMAS	United Nations Mine Action Service
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNOHCHR	United Nations Office of the High Commissioner for Human Rights
UNOPS	United Nations Office of Project Services
UN OSAGI	United Nations Office of the Special Adviser on Gender Issues
UNTAC	United Nations Transitional Authority in Cambodia
UNWFP	United Nations World Food Programme
UNWHO	United Nations World Health Organisation
UXO	Unexploded Ordnance
VA	Victim Assistance
YEMAC	Yemen Executive Mine Action Centre
WB	World Bank

WHY LINK MINE ACTION WITH DEVELOPMENT?

WHY LINK MINE ACTION[2] WITH DEVELOPMENT?

Landmines and other explosive remnants of war (ERW) impede post-conflict reconstruction and development efforts in many mine-affected countries. They:

- threaten community safety
- hinder the safe return of internally displaced persons (IDPs) and refugees to their communities
- damage infrastructure essential for economic development and increase rebuilding costs
- limit access to health care, education and other basic social services
- prevent the use of assets vital to sustainable livelihoods. For example, water sources, irrigation channels and land used for agriculture, grazing, housing/resettlement and commerce
- deter public and private investment and economic development through increased uncertainty, cost and delays resulting from suspect presence of landmines

Box 1 | Impact of mines/ERW on post-conflict livelihoods in Yemen[3]

Landmines and other ERW often affect lives and livelihoods long after a conflict has ended. In Yemen, mine/ERW contamination, resulting from several internal conflicts, continues to threaten livelihoods. Mines directly block access to natural and physical assets, including farmland and grazing areas, roads, paths, and strategically placed buildings. They have also prompted changes in livelihoods strategies, eg by accelerating migration from mine-affected villages for employment. Mine/ERW contamination has impeded infrastructure development, and has discouraged government-supported social development projects in affected communities.[4] Mine/ERW contamination also affects human capital – through injury and death. Farmers and herders, including children, are often victims.

Linking Mine Action and Development (LMAD) is about ensuring mine action promotes socio-economic development and reduces poverty. LMAD is particularly relevant where landmine/ERW contamination impedes post-conflict reconstruction and development.

LMAD requires the integration of mine action in development policy and programming. It also encourages effective coordination between mine action and development actors at all levels (community, subnational, national and international).

WHY LINK MINE ACTION WITH DEVELOPMENT?

While difficult to quantify, the developmental impacts of mine action include safe roads, improved access and provision of health care, education and other social services as well as safe access and productive use of land intended for resettlement/housing, agriculture, grazing and forest land. Indirect developmental impacts include: fewer deaths and injuries; increased availability of labour, skills and knowledge as a result of fewer accidents; improved sense of security; safe access to land, infrastructure, markets and social services; improved income levels, living standards and funds available for economic investment; and a reduced burden placed on the health care system.[5]

When mine action first evolved, the tendency was for mine action organisations to operate in conflict and post-conflict environments in a largely stand alone manner. According to the Overseas Development Institute, this is not uncommon, as *"…post-conflict programming tends to consist of piecemeal, project-based approaches with little evidence of coordinated strategy."* [6]

Box 2 | Types of mine action

Mine action programmes find themselves responding to many different needs. For example

Humanitarian mine action is focused on saving lives and limbs, providing a rapid and flexible response to hazards, and often based on clear priorities set by international organisations (rather than the government). It is not exclusive to humanitarian emergencies – that is, it can take place alongside mine action which is in support of development.

Mine action for internal security is largely focused on supporting the operational mandates of national & international forces to restore internal security.

Mine action for reconstruction is focused on rebuilding key infrastructure and often based on clear priorities set by international organisations (rather than the government).

Mine action for development is focused on supporting new investments and based on more varied demands from a range of diverse groups. Government ownership in this process is critical.

However, mine action programmes rarely evolve in a linear fashion, from humanitarian mine action >>> mine action for internal security >>> mine action for reconstruction >>> mine action for development. In some cases, there may be several different types of mine action taking place simultaneously within a given country. However, at a given point in time, national mine action programmes tend to be driven by at least one or two dominant forms of mine action (eg humanitarian, internal security, reconstruction, development).

During the early years, the main focus of mine action was on clearing mines/ERW safely and efficiently to meet the basic security needs of IDPs, refugees and humanitarian aid workers. Less attention was paid to investigating which hazards posed the greatest danger to communities and their livelihoods or to coordinating interventions with humanitarian and development actors, to enhance the developmental effectiveness of mine action.[7]

WHY LINK MINE ACTION WITH DEVELOPMENT?

As emergencies ended and mine-affected countries stabilised, they began to focus on post-conflict reconstruction and development. Mine action officials and practitioners often had difficulties making the same shift, from humanitarian mine action to mine action in support of post-conflict reconstruction and, eventually, development.

National mine action programmes were not, and often still are not, linked early and strongly enough with key development actors. These include government officials in core budget and planning units, sector ministries and sub-national governments (which tend to assume greater control over national development planning post conflict, as state structures and capacity strengthen).[7]

A coherent response to the problem of contamination is often impeded by 'stovepipe' or vertical management structures within government and aid agencies, which inhibit cross-sector coordination. Vertical management structures mean that the mine/ERW contamination problem is dealt with by a single government ministry, often the Ministry of Defence or Interior. This results in limited outreach and coordination with other key sector ministries (eg Agriculture, Transport, Water and Sanitation, Land, Finance, Planning, Tourism).

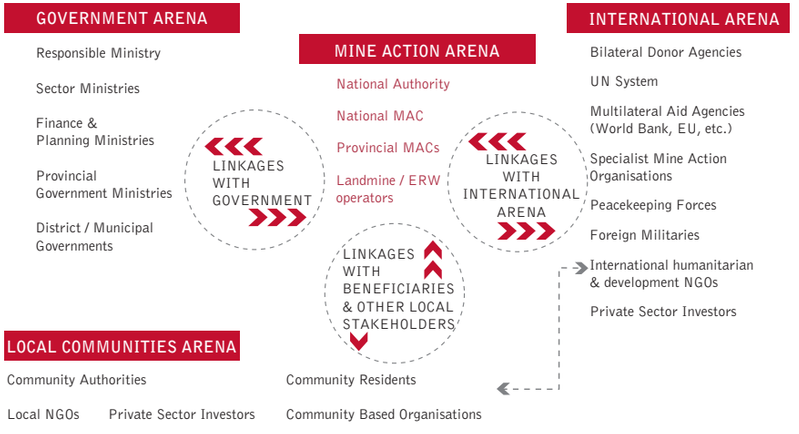
Weak links between key decision makers in mine action and government can lead to relevant officials remaining unaware of the impact of mine/ERW contamination on development.

Figure 1 illustrates the Architecture of Mine Action, highlighting the various links and relationships that should exist between a national mine action programme and actors in the government, community and international arenas.

NMACs, as mine action coordination bodies, can play a vital role in improving relationships between key actors. They can facilitate information sharing and strengthen coordination between mine action and development organisations. NMACs can also inform relevant development partners, core budget and planning authorities and other public sector agencies about the impact of mine/ERW contamination on planned development and the mine action services available to assist. They should convince core budget and planning authorities of the need to support mine action, either as a stand-alone programme or integrate it in development activities.

WHY LINK MINE ACTION WITH DEVELOPMENT?

Figure 1 | The Architecture of Mine Action: Actors, Arenas and Linkages



Outreach to development agencies working in mine-affected countries is also vital. These agencies may lack information about the nature of contamination and how mine action services can help. Without relevant information, NGOs working in contaminated areas often ignore, or work around the contamination problem. They may avoid working in severely mine-affected communities altogether due to concerns for staff safety, or lack of awareness that solutions to mine contamination exist. Or they may choose to work in less contaminated areas where they can reach their performance targets without the extra time, effort and cost needed to deal with landmines.

In such situations, National Mine Action Authorities and Centres need to engage development partners (government, non-governmental, commercial), providing them with up-to-date information about the extent of contamination and how mine action priorities are set. Development agencies should be made aware of the range of mine action services available, so that contaminated communities are not bypassed for security reasons and therefore 'doubly damned'.

WHY LINK MINE ACTION WITH DEVELOPMENT?

Donor funding for mine action has also contributed to weak coordination between mine action programmes and development actors. Since the adoption of the APMBC, funding for mine action has been relatively generous, but much has been channelled through dedicated mine action funds. This has resulted in cases of the Samaritan's Dilemma,[8] where generous donor funding discourages partner governments from making an effort to help themselves. Consequently, many mine action programme managers have had little incentive to reflect mine action in national, subnational and sector development plans and budgets. Nor have they actively sought official development assistance from bilateral and multilateral donors. However, it is likely that dedicated funding for mine action is set to fall, and partner governments that require external funding for their national mine action programme may no longer be able to rely on generous assistance for mine action.

The lack of practical guidance for practitioners and policy makers on how to link mine action with development has also hampered efforts. Despite extensive research[9] documenting the need for greater coordination, the many examples of good practice and lessons learnt have never been collated to provide practical policy and programming guidance.

ENDNOTES

2 ICBL, Landmine Monitor Report 2007. Mine Action: Lessons from the last decade of mine action. http://www.icbl.org/lm/2007/es/mine_action.html#footnote-1066-39-backlink

3 Pound B, Martin A, Qadr A and Mukred A; Livelihood analysis of landmine-affected communities in Yemen. Chatham: NRI, 2006. http://www.gichd.org/fileadmin/pdf/ma_development/ database/Livelihoods_in_Yemen.pdf

4 ibid.

5 For an expanded discussion of the developmental impacts of mine action, see Ted Paterson, "Time to go MAD" in Stuart Maslen, Mine Action After Diana: Progress in the Struggle Against Landmines. University of Michigan Press, 2004.

6 Catherine Longley, Ian Christoplos, Tom Slaymaker and Silvestro Meseka; Rural Recovery in Fragile States: Agricultural support in countries emerging from conflict. Overseas Development Institute, Natural Resource Perspectives 105, February 2007. http://www.odi.org.uk /Publications/nrp/nrp105.pdf

7 Ted Paterson, "Time to go MAD" in Stuart Maslen, Mine Action After Diana: Progress in the Struggle Against Landmines. University of Michigan Press, 2004.

8 ibid.

9 ibid.

The purpose of the LMAD guidelines is to provide mine action and development actors with guidance on how to ensure mine action supports efforts to promote development and reduce poverty in mine-affected countries. More specifically, the guidelines seek to:

- increase awareness that mine/ERW contamination is a developmental constraint in many mine-affected countries
- strengthen coordination among mine action and development actors
- ensure mine action planning and implementation, including priority-setting, promotes development and poverty reduction efforts
- align mine action with national, subnational and/or sector development plans, programmes and budgets
- encourage development actors to work in mine-affected communities, and to effectively coordinate and sequence their efforts with mine action organisations
- assist official development cooperation agencies to integrate mine action in their bilateral and multilateral development assistance programmes
- promote meaningful and inclusive community participation in mine action and development planning and implementation

Who should use the guidelines

To ensure the relevance and appropriateness of the message, separate guidelines have been written for different audiences:

- **mine-affected states:** national governments and national mine action authorities
- **mine action organisations:** national mine action centres, mine/ERW operators, organisations offering mine risk education (MRE) and assistance to mine survivors
- **official development cooperation agencies:** bilateral donors, UN agencies, multilateral development banks
- **development partners:** humanitarian and development NGOs, private sector agencies
- **other state actors:** core budget and planning units, subnational governments, sector ministries

How to use the guidelines

Drawing from international experience and lessons learned, the complete LMAD guidance consists of the following:

- overview of basic LMAD concepts
- summarised guidelines which highlight the main recommendations
- expanded guidelines which include detailed explanations, case studies, examples and relevant annexes

- glossary of terms, to assist with frequently used concepts and terms
- supplementary reading list which lists relevant publications and research by theme, and signposts specific websites for additional information

The guidelines offer several different types of information. The overview includes generally accepted principles for LMAD. These principles underpin the guidelines. The guidelines are highlighted in the summary and elaborated in the expanded guidelines.

Figures and text boxes illustrate how the theory of LMAD has been applied in practice. The endnotes and supplementary reading list identify additional sources of information and include web-links for easy reference.

The guidelines are intended to be clear, accessible and practical, to help users think through these issues as they design, plan, implement, monitor and evaluate mine action and development programmes. They focus on the specific policy and programming implications of LMAD for different stakeholders. They should not be read as prescriptive, step-by-step instructions. As there is no one model for how to link mine action with development, the guidelines should be adapted to the local context and operating environment.

Efforts have been made to cover a wide range of issues. However, there is a significant amount of other information, as well as relevant tools, within the mine action and development domains. These outline key approaches and methodology in greater detail. Where possible, these resources are "signposted" in the endnotes and supplementary reading list.

Some users may require more information, operational tools and perhaps training. For additional information about the guidelines as well as LMAD e-learning materials, recommended background reading, detailed case studies, and training events, visit GICHD's LMAD portal at www.gichd.org/lmad. Please note that electronic versions of the guidelines include a wider range of detailed case studies and examples, and hyperlinks to relevant publications and websites.

Feedback and updates

The guidelines are a first attempt to collate and translate good practice and lessons learned. They have therefore been designed with a view to future revision and further development, based on user implementation and feedback. If you have any suggestions, examples or general feedback which would help to improve future versions of the guidelines, please send them to: lmad@gichd.org

This section lists practical measures to help official development cooperation agencies promote development in mine-affected countries and communities. The guidelines are divided according to bilateral and multilateral donors at headquarters and country programme/field levels, UN agencies and multilateral development banks (MDBs).

Note that these guidelines are a first attempt to collate lessons learned and assist users to think through these issues. As there is no one model or approach for linking mine action and development, the guidelines should be adapted to the local context and operating environment, and the policies specific to each organisation. Although the guidelines cover a wide range of issues, they are by no means comprehensive. There is significant further information available within the mine action and development fields, which outlines approaches and methods in detail. Endnotes and the supplementary reading list point readers to much of this additional material.



FOR BILATERAL DONORS AND THE EUROPEAN COMMISSION (EC) AT HEADQUARTERS LEVEL

1. MINE/ERW CONTAMINATION IS A DEVELOPMENT PROBLEM THAT CAN BE SOLVED. BE RESPONSIVE TO THE NEEDS AND PRIORITIES OF MINE/ERW-AFFECTED COUNTRIES

Affirm that mine action remains a priority in countries where mines/ERW block reconstruction and development efforts.[10] Be open to requests coming from mine-affected countries seeking help with mine action. Provide direct support to mine action or use official development assistance for mine action activities, as mine action can promote economic development, poverty reduction and the achievement of specific Millennium Development Goals (MDGs) (see Box 3).[11] Ensure particular attention is paid to the specific needs of the least developed countries.

Box 3 | How mine action contributes to the achievement of the Millennium Development Goals

MDG	BENEFITS
1. Eradicate extreme poverty and hunger	> Access to previously contaminated agricultural and grazing land improves food security and income generation > Clearance of roads allows better access to markets, lowering the cost of inputs and providing incentives for increased production > Clearance of heavily-impacted communities allows the sustainable return of displaced persons > Socio-economic reintegration programmes for landmine survivors creates sustainable livelihoods for an extremely vulnerable group
2. Achieve universal primary education	> Clearance of contaminated areas improves access to schools > Clearance of wells close to communities means children spend less time travelling long and potentially dangerous routes to collect water leaving more time to attend school and do school work
3. Promote gender equality and empower women	> Non-traditional employment opportunities for women, including female caregivers of landmine survivors > Socio-economic reintegration programmes for landmine survivors empower female survivors and female heads of household > Participatory community consultations about the nature of the mine/ERW contamination problem and priorities for clearance and other mine action activities obtain the views of women and men

Box 3 contd. | How mine action contributes to the achievement of the Millennium Development Goals

MDG	BENEFITS
4. Reduce Child mortality	> Improved access to health services and facilities > Reduced risk to children resulting from mine risk education and clearance of contaminated areas
5. Improve maternal health	> Improved access to health services and facilities
6. Combat HIV/AIDS, malaria and other diseases	> Improved access to health services and facilities > Clearance of water and sanitation facilities reduces risk of malaria and other diseases
7. Ensure environmental sustainability	> Handover of cleared land and land title promotes sustainable land use > Improved access to safe drinking water through clearance and construction of wells
8. Develop a global partnership for development	> Working in partnership with mine-affected countries committed to poverty reduction > APMBC is clear that (i) governments of mine-affected states bear the primary responsibility but that (ii) states in a position to assist should do so

ENDNOTES

[10] Ending the Suffering Caused by Anti-Personnel Mines: Nairobi Action Plan 2005-2009, Action 45, http://www.gichd.ch/fileadmin/pdf/mbc/MSP/6MSP/Nairobi_Action_Plan.pdf.

[11] ibid., Action 47.

2. ASSIST MINE/ERW-AFFECTED COUNTRIES TO FULfiL THEIR INTERNATIONAL OBLIGATIONS

Assist mine/ERW-affected countries to fulfil their international obligations under the APMBC, the Convention on Certain Conventional Weapons (CCW) and the Cluster Munitions Convention. States Parties that are in a position to assist should provide financial, technical and/or in-kind support.[12]



ENDNOTES

[12] Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction, Article 6 on International cooperation and assistance. http://www.apminebanconvention.org/fileadmin/pdf/mbc/text_status/Ottawa_Convention_English.pdf; Ending the Suffering Caused by Anti-Personnel Landmines, Nairobi Action Plan 2005-2009, Part V on International cooperation and assistance, http://www.gichd.ch/fileadmin/pdf/mbc/MSP/6MSP/Nairobi_Action_Plan.pdf;Convention on Certain Conventional Weapons, Protocol V on Explosive Remnants of War, Article 8 on Cooperation and Assistance, http://www.unog.ch/80256EDD006B8954/(httpAssets)/5484D315570AC857C12571DE005D6498/$file/Protocol+on+Explosive+Remnants+of+War.pdf; Convention on Cluster Munitions, Article 6 on Cooperation and Assistance, http://www.clusterconvention.org/uploads/englishfinaltext.pdf

3. REFLECT SUPPORT FOR MINE ACTION IN DEVELOPMENT ASSISTANCE STRATEGIES AND PROGRAMMES

Support for mine action can help facilitate reconstruction and development in contaminated areas and communities. When providing development assistance to mine-affected countries, raise awareness within your organisation about how mine/ERW contamination impedes reconstruction and development. Identify and maintain a mine action focal point to ensure awareness remains high. Clarify that this is not just a security or humanitarian concern, but often a development issue.

Ensure country assistance strategies[13] for mine-affected countries reflect the mine/ERW contamination problem and the needs of affected communities. It is equally important that partner governments are aware of and support the need to integrate mine action in development plans and budgets.

AusAID's 2007-2010 country assistance strategy for Cambodia[14] recognises that landmines and ERW continue to threaten the rural poor. Mine-affected communities are among those targeted for support. Support for integrated mine action and development programmes is one of several ways that AusAID promotes agricultural development and poverty reduction. AusAID's country strategy also highlights support for disability issues, and integrating policy and services for mine/ERW survivors into the broader disability sector. For example, support to the agricultural sector ensures that people with disabilities living in poor rural communities can access agribusiness opportunities and health services.

Raise awareness about the negative impact landmines/ERW have on development investments. Encourage country programme and field staff to integrate mine action activities (eg mine risk education (MRE), victim assistance, clearance) into development assistance programmes and projects.

The Asian Development Bank (ADB) recognises the negative developmental impact of mine/ERW contamination in countries like Lao PDR (herein referred to as Laos) and Afghanistan. The ADB supports a range of sectors in Laos (eg agriculture, energy, transport and water supply and sanitation) which include ERW clearance and other mine action services. A nine year road improvement project in Xiengkhouang province, Laos (1997-2005) included funding for a UXO specialist and UXO quality assurance specialist, in addition to support for survey, clearance and purchase of necessary mine action equipment.[15]

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See Box 4 which describes GTZ's (the German aid agency) inclusion of mine clearance in its integrated rural development project in Mozambique.

Box 4 | Demining in support of area development in Mozambique[16]

During the post-independence civil war and much of the post-conflict period, the Government of Mozambique lacked the capacity to set the development agenda in a concrete fashion. In this vacuum, donor countries used a number of mechanisms to maintain a modicum of coordination, including what might be termed "co-ordination by avoidance" – essentially, dividing the country into distinct regions and sectors, with one country then adopting a sector within a region.

GTZ managed a large integrated rural development (IRD) project in Manica and Sofala provinces. Landmine and UXO contamination was a significant concern in this area – particularly when rehabilitating roads and bridges. GTZ therefore included funds for demining within its IRD project. Following competitive bidding, it engaged Minetech, a commercial mine/ERW operator, to provide the demining services, and hired a German demining expert to provide quality assurance (QA) services.

Refer to the entry points described in Box 5 when integrating mine action activities into development assistance programmes. Encourage partner organisations working in mine-affected countries to do so also.

Box 5 | Incorporating mine action into development programming: entry points

Health

> target mine/ERW survivors as beneficiaries when strengthening national health care systems and services for people with disabilities

> use community-based counsellors to strengthen psychosocial support for landmine survivors (and other victims of conflict) and their families, and to support the reintegration of ex-combatants

Agriculture / rural livelihoods

> ensure food security and livelihood projects target farmers in mine-affected areas with the provision of agricultural training, inputs and tools. Actively involve these farmers in efforts to prioritise agricultural land for clearance. Target family members of mine/ERW survivors in an effort to improve the overall livelihoods of affected households, due to possible lost income

> include mine survivors and surviving family members as beneficiaries and trainees in sustainable livelihoods assistance (eg agricultural training and inputs, provision of loans and vocational training, establishment of micro-credit schemes) which targets mine-affected communities. Some activities that require less mobility (such as goat rearing or bicycle repair) can assist in rebuilding the asset base of survivors

> ensure livelihoods programmes also target households engaging in high risk activities (eg collecting and tampering with scrap metal, foraging and farming on mined areas), offering safe alternative livelihood options

Emergency response

> advocate for mine/ERW clearance of key transport routes to facilitate access of humanitarian and development NGOs through a variety of forums (cluster meetings, UN OCHA, sub-national coordination bodies)

> include mine risk education in staff and partner capacity development training and Standard Operating Procedures

Water-sanitation and hygiene

> partner with mine/ERW operators to clear sites for wells and latrines in mine-affected areas

> incorporate MRE training of trainers into work with water, hygiene and sanitation management committees (responsible for community water points)

> design and locate rural sanitation facilities which meet the needs of people with disabilities, including mine/ERW survivors. Consult survivors and other people with disabilities in the design process

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Box 5 | Incorporating mine action into development programming: entry points

Peace building and reintegration

> train and employ ex-combatants and demobilised soldiers as deminers to support their social and economic reintegration

> advocate for the prioritisation of mine/ERW survey and clearance during all reconstruction and recovery work in securing land suitable for IDP/refugee return. As an interim measure, engage all impending returnees in MRE sessions to prevent needless risk and injury

Child protection

> ensure post-conflict psycho-social assistance include services for children and youth from mine-affected areas

> include MRE in broader community safety and child protection initiatives, with an emphasis on child-focused MRE made fun (through recreation, art competitions, suitable messaging). If involved in education initiatives, introduce MRE training into the classroom, ie train teachers to deliver MRE to children. Consider curriculum-based inclusion of MRE in high-risk areas

Infrastructure operations

> ensure road rehabilitation and construction of accessible infrastructure (schools, health centres and community buildings with ramps, wide doorways, modified latrines, etc) benefits mine-affected communities and survivors. Involve them in infrastructure planning to facilitate access to markets, social services and key livelihood assets

ENDNOTES

[13] A Country Assistance Strategy is a generic term which refers to the document which outlines a planned programme of assistance provided by a donor to a specific country. It is usually set for a fixed time period, typically 3-4 years.

[14] Email from Belinda Mericourt, Senior Program Manager, AusAID Cambodia 3 July 2008. AusAID. Australia Cambodia Development Cooperation Strategy, 2003-2006. http://www.ausaid. gov.au / publications/pdf/cambodia_strategy_03_06.pdf

[15] Asian Development Bank, Completion Report - Lao People's Democratic Republic: Xieng Khouang Road Improvement Project, September 2006. http://www.adb.org/Documents /PCRs/LAO/27511-LAO-PCR.pdf

[16] GICHD, A Review of Ten Years Assistance to the Mine Action Programme in Mozambique, October 2005. http://www.undp.org.mz/en/publications/publications/a_review_of_ten_years_assistance_to_the_mine_action_programme_in_mozambique

4. STRENGTHEN THE CAPACITY OF YOUR ORGANISATION TO INTEGRATE MINE ACTION IN DEVELOPMENT PROGRAMMING

Communities should not be avoided simply because they are contaminated with mines/ERW. Issue an internal policy directive to ensure that country programme and field staff consider the needs of contaminated communities.

Ensure that staff know where to access mine action information and expertise.[17] Establish an in-house mine action focal point. Some development agencies have specific personnel based at headquarters that provide advice to country programme and field staff.

For example, both AusAID and CIDA have dedicated staff who act as mine action focal points within their agencies. These focal points play key roles in:

- assisting programme managers to assess mine action programmes
- ensuring mine action is recognised as a development challenge and is prioritised accordingly
- keeping abreast of innovations in the field of mine action
- liaising with the international mine action community; and
- forging links with broader human security and armed violence reduction issues

Box 6 | Integrating mine action in development assistance: lessons learned from the European Commission (EC)

There has been much discussion within the mine action community regarding changes to EC funding modalities for mine action. This stems from concerns that total EC funding for mine action will decline as a result of recent European Union (EU) aid reforms.[18] Reforms were initiated at the end of 2006 to prepare for the accession of new member states and simplify EC development funding and structures. In practice, the reforms have marked a significant transition in EC mine action funding.

Prior to 2007, EC mine action support was channelled through a specific thematic budget line and several Brussels-based staff served as mine action focal points for EC Country Delegations. The reforms reduced the number of instruments and budgets used to deliver EC assistance, and eliminated the specific budget line for mine action. Funding for mine action is allocated through geographic budgets or from one of the six broad thematic instruments.[19] However, mine action is only explicitly mentioned in one instrument, the Instrument for Stability[20], which is intended to respond to crises. Furthermore, while this instrument has short term and long term components, mine action is only considered as part of short term responses, and not part of longer term recovery and development.

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Box 6 | Integrating mine action in development assistance: lessons learned from the European Commission (EC)

One implication is that mine action will only receive funding if it is reflected in Country Strategy Papers (CSPs), which are developed by EC Delegations in consultation with partner countries. When EC Delegations recognise that mine/ERW contamination is a priority, they will likely work hard to develop a programme and obtain resources. However, the risk is that not all Delegation staff responsible for mine action will be convinced that mines/ERW are a development priority (at all or for the EC) and will not include mine action in the CSP. They may also lack the capacity to address technical mine action issues.

In terms of the level of support for mine action, EC funding for mine action will likely fall in the short term. Mine action was not included in many CSPs for 2007-2013 as partner countries and EC Delegations were not fully informed about the need to include mine action in CSPs. According to a recent evaluation of EC support for mine action,[21] funding will likely continue in countries where the contamination problem is a significant humanitarian or developmental priority. However, the loss of the dedicated mine action budget line will mean a lack of support for implementing the APMBC or kick-starting a mine action programme in a given country.[22]

The number of Brussels-based mine action staff has also been reduced which will likely affect the quality of EC assistance for mine action. The mine action focal points provided EC Delegations with expertise, helped them assess mine action programmes and enabled them to cope with the regular rotation of staff responsible for mine action. EC delegations are now solely responsible for determining whether mine action is a priority. The changes also mean a reduced role for the EC in international mine action meetings. The EC now has limited capacity to liaise with other mine action donors, keep abreast of innovations in the field and put EC Delegations in touch with relevant experts.

The challenges the EC has experienced are not the norm, particularly as the integration of mine action into development assistance was not the underlying motivation for the reforms. Donors like AusAID and Sida have decentralised the bulk of their mine action programming responsibilities to the country programme level. However they have retained a focal point at headquarters. In some cases, focal point staff also administer a dedicated mine action fund. A key lesson learned from the EC's experience is that integrating mine action into development assistance programmes must be a conscious, well-planned process. In response to these challenges, the EC is currently developing guidelines to instruct Delegations on the mine action policy and on effective integration of mine action into development programmes.

ENDNOTES

17 For example, see the Electronic Mine Information Network, http://www.mineaction.org/ and the Supplementary Reading List.

18 General information on the reforms: http://ec.europa.eu/external_relations/reform/intro/index.htm

19 Link to the Communication from the European Commission to the Council and the European Parliament on the instruments for external assistance http://ec.europa.eu/external_relations/reform/document/com04_626_en.pdf

20 Instrument for Stability http://ec.europa.eu/external_relations/reform/document/com04_630_en.pdf

21 GICHD. Evaluation of EC-funded Mine Action Programmes in Africa. Ted Paterson, Vera Bohle, Léonie Barnes, Mohamed Ahmed and Pamela Rebelo, Geneva, February 2008.

22 European Union, The European Roadmap towards a Zero Victim Target, The EC Mine Action Strategy & Multi-annual Indicative Programming 2005-2007, http://ec.europa.eu/external_relations/mine/docs/strategy_0507_en.pdf

5. REFLECT MINE/ERW CONTAMINATION IN POST-CONFLICT NEEDS ASSESSMENTS

As countries emerge from conflict, official development cooperation agencies increasingly rely on comprehensive post conflict needs assessments (PCNAs) to determine funding requirements and longer term reconstruction and development priorities.[23] The United Nations (UN) and World Bank typically lead the PCNA process at national level.

When undertaking PCNAs in association with partner agencies, reflect the wide ranging impact of mine/ERW contamination as a cross-cutting issue in the assessment. Ensure the assessment team includes mine action experts.

For example, the 2005 Sudanese Joint Assessment Mission[24] included mine action as a livelihoods and social protection issue. The needs assessment detailed the mine/ERW problem and efforts undertaken to address it.

A joint preliminary needs assessment for recovery and reconstruction in Afghanistan was undertaken by the Asian Development Bank, the UNDP and the World Bank in 2002. The assessment includes several references to the mine contamination problem and links made to security, agricultural production, infrastructure, disability, vulnerable groups, IDPs and refugees.



ENDNOTES

23 United Nations Development Group, UNDP Bureau for Crisis Prevention and Recovery and the World Bank. Practical Guide to Multilateral Needs Assessments in Post-Conflict Situations, 2004. http://siteresources.worldbank.org/INTCPR/1090494-1115612329180/20482302/PCNA.Tool.pdf.

24 Sudan Joint Assessment Mission, Volune III. Cluster Reports, 2005, http://www.unsudanig.org /docs/Joint%20Assessment%20Mission%20(JAM)%20Volume%20III.pdf

6. APPLY THE PRINCIPLES IN THE PARIS DECLARATION ON AID EFFECTIVENESS TO MINE ACTION PROGRAMMING[25]

Apply the principles of the Paris Declaration (see Table 1) when supporting mine/ERW-affected countries. The overall aim of the Paris Declaration is to increase the impact of aid on development and the achievement of the MDGs, including in mine/ERW-affected countries.

See the following section for more detailed information on the application of the Paris Declaration to mine action programming at country programme and field levels.

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Table 1 | The Paris Declaration principles and indicators[26]

Principle	Indicator
Ownership	1. Increase the number of countries with national development strategies
Alignment	2. Increase the number of countries with procurement and financial systems that adhere to broadly acceptable good practice or have a reform programme in place
	3. Aid flows will be aligned on national priorities
	4. Partner country capacity strengthened by coordinated support programmes
	5. Donors will use country systems where they meet broadly acceptable good practice standards
	6. Use of parallel project implementation units to be reduced
	7. Aid disbursements will be more predictable
	8. Aid will be untied
Harmonisation	9. The increased use of common arrangements or procedures through programme-based approaches
	10. The increased use of shared analysis
Managing for results	11. More countries will have results based frameworks for monitoring progress of national development programmes
Mutual accountability	12. More countries will undertake mutual accountability assessments of progress in improving aid effectiveness

ENDNOTES

[25] OECD, Paris Declaration on Aid Effectiveness: Ownership, Harmonisation, Alignment, Results and Mutual Accountability. High Level Forum, Paris, March 2005. http://www.oecd.org/dataoecd/11/41/34428351.pdf

[26] ibid.

7. RECOGNISE THE DEVELOPMENT CHALLENGES FACED BY MINE/ERW-AFFECTED COMMUNITIES. ENSURE RECONSTRUCTION AND DEVELOPMENT PROGRAMMES DO NOT AVOID THEM

Communities contaminated by mines and ERW are often among the poorest and most marginalised. Support programmes in mine/ERW-affected communities that integrate mine action and development activities.



Box 7 describes the integrated mine action and development programme which AusAID supports in Laos.

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Box 7 | Integrated UXO action and development in Laos

UXO contamination affects over 37% of all agricultural land in Laos, and is a critical constraint on development. Contamination limits the ability of rural farmers to access and use potentially productive land. While landmines are present, UXO contamination is more significant, the result of widespread bombing by US forces from 1963-73. People, particularly farmers and children, as well as animals, lose their lives and limbs. Communities are prevented from collecting water and fuel. Some enter contaminated areas despite knowing the risks to collect and sell scrap metal, due to poverty. Communications and transport links are hampered. All of this undermines overall socio-economic development at the community level, as well as broader economic growth and development nationally.

In 2007, AusAID initiated the Laos-Australia NGO Cooperation Agreement (LANGOCA) Program. The program's main focus is reducing the vulnerability of the poor and responding to disasters and UXO contamination, while integrating poverty reduction and cross-cutting issues such as gender, HIV/AIDS, environment, and ethnicity. The program consists of cooperation agreements between AusAID and four Australian NGOs operating in Laos: Oxfam, CARE, World Vision and Save the Children Australia.

The programme has a budget of approximately $14 million (AUS) over a five year period, with $5.07 million allocated to initial UXO activities. One of the four main program components focuses specifically on reducing the impact of UXO by:

I. Strengthening coordination within the mine action sector, across all levels

II. Building the capacity of key stakeholders such as the Lao National Regulatory Authority (the National Mine Action Authority)

III. Combining UXO action, community-based poverty reduction and livelihoods approach

IV. Highlighting best practice and fostering opportunities for strategic planning and policy dialogue

UXO clearance has been included in the development budgets of CARE and World Vision. Through the program, the development NGOs select and work with specific clearance operators (Swiss Foundation for Mine Action and Mines Advisory Group respectively) not only on clearance, but also to conduct village needs assessments, planning, community liaison and post-clearance assessments – operating as partners, as opposed to the operators being viewed merely as service providers.[27] Implementation commenced in 2008.

ENDNOTES

[27] MAG, Annual Review 2007. http://www.magclearsmines.org/silo/files/422.pdf; AusAID. LANGOCA: Laos – Australia NGO Cooperation Agreement Program. Final Program Design Document, Volume 1, December 2006; National Regulatory Authority. The Safe Path Forward, 2004: http://www.nra.gov.la/SOP.php; International Campaign to Ban Landmines. Landmine Monitor Report 2006. http://www.icbl.org/lm/2006/laos.html

8. ENCOURAGE PARTNER ORGANISATIONS TO WORK IN MINE/ERW-AFFECTED COMMUNITIES

a. Ensure development assistance provided to governmental, non-governmental and commercial agencies considers the needs and rights of affected communities

Avoiding communities simply because they are contaminated by mines/ERW is short-sighted and overlooks their developmental needs.

Box 8 | Avoiding the problem: Experiences from Mozambique

In 2005, a review of mine action in Mozambique for the period 1995-2005[28] revealed weak coordination between mine action and development actors. In theory, the National Demining Institute's (IND) Technical Council should provide a platform for solid working relations between the national mine action programme and relevant government departments. In addition to the Ministries of Planning and Finance, and Foreign Affairs, seven sector ministries are represented on the Technical Council: Defence, Interior, Public Works & Housing, Agriculture & Fisheries, Social Affairs, Labour, and Health.

Unfortunately, the review revealed little engagement between IND and other government units. Irrigation officials within the Ministry of Agriculture and Rural Development acknowledged the lack of information exchange with IND and mine/ERW operators. When planning their annual work programmes, they asked district officials about the presence of landmine contamination. They then dropped communities with suspected mine/ERW contamination from the work programme for small scale irrigation without checking with IND or mine/ERW operators whether the suspected contamination would interfere with an irrigation project. As a result, the irrigation needs of contaminated communities were ignored.

Assistance should enable affected communities to participate meaningfully in decisions on issues that affect them.

Work with mine action organisations to ensure the rights to life, freedom of movement and access to essential livelihood resources. Box 9 describes challenges relating to insecure land tenure in post-conflict settings and potential implications for development assistance.

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FOR BILATERAL DONORS AND THE EUROPEAN COMMISSION (EC) AT COUNTRY PROGRAMME AND FIELD LEVELS

Box 9 | Addressing post-conflict land tenure in development projects

Conflict can often result in dramatic changes to a country's land tenure regime and administration. When conflicts end, land tenure may be vulnerable especially for women, IDPs, migrants and farm labourers due to:

> land records being destroyed during the conflict

> inadequate state capacity to respond to the mass return of IDPs and refugees

> ineffective programmes to inform people about land rights

> increasing population pressure on arable land

> complex, time-consuming and expensive private land registration

> gender inequalities in land tenure.

Secure land tenure is a critical issue for sustainable peace-building, humanitarian response and longer term economic recovery, particularly in countries where a significant proportion of the population relies on agriculture for their livelihood.

The situation can be even more complex in mine-affected countries where mine/ERW contamination may deny vulnerable communities access to land for years. For example, once land is cleared, it may be taken (or 'grabbed') by others. In Yemen, there are cases where cleared land has been annexed by the powerful, including government agencies. Insecure land tenure can promote a short-sighted approach to land use, which discourages communities from using sustainable land management practices or investing in improvements.

When planning development projects in mine-affected communities, assess the land tenure situation as part of the design process to ensure that programming:

> minimises household vulnerability to future crises

> protects land and property rights of vulnerable households

> encourages sustainable land use practices

> develops longer term solutions for land and property dispute resolution[29]

If support is provided to landless villagers to enable them to obtain secure title, but the land titling process is slow, complex or corrupt, this should be reflected in the programme design. Similarly, if land tenure is insecure and there are instances of post-clearance land grabbing, programming should reflect plans to assist communities in resolving these issues. Communities may need to be provided with education about land rights and relevant legislation, and may require capacity development support to obtain secure land title.

b. Promote cooperation with mine action organisations when working in mine-affected areas and communities

When considering where to target humanitarian and development projects, and whether to include support to mine/ERW-affected communities, consult mine action organisations (eg National Mine Action Centres and mine/ERW operators).

Mine action organisations often have detailed, up to date maps and data on mine contamination that can be used by development partners for planning.

Most mine action programmes conduct mine action assessments[30] to gauge the nature and extent of mine/ERW contamination. Contact them to use these baseline assessments when designing development projects. For example, they can provide information regarding the number of deaths and injuries, and the location of contaminated communities and vulnerable groups engaging in high-risk behaviour (eg foraging or farming on suspected mined areas). They can advise on current and planned clearance activities, location of damaged infrastructure and inaccessible assets (eg agriculture and grazing land), communities requiring development assistance and organisations working specifically on mine clearance, MRE and survivor assistance.

Mine action organisations, particularly NMACs, typically use information management systems that collect, store and analyse data about mine/ERW contamination (eg the Information Management System for Mine Action (IMSMA)). Contact the NMAC to ensure that all data gathered from mine/ERW affected communities by partners is reported, where relevant, using mine action information management reporting frameworks. Incorporate these frameworks into your existing monitoring and reporting protocols if providing assistance to mine-affected communities.

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Box 10 | Using mine action information to promote development

IMSMA seeks to improve the effectiveness and efficiency of mine action activities. Mine action programme managers typically use it to:

> plan, manage, report and map the data from surveys;

> report and map mine, UXO and other ERW threats; and

> record, report and map clearance activities.

The system is primarily used in countries affected by mines, UXO or other ERW. Current users of the system include mine action organisations, national governments, international organisations, NGOs and peace keeping forces. It combines GIS capability with a relational database to assist those working on data collection, clearance and other Mine Action and ERW activities.

IMSMA can also be used by development partners to inform the targeting and design of development programmes in mine-affected countries. Users can perform searches to obtain lists, reports and maps on a wide range of issues including:

> which parts of the country are safe and which contain some form of mine/ERW-related hazard

> areas where demining (marking, fencing, clearance, land release, etc) has taken place, is underway or planned

> number, location, type and cause of accidents

> information about victims – age, sex and occupation; type of injury, geographic location of accidents

> where MRE has been delivered

> location of infrastructure relative to hazardous areas and accidents, eg roads, bridges, hospitals, schools, irrigation channels

> number and location of affected communities

> type of blocked development assets, eg agriculture, roads, water, infrastructure

IMSMA can provide development organisations with useful information they can use and compare against poverty-related data. For example, as part of Handicap International's Battle Area Clearance programme (2007-2008) in South Lebanon, HI Community Liaison Officers collected data from UXO-affected communities using IMSMA forms. These forms, eg 'Town Data Sheets', 'Dangerous Area Forms' and 'Victim Reports', were fed into the data system managed by the UN Mine Action Coordination Centre for South Lebanon (UNMACC SL). Community Liaison Officers also collected data related to the livelihoods of affected communities, population size and movement, and community members entering contaminated areas despite knowing the risks.



c. Encourage partners to integrate mine action activities into their development programming

See boxes 11, 12 and 13 which describe the efforts of Austcare, SODI and CARE to integrate mine action activities in their development programmes.

Encourage partner organisations to reflect mine action services in project budgets when submitting requests for funding.

Ensure that funding modalities are suitably flexible to enable development partners to decide the balance between funds allocated for mine action and development activities.

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FOR BILATERAL DONORS AND THE EUROPEAN COMMISSION (EC) AT COUNTRY PROGRAMME AND FIELD LEVELS

Box 11 | Lessons learned from Austcare's integrated programming in Cambodia[31]

Austcare, an Australian development NGO, became involved with mine action in Cambodia in 1996. By 2001, Austcare was implementing separate mine clearance and development projects and, in 2003, initiated its first run-on integrated mine action and development programme in the north-western provinces of Otdar Meanchey and Preah Vihear, with funding from AusAID. In 2005, a second integrated programme was initiated. Sixteen severely contaminated villages are supported in Banteay Meanchey province, located along Cambodia's heavily contaminated K5 mine-belt on the border with Thailand.

The decision to include mine action services in development programming was based on the recognition that mine-affected communities are not always able to benefit from mine clearance due to: a lack of resources to make productive use of cleared land, limited farming knowledge and capacity, pest control problems, insufficient resources to build housing, limited water access, and limited education. Integrated programming is a means of addressing the humanitarian and development impact of mines/ERW, reducing poverty and promoting community safety.

Some of Austcare's key lessons learnt from integrated mine action and development programming include:

> integrating core mine action components (clearance, MRE and survivor assistance) in development programming improves overall impact through a reduction in poverty, removal of mine/ERW threat and improved health and food security of beneficiary communities

> including mine action in projects that address the needs of affected communities, including refugees / IDPs, helps ensure that the potential impact of landmines / ERW on mobile communities is factored into assessments

> a broad range of technical expertise is required for effective integration of programming, for example, mine action expertise for the clearance component, and technical specialists for water and sanitation, agriculture, literacy and health care

> a coordinating agency, with knowledge of mine action and development (but not necessarily technical demining expertise), can facilitate the integration of all elements. It should also offer strong programme management procedures and an ability to build partner capacity and effectively partner with local organisations

> working through existing government structures and local partner organisations builds local capacity, ensures sustainability and strengthens local governance

Box 12 | SODI's efforts to link mine action and development in Vietnam

The German development NGO, Solidarity Service International (SODI), has integrated mine action activities in its reconstruction and development projects in Vietnam since 1998. SODI got involved in mine action in response to the negative impact of mines/ERW on development and the advocacy efforts of the International Campaign to Ban Landmines.[32]

SODI initially focused its work on Quang Tri province in central Vietnam. Many villages within this province are located close to the former demarcation line between North and South Vietnam. As a result, many were destroyed during the Vietnam war and the surrounding areas severely contaminated by ERW and, to a lesser extent, by landmines. In an effort to support displaced and vulnerable communities, SODI launched an integrated mine/UXO clearance and resettlement project in two villages in Quang Tri province. The project was implemented in cooperation with the People's Committee of Quang Tri Province, District Committees, civil society organisations and the Vietnamese Women's Union.

Mine/UXO clearance and mine risk education commenced in 1998. As SODI was new to mine action, they contracted Gerbera, a commercial mine/ERW operator, with demining experience in several countries. Gerbera brought in international explosive ordnance disposal (EOD) experts who were responsible for technical supervision, managing tasks and training local demining teams. SODI remained in charge of overall project management, making decisions in consultation with Quang Tri government officials and the German Foreign Office.

The following reconstruction and development activities took place:

> reconstruction of abandoned/destroyed villages and provision of livelihoods assistance to communities

> rebuilding of houses, schools, kindergartens and streets

> installation of power lines and water pipes

> micro-credit scheme initiated in partnership with the Women's Union of Quang Tri province. Start-up credit was provided to farmers for the purchase of pepper and rubber plants, pigs and cows.

> training provided on the cultivation of rubber and pepper, animal care, basic veterinary skills, and managing micro-credit revolving funds

> mobile EOD teams established to complement the work of the clearance teams by clearing small contaminated areas such as playgrounds as well as conducting MRE, hazard prevention and survey activities

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Box 13 | Benefits of integrated programming: CARE's experience in Cambodia

From 1999-2005, CARE implemented an Integrated Demining and Development Programme (IDDP) in Cambodia which: supported the resettlement and reintegration of IDPs and refugees; strengthened the capacity of vulnerable communities to reduce poverty and improve sustainable livelihoods; and increased the capacity of local governments and organisations to respond to community needs. CARE decided to integrate mine action into its development projects when it recognised that mine/ERW contaminated land impeded the safe return and resettlement of IDPs and refugees, and hindered the pace of socio-economic recovery, particularly infrastructure rehabilitation (eg rural roads).

An evaluation undertaken in 2006 of the IDDP revealed that the project contributed to improved livelihoods in beneficiary communities. Specific benefits of the integrated approach included:

> road construction which enabled safe and improved access to markets, health care and schools

> provision of clean, readily-accessible water supplies, reducing the risk of water-borne diseases and the time spent by women and children to collect water

> improved food security resulting from the provision of training, tools, gardens, animal and seed banks, construction of irrigation channels and community ponds, and food for work schemes

> improved security of land tenure through the issuing of provisional land certificates and assistance to local authorities for peaceful resolution of land disputes

> capacity development of local authorities and organisations

> reduced mine/ERW-related deaths and injuries and improved community safety as a result of both mine clearance and MRE

> achievement of other project components as a result of clearance, eg infrastructure construction

ENDNOTES

[28] GICHD, A Review of Ten Years Assistance to the Mine Action Programme in Mozambique, October 2005. http://www.undp.org.mz/en/publications/publications/a_review_of_ten_years_assistance_to_the_mine_action_programme_in_mozambique

[29] Sustainable Relief in Post-crisis Situations: Transforming disasters into opportunities for sustainable development in human settlements. www.unhabitat.org/downloads/docs/1273_55315_WUF-Draft.doc

[30] Annex A lists examples of the main comprehensive mine action assessment tools and methodologies used by mine action organisations.

[31] Sally Campbell Thorpe, Integrated Mine Action: Lessons and Recommendations from Austcare's Program in Cambodia, Austcare, January 2007. http://www.austcare.org.au/media/19715/cambodialmalessonslearned.pdf

[32] SODI became member of the Action Group Landmine.de (formerly the German Initiative to Ban Landmines) in 1995. Several members of SODI's steering committee got involved in the development of the Bad Honnef guidelines (http://www.landmine.de/fix/BH_English.pdf). The guidelines were formulated by NGOs to emphasise the need to address the development dimension of mine action. These guidelines subsequently guided SODI's integrated mine action project in Vietnam



9. REQUIRE PARTNER GOVERNMENTS AND MINE ACTION ORGANISATIONS TO REPORT ON PROGRESS IN TERMS OF MINE ACTION OUTPUTS AS WELL AS DEVELOPMENT OUTCOMES

Reporting on progress solely in relation to mine action outputs, eg the number of mines/ERW removed and destroyed, does not take into account the developmental impact of mine action[33]. It also does not reveal the impact clearance has on contaminated communities.

The objectives of a mine action intervention (project, programme, policy) should include indicators which reflect the difference made to the lives of people in mine-affected regions in terms of core developmental values (eg health, security, material prosperity, psycho-social well-being, political development, etc). They should also include 'keeping busy' indicators (eg areas cleared, devices destroyed, people trained, etc). See Box 14 for standard criteria and indicators when measuring the developmental outcomes of mine action.

Encourage NMACs and mine action organisations to systematically undertake pre and post clearance assessments (see Box 15) to strengthen reporting on the developmental outcomes of mine action.

Box 14 | Measuring the developmental outcomes of mine action[34]

Standard criteria used for measuring the developmental outcomes of international development projects include relevance, efficiency, effectiveness, sustainability and impact. Additional criteria may be added where relevant and depending on the country and programme/project context, eg humanitarian mine action programmes could include criteria such as appropriateness, coverage, coherence and connectedness (ie bridging the gap between humanitarian and development programming). The following are examples of indicators of socio-economic outcomes/impacts resulting from mine action:

> reduction in the numbers of mine accidents and loss of human and animal life
> amount of cleared land brought back into productive agricultural use
> productive output and income from cleared agricultural land
> value of fodder, firewood and other resources collected from grazing land
> investment in new housing on demined land
> resumed use of demined roads for productive and social purposes
> number of clinics and schools reopened
> reduced travel distances



Box 15 | Why conduct pre and post clearance assessments?

Pre and post clearance assessments are important parts of the mine action quality control and quality assurance process. They can also enhance the developmental effectiveness of mine action by:

> identifying community priorities and prioritising contaminated areas and communities for clearance

> assessing the effectiveness of existing priority setting systems and providing a feed back mechanism to enhance selection accountability and transparency

> determining whether development partners are available to provide training, inputs and tools to enable affected communities to use cleared land productively

> determining the benefits resulting from clearance

> ensuring cleared land is used as intended, and that women and men are equally involved in decisions relating to land use

> identifying problems communities may face in using cleared land productively and transforming the outputs of mine action (ie cleared land) into sustainable developmental outcomes[35]

> determining whether coordination between mine action and development actors is adequate

> strengthening accountability to communities, governments and donors in terms of achieving developmental outcomes and proper use of funds

While International Mine Action Standards (IMAS) exist for the preparation of post clearance documentation and sampling, no internationally agreed standards define what a post clearance assessment entails, how to undertake one and who is responsible. Despite this, most national mine action programmes undertake them to some extent.

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Box 16 describes the efforts undertaken by the Yemen Executive Mine Action Centre to conduct a Post Clearance Assessment based on the Sustainable Livelihoods Framework.

Box 16 | Livelihoods analysis of villages affected by landmines in Yemen[36]

In 2005, a mid-term evaluation[37] was undertaken in Yemen to strengthen national mine action capacity. The evaluation recommended that community rehabilitation become an integral part of Yemeni mine action in future. To facilitate this, a livelihood study was commissioned by the Yemen Executive Mine Action Centre (YEMAC) and GICHD in order to:

> assess the overall socio-economic returns from mine clearance investments

> identify complementary development initiatives for mine-affected communities

> enhance the capacity of YEMAC to conduct similar surveys in the future

The survey was designed to supply information to YEMAC, GICHD, donors and development organisations for the development and implementation of initiatives to assist mine-affected villages. It was careful to identify the specific needs of women, children, community leaders, farmers/fishermen and landmine accident survivors.

The Sustainable Livelihood approach[38] was used to obtain a holistic view of the situation in mine-affected communities. This approach views people as operating in a context of vulnerability, within which they have access to certain assets (human, social, natural, financial and physical). The levels and use of these assets are influenced by political, institutional and legal factors. Together people's assets and the external environment influence the way in which they try to meet their own livelihood objectives. The use of this framework helps to highlight the wider context in which mine/ ERW contamination affects communities. It encourages integrated thinking about the benefits of demining and broader development opportunities and constraints.

A participatory survey of 25 reportedly mine-cleared communities was conducted through: a) a short reconnaissance mission to develop the methodology in three contrasting communities and b) a main survey of a further twenty-two communities in seven governorates (Sana'a, Dhamar, Ibb, Al-Dhale, Aden, Lahij and Abyan). The twenty-five villages (4% of the total landmine-affected villages in Yemen and 17% of those cleared) were selected to represent the different historical phases of mining; the range of physical environments and agricultural systems, types of assets affected, market proximity, population size and numbers of recent casualties. A range of participatory rural appraisal techniques was used to discuss the past, present and potential future situation of the communities and their land (with special emphasis on the cleared areas). The survey tools consisted of:

a. an introduction to provide information on the team, its objectives and community benefits

b. a "Time-Line" to understand the situation before, during and after mines were laid

Box 16 contd. | Livelihoods analysis of villages affected by landmines in Yemen[36]

c. use of village maps showing the relationship between the village and the mined/cleared areas

d. a "Community Profile" that listed community assets, and its external relationships

e. a series of focus group discussions

f. gender analysis

g. farming/livelihood system diagrams and Force field diagrams

h. participant observation, and a photographic record of the present situation

i. a team discussion on the results obtained from each community

Replication in other countries would need careful adaptation of the tools used to ensure that they were culturally relevant.

The survey revealed considerable potential to increase the productivity of land-based assets freed by clearance, through improved inputs, including technical support, improved genetic materials and water supply, access to appropriate micro-finance and environmental monitoring. However, in the south of the country, there are problems over land ownership, with powerful influences, including government agencies, annexing land for their own use. Where the circumstances merit investment and meet government guidelines, requests by mine affected communities for general development initiatives should be prioritised, such as educational and medical facilities, drinking water, fishing equipment, irrigation and sewerage facilities.

ENDNOTES

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38 For more information on the Sustainable Livelihoods Approach, see http://www.livelihoods.org/info/guidance_sheets_pdfs/section1.pdf

10. APPLY THE PRINCIPLES IN THE PARIS DECLARATION ON AID EFFECTIVENESS TO MINE-ACTION PROGRAMMING[39]

a. Respect and encourage national ownership and leadership

Respect and promote the efforts of NMAAs and NMACs to address the mine/ERW contamination problem.

Reflecting mine action services in national development plans and budgets is an important indicator of national ownership and leadership. Encourage core budget and planning authorities in mine-affected countries in this regard.

b. Align support with the development priorities and plans of mine-affected countries and communities

Ensure that support for mine action is aligned with national, subnational and/or sector development plans and budgets.

Encourage mine action officials to make public sector agencies, relevant sector ministries and core budget and planning units:

> aware of the impact of mine/ERW contamination on development investments

> identify gaps where development programmes are avoiding contaminated areas due to lack of awareness or support

> reflect mine action in development plans

> allocate financial and in-kind support where possible by reflecting mine action in the national budget and Medium Term Expenditure Framework (MTEF)

> align mine action planning and programming with the annual budget cycle

> identify development funding opportunities for mine action and reflect mine action in funding proposals

See Box 17 which describes how the Government of Angola prioritised mine clearance in support of broader reconstruction and development priorities under the National Rehabilitation Programme.

Box 17 | Prioritising mine action support for road reconstruction in Angola

Over four decades of conflict have left Angola littered with the deadly remains of war. Approximately 2,000 communities are contaminated by landmines, making it one of the most mined countries in the world, and the worst affected country in Sub-Saharan Africa. During the civil war, significant damage was done to the country's infrastructure, with roads and bridges systematically destroyed and contaminated by landmines and other ERW. Mine/ERW contamination hampered refugee repatriation and reintegration efforts and the delivery of food aid and other humanitarian assistance. It prevented communities from accessing basic social amenities and prevented them from reaching other regions and markets.

The Angolan Government has emphasised the need for demining in support of the National Rehabilitation Programme. Through the National Mine Action Strategy, mine action in support of national infrastructure investment and reconstruction has been emphasised in order to improve access and facilitate rural development and rehabilitation of social infrastructure.

In September 2007, the World Food Programme (WFP) completed a two-year US$8 million project to reopen the main road to Lumbala N'guimbo in Angola's eastern Moxico province. The road was closed during most of the civil war and all bridges along it were destroyed. The road and bridge reconstruction project included mine clearance services within the budget, and from the outset, the project involved close cooperation between the Road Agency of Angola, and Mines Advisory Group (MAG), who were contracted to clear the road before any new roads or bridges could be built.

The construction (and clearance) of 155 miles of primary road and over 30 bridges enabled WFP to switch from costly airlifts of food aid to surface transport, and improved its access to food-insecure rural populations in Angola. The project resulted in improved movement within Angola, and to neighbouring Democratic Republic of Congo, Namibia and Zambia.[40]

Aligning development assistance with government-led strategies may not be possible in some situations due to weak governance or violent conflict. Consult a wide range of national stakeholders. Seek opportunities to align assistance with key sector or sub-national priorities and with non-government systems.

c. Strengthen the capacity of government institutions, civil society organisations and communities to promote development in contaminated areas

When providing assistance to national mine action programmes, support efforts which strengthen their capacity to:

- establish clear and sound priorities
- collaborate with a wide range of actors to ensure the national mine action programme supports broader humanitarian, peace-building, reconstruction and development efforts
- provide information and technical assistance to development actors on how to address contamination problems within their own communities or work programmes[41]

Avoid supporting activities that undermine national ownership. Developing parallel mine action programmes undermines long term capacity development and coordination dynamics at the national level. Always approach the NMAC, local authorities and the core group of NGOs working in contaminated communities before planning and implementing projects.

In post-conflict contexts, government capacity is often weak, particularly at the local level. Personnel shortages and limited technical capacity are common. Weak capacity can prevent government officials from adequately responding to competing donor demands. In such situations, identify functioning systems within existing local institutions and work to strengthen these.

Civil society organisations often play a vital role in service delivery to vulnerable communities in such situations. When working with local partner NGOs, strengthen their capacity to implement development projects while also supporting their efforts to ensure sustainable service provision and institutional capacity.[42]

Strengthen the capacity of mine-affected communities to identify their own development needs and to plan and implement activities. Box 18 describes Handicap International's efforts to work with local authorities, organisations and communities in Bosnia-Herzegovina.

Box 18 | Participatory mine action and development in Bosnia-Herzegovina

Bosnia-Herzegovina is the most mine-affected country in Europe, with 20-25% of the population or roughly 1,683 communities affected by mine/ERW contamination. This contamination also hinders reconstruction efforts, prevents access to forests, continues to cause deaths and injuries to humans and farm animals, and impedes the return of refugees and the internally displaced. An estimated 200,000 hectares of agricultural land is inaccessible due to mine contamination and the damage caused by bombing and the digging of trenches during the war,[43] and approximately 90% of mine/ERW victims in Bosnia are farmers.[44] Although the Landmine Impact Survey conducted in 2004 provided an overview of the socio-economic impact of the contamination problem, very few initiatives to link mine action with broader socio-economic development have been undertaken in Bosnia.

The focus of mine action has largely been on high productivity, instead of developmental effectiveness. According to assessments undertaken by HI, mine action operations undertaken thus far have not always prioritised high impact land for clearance. As well, land with a potentially high positive impact has not been considered in the prioritisation process, nor have community priorities.[45]

In response, Handicap International (France) with the support of the Swiss Agency for Development and Cooperation (SDC) launched a programme in 2007 in Bosnia-Herzegovina, called Participatory Mine Action and Development in Stolac and Berkovici Municipalities. The main objective of the programme is to promote socio-economic development and social inclusion by working with local communities to identify their priorities, using a systematic participatory approach, which directly involves them in decision-making. In total, 16 communities, or roughly 6,000 people, will benefit from the project activities which largely centre on promoting agriculture, tourism, community infrastructure, irrigation and social inclusion. Where mine/ERW contamination is identified as a development constraint, programme funding is allocated to mine action (MRE, clearance and community liaison), much like a public service.

All stakeholders within the community are involved in the process, from identifying key problems, to establishing consensus on best ways to address them, and the sustainability of return. To strengthen governance, local leaders are actively involved in project activities. The mayors of Berkovici and Stolac have played a particularly supportive role and the two municipalities are the key implementation partners for the programme. Civil society organisations are also involved, and are represented on the programme's Steering Board. Agricultural experts from the University of Sarajevo have also played a key role in the initial programme design and conceptualisation.

Anticipated outcomes include the realisation of community development needs and the reduction in the impact of contamination through clearance and land release. It also aims to establish sustainable mechanisms to assist governments and civil society to adopt socio-economic based decision-making for mine action and integrate it in technical and legal frameworks.

The main beneficiaries of the programme are vulnerable individuals and groups living in mine-affected communities, eg people with disabilities, agricultural workers as well as returnees and IDPs. Secondary beneficiaries include inhabitants of Stolac and Berkovici who will benefit from community initiatives and good practices developed by local authorities, which can be replicated in the future

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d. Political, security and development objectives are often linked. Ensure a coherent response when providing assistance to mine-affected countries

Policy coherence refers to policies across government departments and donor agencies which reinforce each other towards agreed objectives.[46] The need to achieve greater policy coherence stems from the tendency among some donors to respond in a 'stove-pipe' or compartmentalised manner. Separate policies are often defined by different government departments, eg defence, diplomatic, finance, trade and development, resulting in incoherent assistance.[47] This is particularly important in fragile states and countries emerging from conflict, which typically have weak capacity to respond to donor policies and demands.

Promote a "whole of government"[48] approach when assisting mine-affected countries. Strong coordination between key public sector agencies will promote greater consistency and development outcomes by establishing mechanisms for policy integration and improving inter-agency/departmental coordination or assigning authority to a single empowered agency. Box 19 describes the efforts of UK Department for International Development (DfID) to strengthen policy coherence.

Box 19 | DfID's Conflict Prevention Pools: an example of policy coherence

In 2001, DfID established a Global Conflict Prevention Pool and Africa Conflict Prevention Pool, which have since been replaced by a single Conflict Prevention Pool (CPP) in 2008. The purpose of the CPP is to enhance the effectiveness of UK support for conflict prevention by funding long-term conflict prevention programmes.[49] The intended outcome is to achieve: "A global and regional reduction in conflict and its impact, through improved UK and international efforts to prevent, manage and resolve conflict, and to create the conditions required for effective state-building and economic development".

The CPP is jointly managed by the Foreign and Commonwealth Office (FCO), Ministry of Defence (MOD) and DFID based on a common conflict analysis and an agreed strategy. Ministers set the strategic direction for the pool, and agree financial allocations between programmes. A senior director in one of the three departments is responsible for each programme. A Programme Management Team is normally comprised of policy officials from FCO, MOD and DFID, with one appointed as Programme Manager, responsible for co-ordinating the activity of the team.[50] The CPP is an illustration of how government departments can coordinate their political, security and development expertise and objectives to achieve greater impact and coherence.

e. Harmonise assistance with other official development cooperation agencies

Different agency procedures and practices can place a significant burden on partner governments and organisations in terms of both human and financial resources. Harmonise assistance with other donors to reduce this burden and increase the effectiveness and efficiency of assistance.

i. Regularly share information about current and planned programming in contaminated areas.

Failure to coordinate and share information can lead to duplication and other problems, as Box 20 describes.

Box 20 | Coordination challenges: integrated mine action and development programmes in northwest Cambodia

Integrated mine action and development programming is increasingly being embraced by development and mine action actors in mine-affected countries. Cambodia is a clear example, with several development agencies implementing integrated programming in some of the same provinces of north-western Cambodia:

> CIDA-funded Agricultural Development in Mine-Affected Communities (ADMAC) project targets 155 villages in Battambang and Banteay Meanchey provinces, and the municipality of Pailin, and is being implemented through the Ministry of Agriculture, Forestry and Fisheries

> AusAID-funded and CARE implemented Australia-Cambodia Integrated Mine Action (ACIMA) project targets 28 villages in Sala Krau and Pailin districts of Kron Pailin

> AusAID-funded and Austcare implemented Integrated Mine Action and Development (AIMAD)Programme targets 16 villages in Banteay Meanchey province

> EC-funded Economic and Social Relaunch of Northern Provinces (ECOSORN) targets 90 villages in Battambang, Banteay Meanchey, and Siem Reap provinces

> AusAID-funded Community Strengthening and Gender Mainstreaming in Integrated Mine Action (CSGMIMA) programme implemented by World Vision and the International Women's Development Agency targets 15 villages in Battambang and Preah Vihear

While these programmes illustrate increasing support for integration, they also highlight the need for effective coordination and harmonisation among official development cooperation agencies. In the case of Cambodia, insufficient coordination and information sharing among development partners about planned development programming led to initial duplication in target villages, for example between the ACIMA and ADMAC programmes.[51] As some of the programmes are similar in several aspects, the relevant agencies would have benefited from greater information sharing and coordination among donors and implementing agencies during the programme design phase to ensure better use of resources.

ii. Promote common arrangements.

Encourage joint donor planning, needs assessments, funding arrangements, evaluation and shared analytic work. For example, in 2002, the World Bank, the UNDP and the Asian Development Bank jointly conducted a Preliminary Needs Assessment for Recovery and Reconstruction in Afghanistan[52]. The needs assessment reflected the mine contamination problem and its cross-cutting implications.

The International Trust Fund for Demining and Mines Victim Assistance (ITF) is another example of a common funding arrangement through which donor support for mine action is coordinated. Box 21 describes the efforts of the International Trust Fund.

Box 21 | The International Trust Fund For Demining and Mine Victims Assistance

The International Trust Fund (ITF), a non-profit humanitarian organisation, was established by the Slovenian government in 1998 to help Bosnia-Herzegovina deal with its mine contamination problem and assist mine survivors. Given contamination problems elsewhere in South East Europe and the South Caucasus, ITF now supports 14 countries, including Albania, Croatia, Macedonia, Serbia and Montenegro. The overall aim of the ITF is to eliminate mine contamination in the region by 2010.

Through the ITF, private and public donations are channelled to fund a range of mine action programmes and projects, which include:

> clearance of high priority mine-affected areas

> physical and psycho-social support for landmine survivors

> MRE

> capacity development of national mine action authorities

> regional training and cooperation through joint projects and the South-Eastern Europe Mine Action Coordination Council (SEEMACC)

Donors decide which activities they want to fund. The ITF then develops a tailor-made project proposal based on these specifications, as well as the needs of the mine-affected country. The ITF works closely with national mine action authorities to ensure that ITF support is consistent with national priorities and needs. Through a matching-fund mechanism, every US dollar raised by the ITF is matched by the US government. These funds are then spent on the same project, along with the original donation, or are used to finance other mine action projects in the region. By the end of 2007, a total of US$240 million had been raised for mine action.[53]

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Streamline reporting to partner governments on donor activities and aid flows. Promote the development of common strategies or Programme-Based Approaches (PBAs) for mine action. Box 22 describes efforts by the Royal Government of Cambodia and other stakeholders to develop a PBA for mine action.

Box 22 | Developing a Programme-Based Approach to mine action in Cambodia

In Feb. 2008, the Royal Government of Cambodia requested that GICHD assist with a study to assess the scope and feasibility of a new national mine action strategy. The purpose of the strategy is to facilitate a "Programme-based Approach" for mine action. The request was channelled through the Technical Working Group on Mine Action (the government -donor forum that feeds into the Government Donor Coordination Committee).

The study found that a new strategy meeting PBA standards was both feasible and necessary, and recommended that CMAA establish a Task Force to prepare such a strategy by the end of March 2009. This would then provide the basis for Cambodia's Article 5 Extension Request. The UNDP is supporting the Task Force on coordination and donor engagement.

The new national mine action strategy will adopt a programme-based approach to mine action – there will be one common strategy based on a common needs assessment and incorporating a common research and evaluation agenda to document developmental results. The strategy will be firmly based on the priorities outlined in the Government's national development strategies (eg the Rectangular Strategy, National Strategic Development Plan and Millennium Development Goals) and budgets. The process reflects increasing effort to employ programme-based approaches to strengthen national capacity to manage aid and use government systems and resources.

Rather than advocating the pooling of donor funding into a common basket, the new strategy will help ensure that all donor and government-funded mine action projects are based on a single strategy (which is not the case today in Cambodia and for many other large mine action programmes). Thus, the Cambodia mine action strategy will be a Sector-Wide-Implementation plan (SWIm) rather than a Sector-Wide Approach (SWAp). (Programme-Based Approaches is the generic term for all such arrangements).



f. Improve aid predictability and provide assistance over longer periods

Funding for mine action is often disbursed through humanitarian funding channels. Support for projects of one year or less has been the norm. This may be appropriate in a humanitarian context where the situation evolves rapidly. However, many mine-affected countries no longer face humanitarian emergencies but the longer-term developmental impact of contamination. Short term humanitarian funding can impede longer term planning and programming focused on achieving developmental outcomes and impact.[54]

Provide funding over longer periods for development and mine action programmes in mine-affected communities. Bilateral development funding tends to be of a longer duration than humanitarian or dedicated mine action funding. Integrating mine action activities in development programmes can therefore help ensure longer term funding. It will also reinforce efforts to promote local capacity and community empowerment, both of which are long-term processes.

AusAID is providing five-year funding for integrated mine action and development programmes in Cambodia and Laos to ensure funding consistency.[55] Greater predictability will facilitate planning by partner organisations.

As part of long-term support for reconstruction and development in Afghanistan, CIDA is providing funding for mine action over a four year period through to 2011. The funding is being channelled through the United Nations Mine Action Centre in Afghanistan.[56]

ENDNOTES

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[55] Laos-Australia NGO Cooperation Agreement Program (LANGOCA), Final Program

[56] Canadian International Development Agency (CIDA). Rebuilding Afghanistan: Canada's Development Efforts in Afghanistan, February 2007. http://www.canadainternational.gc.ca/canada-afghanistan/assets/pdfs/overview_e.pdf

11. ENSURE PROGRAMMING IN MINE-AFFECTED COMMUNITIES IS GENDER-SENSITIVE[57]

a. Make staff aware of the importance of gender in mine-affected contexts

Mine/ERW contamination affects women, men, boys and girls in different ways. Ensure humanitarian and development projects in mine-affected communities are gender sensitive.[58] All humanitarian and development interventions, including projects which work with contaminated communities, have a gender impact and do not automatically benefit women and men equally.

An important starting point for considering gender within the context of mine action are the UN Gender Guidelines for Mine Action Programmes.[59] They were established in 2005 by the United Nations Mine Action Service (UNMAS) to encourage policy-makers and field staff to incorporate gender perspectives in mine action initiatives and operations.

For example, the guidelines highlight the benefits of disaggregating data by gender when collecting and analysing data about mine/ERW contamination. This is illustrated by experiences in Jordan, described in Box 23. Encourage staff to draw upon the UN Gender Guidelines, as well as other gender mainstreaming tools and resources[60] such as guides by DfID and AusAID which highlight the relevance of gender to country and sectoral programming.

Box 23 | Benefits of gender-sensitive mine action assessments in Jordan[61]

In Jordan, the National Committee for Demining and Rehabilitation (NCDR) and NPA undertook a Landmine Retrofit Survey with a clear gender perspective. Information was gathered from women and men in affected communities by survey teams consisting of both men and women. Convenient timings and locations for the meetings were chosen to make sure all segments of society could participate. By discussing how minefields threaten lives and block development and how the clearance would improve life for women, men, girls and boys, people submitted information on the location of accidents.

The technical assessment results showed that males and females identified different areas as contaminated by landmines. Men and women may have access to different information depending on mobility patterns, daily tasks and knowledge. One of the main conclusions drawn from the experience was that clearance operations have to take into account the needs of both men and women, and that female participation results in better data.

b. Promote gender-sensitive development in mine-affected communities[62]

Emphasise the importance of including a gender perspective in mine action and development programmes in mine-affected communities. Ensure that support for affected communities not only seeks to enhance female participation in planning and implementation, but also recognises that men and boys are more likely to engage in high risk activities and are more often the victims of mine/ERW casualties. Require development partners and mine action organisations (eg NMACs and mine/ERW operators) to ensure their programmes are gender-sensitive. See Box 24 which describes how IWDA is working with World Vision in Cambodia to implement a gender sensitive development programme in mine-affected communities.

Box 24 | Mainstreaming gender in integrated mine action and development: experiences from Cambodia

In 2006, World Vision and the International Women's Development Agency (IWDA) partnered to implement the Community Strengthening and Gender Mainstreaming in Mine Action programme. The programme is one of the first integrated mine action and development programmes where gender considerations are integrated into all programme components.

Gender mainstreaming efforts are taking a dual track approach, working at national and local levels. At the national level, IWDA is working with Cambodia's national authority, CMAA, to ensure gender considerations are incorporated into national mine action policy, provide gender training for key Government staff, and develop a gender sensitive monitoring and evaluation system. IWDA is also partnering with World Vision and MAG at the local level to strengthen community structures, deepen gender awareness, enhance women's participation in mine action and development planning processes and support community empowerment.

Specific efforts are made to ensure gender is mainstreamed in mine action by ensuring:

> the use of inclusive approaches to identify and prioritise mine fields for clearance which considers equally the knowledge of women and men

> women and men (and mine/ERW survivors) benefit equally from training and employment in MAG's locality based demining teams

> assistance targets survivors, family members and care-givers, and special attention is paid to the issue of domestic violence

> MRE materials and approaches target high risk taking individuals, eg young men, and use strategic MRE roles identified for mothers and sisters

> livelihoods support targets poor farmers, including households headed by females and families coping with disability

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c. Require partners to report on how their programmes and projects have mainstreamed gender. Demand measurable outcomes

To assist partner organisations with reporting on the gender aspects of their programming and specific outcomes, refer them to the Gender and Development checklist in Annex B as well as other resources.

ENDNOTES

57 For a more in-depth discussion of how to ensure a more gender-sensitive approach to mine action, see Swiss Campaign to Ban Landmines. Gender and Landmines: From Concept to Practice, April 2008. http://www.scbl-gender.ch/uploads/media/SCBL_-_Gender___Landmines_29_April_ FINAL.pdf

58 See also Gender Guidelines for Mine Action Programmes, UNMAS, 2005. http://www.mineaction.org/downloads/Gender_guidelines_mine%20action.pdf

59 ibid.

60 See the Supplementary Reading List for additional information on gender and mine action. The Swiss Campaign to Ban Landmines (SCBL) is producing additional gender mainstreaming tools and resources to assist NMACs and other mine action and development practitioners. SCBL's gender and mine action portal can be accessed at: http://www.scbl-gender.ch/

61 National Committee for Demining and Rehabilitation (Jordan) in SCBL. Gender and Landmines: from Concept to Practice, April 2008.

62 See: AusAID, Guide to Gender and Development, http://www.ausaid.gov.au/publications/pdf/guidetogenderanddevelopment.pdf; Department for International Development (UK), Gender Manual: A Practical Guide for Development Policy Makers and Practitioners, April 2002, http://www.dfid.gov.uk/pubs/files/gendermanual.pdf

12. ENSURE THAT MINE ACTION SUPPORTS BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES, WHERE APPROPRIATE. MINE ACTION CAN BE AN EFFECTIVE ENTRY-POINT AND CAPACITY-BUILDING MEASURE IN CONFLICT AND POST-CONFLICT SITUATIONS[63]

Mines/ERW, small arms and light weapons (SALW) are all tools of armed violence that negatively affect lives and livelihoods long after a conflict ends.[64] The links between armed violence, insecurity and development are increasingly being recognised at international and national levels.

Mine action is a part of wider efforts to promote human security and development. Mine action can be used to build confidence in some conflict and post-conflict contexts. It can also support programmes focused on armed violence reduction, peace building, security system reform, and the disarmament, demobilisation and reintegration (DDR) of former combatants.

Encourage NMACs and mine/ERW organisations to engage national and international peace-building actors. Facilitate opportunities for dialogue and collaboration. Greater coordination and linkages could help to strengthen programme planning and design, reduce duplication of resources and efforts and provide a more coherent response to community safety.

The OECD's Development Assistance Committee (DAC) has developed guidelines for engaging in 'fragile states' which emphasise the need for enhanced developmental effectiveness, in part through unified planning frameworks for political, security, humanitarian, economic and development activities at the national level.[65] The DAC is also developing programming guidance for donors on the integration of armed violence reduction into development assistance programming. Parallel diplomatic initiatives such as the Geneva Declaration on Armed Violence and Development (see Box 25) also signal increasing attention to these issues.

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Box 25 | Geneva Declaration on Armed Violence and Development

Building on the momentum of the 2001 UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (PoA) and the 1997 OECD-DAC Guidelines on Helping Prevent Violent Conflict, the Geneva Declaration in 2006 marked a turning point in efforts to prevent and reduce armed violence. Since 2006, over 70 states have endorsed the Geneva Declaration, which seeks government commitment to: support initiatives which prevent and reduce the human, social and economic costs of armed violence; assess risks and vulnerabilities; evaluate the effectiveness of armed violence reduction programmes; and disseminate knowledge of best practices. State signatories have committed themselves to achieving measurable reductions in the global burden of armed violence and tangible improvements in human security worldwide by 2015.

The three main pillars for the implementation of the Geneva Declaration are:

> **advocacy**: raising global awareness on how armed violence negatively influences sustainable development

> **measurability and research**: measuring and researching human, social and economic costs of armed violence in the context of the Geneva Declaration

> **programming**: translating Geneva Declaration principles into programmes for the reduction of armed violence

Adherence to the Declaration is supervised by a core group of 12 states[66] and coordinated by the Swiss Government. The UNDP, OECD and the Small Arms Survey collaborate with the core group. The Framework for the implementation of the Geneva Declaration seeks to increase the number of countries adhering to the Declaration and to prepare a draft UN General Assembly Resolution on Armed Violence and Development by 2008. At the same time the core group of states is working on developing indicators for armed violence and to allow for international armed violence reduction programmes to be translated into national as well as multilateral strategies.

In several mine-affected countries (eg Afghanistan, Sudan, Lebanon, and Cyprus) mine action has been a key component in peace building and reconciliation processes. Box 26 describes how mine action was used to build confidence between parties in North and South Sudan.

Box 26 | Promoting peace and building confidence: mine action in Sudan

More than two decades of conflict have left Sudan with a legacy of landmines and explosive remnants of war (ERW) that continues to threaten security and human development. Both the Sudan Armed Forces (SAF) and the Sudan People's Liberation Movement/Army (SPLM/A) laid mines in vast areas of conflict.[67] Despite the armed conflict, various mine action initiatives have been ongoing in Sudan since 1996. In 1997 the Government of Sudan (GoS) signed the Anti-Personnel Mine Ban Treaty (and ratified it in 2003) and in 2001 the SPLM/A signed the Geneva Call Deed of Commitment.[68] This opened a channel of communication based on mine action and a realisation that in the event of a ceasefire, mine action could play an important role in building peace in Sudan.

Progress in mine action helped build confidence between opposing parties in Sudan. For example, while maintaining their own mine action centres, both parties agreed to jointly address the mine/ERW threat. A system of counterparts and professional exchanges built confidence. Deminers from north and south Sudan were trained together. A joint assessment of the mine/ERW contamination problem was undertaken by the Sudanese Landmines Information and Response Initiative (SLIRI), formed in 2001 as a joint initiative by the warring parties.

The signing of a tri-partite Memorandum of Understanding (MoU) between the GoS, the SPLM and the United Nations Mine Action Service (UNMAS) in September 2002 was a further milestone in support of the peace process. The MoU provided the necessary framework for mine action to be undertaken throughout Sudan with the overall objective of reducing mine/ERW casualties. The UN also committed itself to assisting both parties to jointly develop a national mine action strategy that would meet the immediate needs of the humanitarian emergency and assist in developing a longer term mine action plan. Based on the provisions of this tri-partite agreement, the first joint National Mine Action Strategic Framework was developed and signed by both parties in August 2004.

This paved the way for further practical cooperation and coordination between the two parties. To implement joint mine action, the National Mine Action Office (NMAO) was established, which involved actors from both sides of the conflict. Meanwhile SLIRI played a key role in strengthening the capacity of civil society, based on its prior collaboration with the local population. In 2006, 133 deminers (73 from SPLA and 60 from SAF) were trained, and eventually cleared the Babanusa-Wau railway line, the only land link between north and south Sudan. In addition to providing funds for the verification and clearance of the Babanusa-Wau railway line, the Government of National Unity (GONU) provided funds for road clearance by the Joint Integrated Demining Units (JIDUs) in Kassala State. To facilitate the work of the joint demining teams, a joint Information Management Committee with three members each from SAF and SPLA was established in January 2007 by the Joint Defence Board, the highest military joint institution with members from SAF and SPLA. This joint Committee has been instrumental in successfully deploying the JIDUs and has set another example of practical cooperation and coordination.

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As mine/ERW clearance is a labour intensive activity, it has the potential to absorb large numbers of ex-combatants and provide them with employment, training, discipline and the opportunity to garner respect. Further, if the employment of mine action staff is fair, and equitable numbers of each faction are employed, it can send a strong positive message in support of wider reconciliation.

Although many mine action programmes employ former combatants, few cases exist where an explicit link has been made between mine action authorities, organisations, and a demobilisation programme.[69] Box 27 highlights efforts undertaken in Afghanistan to link mine action with the national DDR process.

Box 27 | Mine action for peace: linking DDR and mine action in Afghanistan[70]

Afghanistan's New Beginnings Programme (ANBP) was established through the UNDP to support the Transitional Islamic State of Afghanistan (TISA) in designing and implementing a comprehensive, countrywide DDR programme. The principal objectives of ANBP's reintegration programme were to assist former combatants to return to civilian life; assist communities to increase their employment and economic absorption capacity; and to provide former combatants with an appropriate means of sustainable livelihoods that equated with their standing and capabilities and that provided for their families.

The ANBP provided ex-combatants with the opportunity to improve security in their communities through involvement in mine action. It was modelled on a Community Based Mine Clearance Programme (CBMCP) that was developed within the mine action Programme for Afghanistan (MAPA).[71] The CBMCP was designed to provide community based mine clearance and related mine action activities capability. Since its inception, the CBMCP has passed through various stages of development, contributing to general mine surveys, mines/UXO awareness education and the clearance of vital rural areas such as houses, roads, grazing and agricultural lands.

Mine Action for Peace (MAFP) was a UN Joint Programme that was managed by ANBP, supported by United Nations Mine Action Centre for Afghanistan (UNMACA) and carried out by Implementing Partner/s (IP/s) representing the public and the private sector. An operational work plan was developed which complemented the national mine action work plan supporting the GoA's mine action objectives. This included assisting the reintegration of ex-combatants into their communities. A further component ensured that demobilised combatants were provided with vocational training and/or psycho-social support to assist their reintegration.[72]

Mine Action for Peace Programme Achievements

Pilot projects for ANBP took place between April 2004 and July 2006.[73] The total DDR caseload was 57,431 ex-combatants. Of the 845 ex-combatants that had graduated from mine action reintegration options by the end of 2005, 321 remained employed in the mine action sector; of which 268 were working as deminers.[74] By the end of July 2006 (1 month after the end of the DDR component for ANBP), a total of 617 ex-combatants were employed in a mine action livelihood option.[75] The prevailing statistics at the time

Box 27 contd. | Mine action for peace: linking DDR and mine action in Afghanistan

reveal that almost 75% of ex-combatants that chose mine action as a reintegration option were able to obtain the skills required to engage in mine action as a sustainable livelihood choice.

The reasons for the high rate of reintegration return vary. The salary offered to deminers was significantly higher than for other reintegration options. A second reason is that ANBP had informally surveyed clearance operators from an economic perspective. The demand for mine/ERW clearance and available funding well exceeded the supply of well trained deminers. MAFP had effectively absorbed the cost that would have been borne by private and NGO clearance operators through its reintegration training programme. Linkages between the reintegration component of DDR and mine action were robust and should be replicated where similar conditions exist, ie the political will of the international community to fund mine action, civilian ownership within the host country and management of national mine action activities.

Programme Constraints & Lessons Learned

> The 'community-based approach' reinforced local ownership and addressed the full range of mine action activities in the humanitarian-to-development continuum.

> It was difficult to 'cluster' ex-combatants to serve on a single team within a community due to the wide geographic dispersal of the DDR caseload. This limited the ability to increase the demining caseload for DDR. Irrespective, had ANBP been able to 'cluster' ex-combatants this might have been counterintuitive to the DDR objective of breaking the relational structures between commanders and soldiers. Preserving a combatant/military unit through a demining corps might have reinforced the prevailing power dynamic.

> The vocational training component of DDR and mine action had not fully assessed whether beneficiaries would be able to support themselves if that trade was not demining. Future programmes should include socio-economic assessments and vetting that pre supposes demining is a short to medium term solution to an individual livelihood.

> Throughout the programme institutional ownership remained weak, eg the relationship between ANBP and UNMACA, as well as the relationship between MAFP and the GoA. This was due in part to a continued focus on mine clearance as opposed to mainstreaming mine action and capacity development into broader recovery and reintegration issues.

> Areas of significant achievements such as psycho-social support or victim assistance were unanticipated outcomes. The ability to capture these lessons and modify MAFP's direction was not systematised or codified in a monitoring and evaluation plan for MAFP.

> Referral mechanisms for deminers into mine action jobs remained vested within ANBP. In this regard, the 'sustainability' of DDR candidates in mine action went well beyond the immediate 'reintegration' training output and was a medium term success. While a 75% rate of employment far exceeded the employment rate in most other sectors and for most other programmes, the non-transferability of a referral mechanism to the GoA necessarily means that replicating this initial success cannot be guaranteed

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Encourage national mine action programme managers to explore these opportunities where they may exist. Box 28 on UNDP Somalia's Rule of Law and Security Programme illustrates the difficulties that NMACs sometimes experience in capitalising on such opportunities.

Box 28 | The UNDP Rule of Law and Security (ROLS) programme in Somalia[76]

Originally, UNDP mine action assistance was provided as a component of the Somali Civil Protection Programme (SCPP, begun in 1997). It subsequently evolved into an even broader Rule of Law and Security (ROLS)[77] Programme that comprises the following five components: Judiciary, Law Enforcement (basically, strengthening police services), Disarmament, Demobilisation and Reintegration (DDR), coupled with Small Arms Control, Mine Action, and Gender and Human Rights.

Mine action is the only component still managed by UNOPS. UNDP and ROLS management view mine action as something apart from the directly executed components of ROLS. Relatively little has been done to capitalise on the clear synergies between mine action and other security system components. For example, the police have benefited from training and equipment provided via the mine action component. This allows greater police presence in communities by well-trained officers performing skilled jobs that engender respect among local communities. Further, police EOD personnel collect a significant amount of SALW ammunition, reducing the twin threats of accidental explosion and armed violence. The same is true for the DDG and HALO Trust EOD teams which have collected and destroyed tens of thousands of explosive devices and hundreds of thousands of rounds of small arms ammunition.[78]

There are also opportunities for ensuring the mine action component of ROLS supports DDR. In Puntland, for example, many of the Daraweesh[79] would be strong candidates for a demining programme implemented by an INGO because of their experience with munitions and with military command-and-control structures. The conversion of 100-200 fit and able military into civilian deminers would represent a signal achievement. Recruiting members of the police EOD teams from regional militaries, putting them through the Police Training College, and then training them in demining, EOD, and similar skills, would help to promote DDR objectives in future.[80]

A properly conceived and managed mine action programme would also support Security System Reform (SSR) efforts, by providing points of entry for engagement with militaries/militias, government authorities, and communities that have benefited little from state-provided public services in over a decade. The pilot Village Stockpile Disposal Initiative run by DDG in cooperation with the local NGO Haqsoor suggests there is significant potential for EOD teams to contribute more to SALW reduction. For example, clearing private stockpiles of munitions will eventually foster a virtuous circle of reduced levels of violence, lead to reduced demand for weapons, and the registration or even handover of weapons.[81]

Box 28 contd. | The UNDP Rule of Law and Security (ROLS) programme in Somalia

Unfortunately, important contributions (both actual and potential) by the mine action programme to peace building, security system reform (law enforcement, DDR, and SALW), and state building have not been adequately documented and disseminated within UNDP Somalia and among donors. This has led to a lack of support for mine action within the ROLS programme, the broader UNDP Somalia programme, and among principal donors. The Somaliland and Puntland Mine Action Centres have also failed to capitalise on opportunities. For example, NMACs could revise their mine action strategies to promote DDR by recruiting police EOD personnel from the Somaliland army and the Daraweesh. They could also modestly expand the capacities of the Police EOD teams, and broaden their roles to include community-level peace building in conjunction with local NGOs like Haqsoor.

ENDNOTES

63 This guideline also applies to UN agencies and MDBs.

64 Centre for International Cooperation and Security, The impact of armed violence on poverty and development, Bradford University, March 2005; Muggah, R. & P. Batchelor, "Development Held Hostage": Assessing the Effects of Small Arms on Human Development, UNDP, April 2002; UNDP Mine Action Team, Mainstreaming Mine Action into Development: Rationale and Recommendations, UNDP, December 2004.

65 For more information on the OECD DAC's work on fragile states, see http://www.oecd.org/department/0,3355,en_2649_33693550_1_1_1_1_1,00.html

66 Brazil, Canada, Guatemala, Finland, Indonesia, Kenya, Morocco, the Netherlands, Norway, Spain, Switzerland, Thailand, United Kingdom

67 Due to the nature of the conflict, records of minefields were rarely kept, and those that exist are often inaccurate or out of date. As a result, it is not possible to quantify the extent of mine/ERW contamination and their full impact on the life of the affected population in a comprehensive manner .

68 The SPLA/M reaffirmed the Geneva Call "Deed of Commitment" in August 2003 that the SPLA/M had signed on 04 October 2001. At the meantime, the GoS of ratified the Mine Ban Convention on 23 October 2003. GoS had signed the Convention in December 1997 but put on hold the ratification due to its security concerns.

69 Ted Paterson, "Time to go MAD" in Stuart Maslen, Mine Action After Diana: Progress in the Struggle Against Landmines. University of Michigan Press, 2004, http://www.gichd.org/fileadmin/ pdf/publications/Paper-Time-to-go-MAD-GICHD-PAT.pdf

70 Written by Dean Piedmont.

71 ICBL, Landmine Monitor Report: Afghanistan, 2004. http://www.icbl.org/lm/2004/afghanistan. MAPA initiatives lead the way for clearance of approximately 300 million square metres of mined areas and 522 million square metres of battlegrounds destroying more than a quarter of a million landmines and 3.3 million pieces of UXO between 1989 and 2004.

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72 United Nations Development Programme, Basic Agreement Document for Funds Directed to UNDP, 8 August 2005, p.5. The Basic Agreement Document (BAD) developed by the ANBP positioned funding from the EC for $1,900,000USD to be managed and administered by UNDP Afghanistan through an UNMAS Voluntary Trust Fund for Assistance in mine action. The project duration was set for 7 months from August 1, 2005 through March 31, 2006. The cost under this project was to foster sustainability for ex-combatants that had already been processed through the DDR programme as deminers.

73 The ANBP operated well after June 2006; however, the DDR aspect of the programme had finished by June 2006 with residual candidates finishing reintegration training and project staff preparing to administratively close DDR components of the programme. The Disbandment of Illegally Armed Groups (DIAG) and weapons collection and destruction elements of ANBP continued.

74 UNDP, ANBP Annual Report 2005, p. 5,13.

75 UNDP, ANBP Post Reintegration Tracking Sheet-Annex 11. 31 July 2006.

76 GICHD, Somalia Report for the Africa Regional Evaluation of EC Support to Mine Action, October 2007

77 UNDP Somalia, Rule of Law and Security Programme (ROLS): Programme Strategy Phase II 2006-2008, June 2006

78 It should also be emphasised that, in Somalia, landmines have been actively used in inter-clan conflict, so clearance and stockpile destruction of landmines brings the same types of benefits sought by SALW.

79 Formerly a gendarmerie-type police force, but now essentially an army/official militia.

80 New teams would probably start on mine clearance of small minefields and surface clearance of UXO (Battle Area Clearance – BAC), then be trained on survey and EOD.

81 The DDG VSDI project was based in part on the Traditional Governance Project run by the Danish Refugee Council and Haqsoor, which has resulted in a significant reduction in retaliation killings among clans in Somaliland.



FOR UNITED NATIONS AGENCIES

The following guidelines are specifically intended for United Nations agencies[82] operating in countries contaminated by mines/ERW. Note that several of the guidelines listed above also apply to UN agencies and are not included below to avoid repetition.

13. STRENGTHEN THE CAPACITY OF MINE/ERW-AFFECTED COUNTRIES TO ENSURE NATIONAL MINE ACTION PROGRAMMES SUPPORT RECONSTRUCTION AND DEVELOPMENT

In contaminated countries, UN agencies play a lead role in supporting NMAAs, NMACs and mine/ERW operators (nongovernmental, commercial, civil defence and military). In countries where government capacity is weak, UNMAS or UNDP typically manage some or the entire national mine action programme. Other UN agencies and international NGOs also provide valuable support in the development of sustainable national capacity. Broker support for capacity development from UN agencies and other international organisations.

Ensure support for capacity development focuses on using mine action to promote reconstruction and development priorities and programmes. Strengthen the capacity of national mine action programmes to provide guidance and technical support to development actors on how to address contamination problems within their communities or work programmes. Assist core budget and planning authorities to consider the impact of mine/ERW contamination on development investments and integrate mine action services in development programmes.

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Box 29 | UN agencies involved in mine action[83]

Department of Peacekeeping Operations (DPKO)	Department responsible for UNMAS, integrates mine action into peacekeeping operations
United Nations Mine Action Service (UNMAS)	Division of DPKO; in peacekeeping, complex emergency and rapid response settings, plays lead role in capacity development within national mine action programmes, ensures mine action is integrated in peacekeeping and humanitarian programmes
Department for Disarmament Affairs (DDA)	Recognises mine action as a disarmament activity
United Nations Development Programme (UNDP)	Provides comprehensive support to national mine action programmes, strengthens national mine action capacity, manages some or all elements of mine action programmes where requested/appropriate, ensures coordination between mine action and wider development community, promotes mainstreaming of development in national and sector development plans and programmes
United Nations Children's Fund (UNICEF)	Focuses on the development and implementation of MRE projects and the integration of landmine survivors in broader health, education and other development programmes
United Nations Office for Project Services (UNOPS)	Provides project management and logistical services to other UN agencies and national mine action programmes
Food and Agriculture Organisation (FAO)	Implements agricultural relief and rehabilitation programmes in mine-affected communities and participates in prioritising land for clearance and providing post-clearance support
World Food Programme (WFP)	Provides emergency food assistance in situations where humanitarian food response is restricted by mines/ERW

The provision of UN technical advisors to strengthen the capacity of a national mine action programme is a key aspect of the UN's capacity development approach. Ensure technical advisors have the development expertise required to advise national programmes on how to engage development actors and use mine action services to reduce poverty. Base commitments to provide capacity development support on capacity needs assessments. Ensure these commitments are reflected in national capacity development plans, as well as in the medium-term and annual plans of the agencies involved.

In some countries, a regular supply of technical advisors has not been based on a clear capacity development plan and has not enhanced the capacity of the national mine action programme, as described in Box 30.

The international community has financed the development and delivery of custom courses for senior and mid-level mine action managers, and provided a variety of specialised tools that assist national mine action programmes in getting up-and-running quickly.[84] Ensure that these courses also focus on the development of mine action capacities to engage with and support reconstruction and development actors.

Box 30 | Capacity Development in Mine Action: Cambodia's Early Experiences (1992-2000)[85]

In the early days of the mine action programme in Cambodia, the programme fell under the United Nations Transitional Authority in Cambodia (UNTAC) military command, and contributing countries seconded military advisers to allow the Mine Clearance and Planning Unit to train thousands of Cambodians in the basic skills of mine action (mainly manual demining). However, no systematic effort was made to assess and document the scale of the problem or to establish a process for determining clearance priorities.

At one point, 130 military technical advisors (TAs) were on the ground. Most of them were on six-month rotations – far too short to become knowledgeable about Cambodia and its culture. Generally they had dual reporting requirements, to both UNTAC and their own armed forces (with the latter controlling their future career prospects). The planning horizon did not extend beyond the 18-month UNTAC mandate, so nothing was done to train local managers or to establish the management systems and resource mobilisation strategies required to manage and sustain a national programme. More fundamentally, there was no concrete plan to which all contributing militaries adhered – personnel requirements were outlined only in very general terms and the skills and expertise of personnel sent, plus the mandate given them from their national military, may not have corresponded with what was truly required. In short, it was a hugely expensive effort that succeeded in 'getting the show on the road' but failed to look for (let alone find) the right road to a sustainable future.

Box 30 contd. | Capacity Development in Mine Action: Cambodia's Early Experiences (1992-2000)

UNDP was successful in creating a trust fund mechanism to channel finances to the Cambodian Mine Action Centre (CMAC). The wasteful duplication of training facilities was eliminated, and the training programmes were expanded to cover a wider range of skills together with some leadership development. For some years however, CMAC remained seriously deficient at the middle-management level and, therefore, dependent on a continuing stream of foreign technical advisors.

By mid-1996 almost half of the 31 TAs were, nominally at least, civilians. However, most of these still had military backgrounds, and there were no systematic procedures in place to ensure all the foreign experts had appropriate experience to function as advisers rather than "doers" (or even that they possessed the specific expertise required for the specific assignment). Most critically perhaps, there was no one person in charge of ensuring there was a clear plan for capacity development of CMAC and that all the adviser positions, and the incumbents assigned to fill these, were part of that plan.

A joint evaluation undertaken by the UNDP, the UN Office of Project Services, Sida, and the UK's Official Development Agency in 1995, faulted both short and long-term planning at CMAC, and cited the absence of adequate management systems for logistics, personnel management, and finance, as well as the failure to develop middle management capacities in general, as the root causes.[86]

The proliferation of TAs also frustrated CMAC managers, who complained that many advisors made decisions which should have been left to local managers, but at the same time refused to take responsibility for the consequences of those decisions. Conversely, Cambodian managers often deferred to the foreign experts. This may well have been consistent with Cambodian culture, but it meant as well that it rarely was clear where responsibility for decisions actually lay. The expense of fielding TAs was, in Cambodia as elsewhere, another cause of disagreement. Their salaries and allowances were lavish when compared to those of CMAC managers. Even more fundamentally, why was the number of foreign advisors still growing after six years of capacity development efforts involving (by one count) 360 different TAs?

In brief, capacity development from 1993-2000 followed a WIDSAA strategy (when in doubt, send another adviser). As most of these advisers were active or recently retired military personnel selected because of technical skills rather than their capacity to develop capacity, the result was an organisation with strong technical capabilities but weak planning and management. Long exposure to military advisers – coupled with the proper emphasis on discipline given the need to maintain high safety standards – also inculcated a para-military mindset and organisational culture, which may have limited CMAC's capacity to link effectively with civilian agencies involved in resettlement and development. Thus its delivery of demining and MRE services compared favourably to other such organisations, both in Cambodia and internationally, but it did not provide leadership and strategic direction to the national mine action programme.

ENDNOTES

[82] See Glossary of Terms for definition of United Nations Agencies

[83] United Nations, Mine Action and Effective Coordination: The United Nations Inter-Agency Policy. 2005. http://www.mineaction.org/downloads/1/MAEC_8_2_6_%20final%20PDF.pdf

[84] Included here are the International Mine Action Standards (IMAS) and the Information System for Mine Action (IMSMA).

[85] Ted Paterson with Mao Vanna. Unpublished research for GICHD, 2004.

[86] R. Eaton, C. Horwood, and N. Niland; The Development of Indigenous Mine Action Capacities – Study Report, New York, UN Department of Humanitarian Affairs, 1988, p. 25.

14. INTEGRATE MINE ACTION IN UN PROGRAMMES AT THE COUNTRY OFfiCE LEVEL

Reflect mine action as a cross-cutting theme within UN Common Country Assessments (CCA) and UN Development Assistant Frameworks (UNDAF), as these two instruments guide UN programming and assistance at the country level.[87]

Examples include:

> The CCA for Lao PDR, which is aligned with the government's national development strategy, refers to UXO contamination as a cross-cutting issue and as an ongoing humanitarian and development challenge. The CCA also recognises that UXO action is central to the achievement of two MDGs, one in relation to eliminating poverty and hunger, and the other on promoting environmental sustainability.[88]

> Landmines are referred to in Jordan's CCA as an impediment to agricultural development.[89] Inclusion of the contamination problem in the CCA helped to raise the profile of mine action and strengthen ownership within government and the UN.[90]

> In Sudan, the UNDP has taken a lead role in the development of the UNDAF for 2009-12. The UNDAF is organised around four themes: i) peace-building; ii) governance, rule of law, and capacity building; iii) livelihoods and productive sectors; and iv) basic services. Mine action is addressed under the peace-building theme, along with DDR. It should also be linked to the livelihoods theme as the focus of mine action will shift over time to livelihoods support in remote communities.[91]

> Sri Lanka's current UNDAF also refers to mine action in the context of helping to increase opportunities for early recovery of livelihoods disrupted by conflict.

ENDNOTES

87 These two processes outline the relationship and targets that the UN seeks to achieve in tandem with a national government over a specific period of time (normally five years). As this is an interagency process, all UN agencies represented in-country participate in the process as part of the UN Country Team.

88 United Nations, Common Country Assessment (CCA) Lao PDR 2006, http://www.undp.org/rbap/Country_Office/CCA/Cca-LaoPDR2006.pdf

89 United Nations, Common Country Assessment – Jordan, 2006. http://www.un.org.jo/images/stories/cca%20report%20full2.pdf

90 Email from Olaf Juergensen, UN Chief Technical Advisor at the National Committee for Demining and Rehabilitation, 30 September 2007.

91 GICHD, Evaluation of the UNDP Sudan Mine Action Capacity Building and Development Project. Ted Paterson and Vera Bohle, Geneva, February 2008. http://www.gichd.org/fileadmin/pdf/evaluations/database/Sudan/Evaluation-UNDPSudan-GICHD-Feb2008.pdf

92 United Nations, United Nations Development Assistance Framework (UNDAF) Sri Lanka, 2008-2012, Colombo 2007, http://www.humanitarianinfo.org/srilanka/hosting/unsl/english/inpages/presscentre/Approved_UNDAF_June3_2007_as_at_4_Sept_2007_final.pdf

15. LEAD EFFORTS TO HARMONISE SUPPORT FOR MINE ACTION

The UN can play a key role in promoting harmonisation among UN agencies and other official development cooperation agencies. Encourage the use of common donor arrangements, for example in order to harmonise planning, funding, monitoring, evaluating and reporting on donor activities and aid flows.

Box 31 describes the UNDP's efforts in Cambodia to harmonise donor assistance for mine action through a multi-donor funding facility.

Box 31 | Clearing for Results:
Multi-donor funding facility for mine action in Cambodia

Clearing for Results (CFR) is a five year (2006-2010) common funding mechanism managed by UNDP in Cambodia. CFR has been designed to:

> Address efficiency and transparency issues

> Promote the integration of mine clearance with national and provincial development plans and programmes

> Build national capacities to define clearance standards, provide independent quality assurance and incorporate socio-economic planning tools into the prioritisation process[93]

The project mobilises and pools resources to fund mine clearance in support of community development priorities. CMAC is the mine/ERW operator that currently conducts clearance on behalf of CFR however in future, the project may move towards a more competitive allocation system.

CFR seeks to strengthen cooperation with national and provincial institutions when setting clearance priorities. It also focuses on improving the quality assurance and post-clearance assessment capacities of Cambodia's national mine action authority, CMAA.

CFR was established following a request from the Royal Government of Cambodia for harmonised and coherent donor assistance. The UNDP, CIDA, AusAID, Sweden, AECID (Spanish International Cooperation Agency) and Adopt a Minefield have contributed funds with a total budget of US$23,000,000.

ENDNOTES

93 For more information on Clearing for Results, see: www.un.org.kh/undp/content/index.php?option=com_docman&task=doc_download&gid=91&Itemid=74

FOR UNITED NATIONS AGENCIES

16. REFLECT MINE/ERW CONTAMINATION IN POST-CONFLICT NEEDS ASSESSMENTS

The UN and the World Bank typically lead the coordination of post-conflict needs assessments, including in countries contaminated by mines/ERW[94]. Ensure the PCNAs reflect the contamination problem.

See guideline 5 (above) for additional information.

FOR MULTILATERAL DEVELOPMENT BANKS

The following guidelines are intended specifically for MDBs operating in countries contaminated by mines/ERW. Note that several of the guidelines listed above also apply to multilateral development banks (MDBs) but are not included below to avoid repetition.

17. WHEN PLANNING RECONSTRUCTION OR DEVELOPMENT PROGRAMMES IN MINE/ERW-AFFECTED COUNTRIES, DO NOT AVOID CONTAMINATED COMMUNITIES

a. Provide training and guidance to Bank task teams working in mine/ERW contaminated areas.

Ensure that task teams are aware of how to manage clearance to facilitate reconstruction and development projects/programmes. Develop guidance for staff on how to manage and finance mine action. See Box 32 which describes the World Bank's guidance for staff involved in managing reconstruction and development projects/programmes which have a demining component.

Box 32 | The World Bank and mine action[95]

In 1997 the World Bank developed Operational Guidelines for Financing Landmine Clearance[96] in mine-affected countries. The guidelines emphasise that:

> "clearance must be an integral part of a development project or a prelude to a future development project or program…(as)It is this development activity that the Bank seeks to support, rather than land mine clearance per se."

> "clearance activities must be justified on economic grounds"[97]

> "clearance in Bank-financed projects must be carried out under the responsibility of civilian authorities…(but this)…does not preclude collaboration with the military (eg on maps, surveys, removal of mines)"

The Guidelines also stress that the Bank does not engage in humanitarian work, and does not have capacity in the technical aspects of demining. It advises Bank staff to consult with UN agencies, the ICRC, bilateral donors, and NGOs active in (or considering support to) mine action in the country.

In November 2003 the Guidelines were supplemented by the Landmine Clearance Projects: Task Manager's Guide, which provides more extensive guidance for task managers of Bank projects involving landmine clearance.[98] This identifies areas in which the Bank considers it has a comparative advantage, including:

> Setting priorities based on socio-economic analysis;

> Establishing effective national institutions to oversee a national mine action programme;

> Developing effective procurement systems for survey and clearance to enhance both safety and productivity;

Box 32 contd. | The World Bank and mine action

> Introducing sound economic and project management concepts;

> In conjunction with UNMAS, UNDP, and donors, convening stakeholders to set the agenda for mine action in a country, and to assist in resource mobilisation for reconstruction.

The guide includes a checklist of issues that task managers should consider at the project identification stage:

> Ensuring the government is committed to meeting its obligations under the APMBC

> Considering the role and involvement of UN agencies

> Status of the general survey and community perceptions regarding the presence of landmines

> Magnitude of the mine/ERW problem, eg how and when IDPs will return, percentage of contaminated land, the most contaminated areas, casualty data.

> Roles and responsibilities of different organisations (World Bank UN, NGOs, donors)

> Potential gaps between government commitment and government capacity to implement commitments.

> Which activities need to be financed under the project

> Setting priorities for the areas to be demined

At the project appraisal stage, task teams are advised to:

> Discuss priority setting with the government

> Assess national clearance capacity

> Establish clear indicators to monitor progress

> Design the procurement of goods, work and services. Encourage local and/or international contractors to bid.

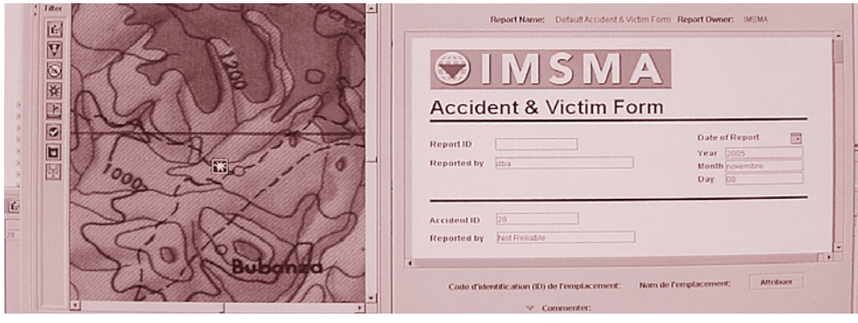
> Ensure technical assistance financing

> Discuss which line ministry will be in charge and jointly develop the Terms of Reference for the project implementation unit and various supervision arrangements

> Discuss the IMAS requirements and how to adapt these standards to the national context, with key stakeholders (eg government, UNMAS, UNDP. UNOPS and others)

GUIDELINES

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b. Conduct or commission a professional assessment of the contamination problem during the project design phase.

Use information about the nature of the contamination problem and its socio-economic impact to design reconstruction and development programmes.

ENDNOTES

[95] Ted Paterson, The Role Played by the World Bank in Mine Action (unpublished), GICHD, June 2004 (updated September 2008).

[96] World Bank, World Bank Operational Guidelines for Financial Landmine Clearance, February 7, 1997 in Annex B of World Bank Landmine Clearance Projects: Task Manager's Guide November 2003. http://lnweb18.worldbank.org/ESSD/sdvext.nsf/67ByDocName/LandmineClearanceTaskManagersGuide/$FILE/WP10webversion.pdf; See also World Bank. Landmine Contamination: A Development Imperative – World Bank Social Development Note, October 2004. http://www.apminebanconvention.org/fileadmin/pdf/mbc/text_status/World_Bank_dissemination_note_Oct_2004.pdf

[97] An exception to this rule is made for projects delivered as 'emergency recovery assistance'.

[98] As well, a CD-ROM has been issued to support the Handbook. The CD contains the text of the Ottawa Convention, UN policies, the IMAS, key reports, and samples of contracts, bid tender documents, etc.

18. INCLUDE THE COSTS OF MINE/ERW CLEARANCE AND OTHER MINE ACTION SERVICES IN PROJECT FINANCING PLANS

Mine action services can help achieve reconstruction and development objectives. Ensure the costs of the required mine action support is reflected in financing plans. See Box 33 which describes the World Bank's experiences in Mozambique.

Box 33 | Demining in support of road and rail reconstruction: lessons from Mozambique[99]

Mozambique's National Administration for Roads (ANE) first encountered serious problems with landmine and UXO contamination during its Emergency Road Programme (1994-96). Under intense time pressure, it worked with the UNDP and donors to make arrangements for stand-alone demining services – typically mechanical 'treatment' followed by survey and clearance – so as not to delay the work of the civil engineering firms selected as prime contractors for each rehabilitation project. This proved extremely unsatisfactory, as many explosive devices were missed,[100] causing the roadwork to stop, with the ANE bearing the cost of delays.

As a result, ANE has developed a system whereby the prime contractor assumes complete responsibility for demining services. Tender documents make it clear that the bidders must include an accredited sub-contractor for demining. After the award of contract, the prime contractor is not allowed to mobilise the road works crews until the demining sub-contractor produces a certificate from the national mine action authority that the roads, bridges, gravel pits, and other worksites relating to the roads rehabilitation project have been cleared. Subsequently, any missed device incidents are the responsibility of the prime contractor.

In contrast, the failure to integrate demining into reconstruction proved costly in the case of the Sena railway line – a vital development initiative for Mozambique which, among other things, opened access to the large Moatize coal mine. The World Bank financed ($130 million) a major public-private project. Mozambique's state railway corporation (CFM) reconstructed the railway as a prelude to a major investment in rail stock by a consortium of Indian firms that would manage rail operations. Demining had been done by MineTech (1998) and Ronco (2001).

When the World Bank conducted its environmental impact studies relating to the upgrading of the Sena line, it advised that clearance would be required to at least 15 metres from the centre line and, ideally, to 25 metres. However, the Bank did not incorporate funds for demining into its loan or the financing plan for the project. This cost was to be covered by CFM. CFM sought assistance from the U.S. State Department, which provided funding to Ronco to conduct demining again. Unfortunately, once the rail reconstruction was completed, an employee of the Indian railway consortium was killed when he stepped on a landmine in a 'cleared' area. The Indian rail consortium demanded that the rail line be re-surveyed before resuming its work.

Several loans approved by the World Bank for the Government of Croatia have included specific support for mine action:

- In 1999, a loan for reconstruction of Eastern Slavonija, Baranja and West Srijem included €10 million for demining channels and dikes.
- In 2005, a socio-economic recovery project included €17 million for demining.[101]

Make partner governments and organisations aware of funding opportunities for mine action through bank instruments. Encourage them to reflect mine action in their proposals for loans and grants for reconstruction and development projects/programmes.

ENDNOTES

99 GICHD, A Review of Ten Years Assistance to Mine Action in Mozambique. Agencia de Informacau de Mocambique, 28 Sep 2006, Mozambique: Sena Line Declared Free of Land Mines.

100 In some cases, the ANE suspects that roads contractors planted mines themselves in order to justify work stoppages (ie they were delayed for other reasons, so created a "missed device incident" to justify a work stoppage and shift the cost of the delay onto ANE).

101 Request for an extension of the deadline for completing the destruction of anti-personnel mines in mined areas in accordance with Article 5, paragraph 1, May 2008, http://www.apminebanconvention.org/fileadmin/pdf/mbc/clearing-mined-areas/art5_extensions/countries/Croatia-ExtRequest-Received-2June2008.pdf

FOR MULTILATERAL DEVELOPMENT BANKS

19. REFLECT MINE/ERW CONTAMINATION IN POST-CONFLICT NEEDS ASSESSMENTS

The UN and the World Bank typically lead the coordination of post-conflict needs assessments, including in countries contaminated by mines/ERW[102]. Ensure the PCNAs reflect the contamination problem.

See guideline 5 (above) for additional information.

ENDNOTES

[102] The UN and the World Bank have been coordinating PCNAs for several years. In September 2007, they produced a Joint Guidance Note on Integrated Recovery Planning using Post Conflict Needs Assessments and Transitional Results Frameworks which builds on their 2004 Practical Guide to Multilateral Needs Assessments in Post-Conflict Situations and other tools. It is available here: http://www.undg.org/docs/7818/PCNA-TRF%20GUIDANCE%20NOTE%20Working%20Draft%209-2007.pdf

Please see the supplementary reading list, organised thematically, for additional publications and websites related to linking mine action and development. The GICHD also has an LMAD portal (www.gichd.org/lmad) through which the guidelines can be accessed. Specific e-learning materials will be developed to support the use and implementation of these guidelines – and will be made accessible through the GICHD LMAD portal. For information about GICHD LMAD capacity development support, please email lmad@gichd.org.

ANNEX A

COMPREHENSIVE ASSESSMENT METHODOLOGIES

COMPREHENSIVE ASSESSMENT METHODOLOGIES

The following are examples of comprehensive assessment tools and methodologies, and their main focus

General Surveys
Provide information on suspected hazardous areas (SHA) and mine-affected communities

Technical Surveys
Collect and analyse information beside the SHA in order to determine the boundaries of the mined area that requires clearance

Post-Completion Surveys
Review of the actual use of demined land a number of months or even years after the completion of clearance

Landmine Impact Surveys
Provide baseline data on mine-affected communities in order to aid mine action planning and priority-setting[1]

Task Impact Assessment
Piloted by Norwegian People's Aid in Angola and designed to help in selection of communities, to ensure the mine action investment would be followed by effective use of cleared land

Task Assessment and Planning
Piloted in Bosnia as a quick follow-up to the LIS and designed to examine all hazards in an impacted community and development a multi-year integrated mine action plan for the community

Casualty (epidemiological) Survey
Provides data on victims of mine/ERW related deaths and injuries including age, gender, type of incident, and activity at time of incident.

Knowledge, Attitudes, Practices (KAP) Survey
Used to gather data about mine risk education levels among communities and inform the targeting, provision and type of mine risk education.

Landmine and Livelihoods Survey
Assessment which examines the vulnerabilities/needs of a community in general, rather than from a mine action perspective in order to highlight the wider context in which mine/ERW contamination affects communities, and to encourage integrated thinking about the benefits of demining and broader development opportunities and constraints

COMPREHENSIVE ASSESSMENT METHODOLOGIES

Cost-Benefit Analysis
Involves economic assessment of the impact of clearance operations to demonstrate effectiveness, and which can also be used as a forward-looking tool to assist prioritisation

Anthropological Assessments
Largely qualitative assessment focused on learning more about the vulnerabilities and capacities that underpin the way communities engage with mine/ERW contamination

Priority Reconstruction Programme Surveys
Assessment undertaken to inform the development of emergency, short-term, intermediate and long-term reconstruction priorities for economic and social recovery and reconstruction

UN Assessment Missions, eg Joint Assessment Mission (JAM)
Broad in scope covering hazards and actors, to political and socio-economic features

ENDNOTES

[1] Survey Action Center's Landmine Impact Survey data can be accessed at: http://www.sac-na.org/surveys_background.html

ANNEX B

GENDER AND DEVELOPMENT CHECKLIST

GENDER AND DEVELOPMENT CHECKLIST

The following checklist[1] highlights key issues to consider when designing gender-sensitive projects and programmes in mine-affected areas and communities.

Analysis of gender differences

- All data is systematically collected and analysed in a sex and age disaggregated manner
- Information is gathered from women, girls, boys and men about:
  - different skill sets, needs, vulnerabilities and responsibilities
  - gender division of labour in both the formal and informal sector, responsibilities and coping strategies within the household
  - inequalities in access to and control of resources (eg land)
  - casualty rates
  - obstacles women, girls, boys and men could face in accessing or devoting time to income generation activities (eg childcare or other household responsibilities)
- The gender analysis is reflected in planning documents and situation reports
- Women and men are trained and hired to conduct assessments and surveys

Access

- Women and adolescent girls have equal access to livelihood programmes and livelihood support services as do men and adolescent boys
- Women's, girls', boys' and men's access is routinely monitored through spot checks, discussions with communities, etc
- Women and men have equal access to demining employment opportunities
- Strategies are in place to help promote equitable and effective participation of women and men in decision-making roles and address obstacles to equal access. (This does not necessarily mean 50% women and 50% men.) This includes landmine survivors and their caregivers
- Consideration has been given to who has access to and control of productive resources (eg land, forests, waterways, markets, technology, capital/credit and education/training)

GENDER AND DEVELOPMENT CHECKLIST

Objectives

- The objectives of the project explicitly refer to men, women, girls and boys
- The objectives of the project explicitly reflect and address the needs and priorities of both women, men, girls and boys.

Activities

- Planned activities involve both men and women, and do not discriminate against women or men. For example, construction projects traditionally targeting only men should be reviewed to ensure access to both women and men.
- Recruitment is based on qualifications, not perceptions. Employment opportunities welcome both women and men. Gender sensitive human resource policies are developed.
- Women, girls, boys and men benefit equally from development and mine action activities.
- Additional activities are planned to ensure that a gender perspective is made explicit, eg training in gender issues, additional research, etc.

Implementation

- Implementing partners, eg mine/ERW operators, have received gender mainstreaming training, and/or hired a gender focal point so that a gender perspective can be sustained throughout implementation.
- Implementing partners, eg mine/ERW operators, are bound to respect a Code of Conduct
- Gender sensitive consultation is incorporated into the activity.
- Women and men participate in consultative meetings/discussions in equal numbers and with regular frequency, eg when deciding on community priorities for mine/ERW clearance and how cleared land will be used once it is handed over.
- Child care or family care provisions are in place to allow women and girls access to programmes, trainings and meetings
- Train and hire both female and male MRE trainers.
- Ensure MRE is available and appropriately targeted to women, men, girls and boys.
- Ensure community meetings are held at times and locations that are appropriate for and accessible to both women and men. Ensure women's effective participation through separate consultations when needed.
- Ensure sex-segregated accommodations for women and men in medical facilities and training/education opportunities.

GENDER AND DEVELOPMENT CHECKLIST

- Ensure gender equity in the allocation of reintegration activities for mine/ERW survivors.
- Both women and men participate in implementation.
- Provide separate facilities needed for women and men to carry out the work.
- There are strategies to help overcome identified barriers to full participation of women and men.
- Vocational training and non-formal education programmes target the specific needs of adolescent girls and boys and provide them with practical skills that they can use, including non-traditional skills
- Employment opportunities – for instance such as with mine/ERW operators – are equally open and accessible to both women and men, and advertised through both formal and informal channels of communication.
- Programmes are monitored for possible negative effects of changes in power relations (eg rise in domestic violence as a reaction to women's empowerment, community's reaction against hiring female deminers…)
- Workplaces are monitored and instances of discrimination or gender-based violence are addressed
- Livelihoods programmes are tailored to the unique needs of the various segments of the affected community (female heads of households, girls and boys, displaced women and men, youth, elderly persons, mine/ERW survivors, female or male caregivers, etc).

ANNEX B

GENDER AND DEVELOPMENT CHECKLIST

Monitoring and Evaluation

- Targets are set to guarantee a sufficient level of gender balance in activities (eg quotas for male and female participation).
- Gender sensitive indicators are in place for monitoring and evaluation. Such gender sensitive indicators should measure the positive and negative consequences of the activity for women and men. Indicators may be quantitative or qualitative.
- Gender roles and relations within society have been considered as a potential risk (ie stereotypes or structural barriers that may prevent full participation of one or the other sex).
- The potential negative impact of the intervention has been considered (eg potential increased burden on women or social isolation of men)
- Sex and age disaggregated data on programme coverage and impact are collected, analysed and routinely reported on
- Livelihood programmes are monitored for improvements in self-reliance as well as beneficiary satisfaction for both women and men
- Plans are developed and implemented to address any gaps or inequalities

Budget

- Financial inputs have been gender-proofed to ensure that both men, women, girls and boys will benefit from the planned intervention.
- The budget includes an allocation for specific activities promoting gender equality, eg the need to provide gender sensitivity training or to engage short-term gender experts.

ENDNOTES

[1] Adapted from Austcare, Integrated Mine Action and Development Program in Banteay Meanchey Province, Cambodia 2006-2010 Program Design Document, 2005, Annex 7; AusAID, Guide to Gender and Development, http://www.ausaid.gov.au/publications/pdf/guidetogenderanddevelopment.pdf; Department for International Development (UK). Gender Manual: A Practical Guide for Development Policy Makers and Practitioners, April 2002, http://www.dfid.gov.uk/pubs/files/gendermanual.pdf; Astrida Neimanis. Gender Mainstreaming in Practice: A Handbook. United Nations Development Programme Regional Bureau for Europe and the CIS, 2005, http://www.undp.org/women/docs/RBEC_GM_manual.pdf

ANNEX C

MINE ACTION STRATEGIES

MINE ACTION STRATEGIES

COUNTRY ORGANISATION	DOCUMENT
Australia	Mine Action Strategy 2005-2010 http://www.ausaid.gov.au//publications/pubout.cfm?ID=4257_7418_793_7846_9154&Type= Australian Aid: Mine action (2006) http://www.ausaid.gov.au/publications/pdf/ausaid_mines.pdf
Denmark	Denmark's Support to Mine Action, Strategy (2006) http://amg.um.dk/NR/rdonlyres/0F68F005-6D83-482B-96F-B6781C8DB435/0/DenmarkssupporttoMineAction.pdf
European Commission	The European Roadmap towards a Zero Victim Target, The EC Mine Action Strategy & Multi-annual Indicative Programming 2005-2007 http://ec.europa.eu/external_relations/mine/docs/strategy_0507_en.pdf
European Union	European Parliament, Joint Motion for a Resolution (2007) http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONSGML+MOTION+P6-RC-2007-0518+0+DOC+PDF+V0//EN&language=EN
Germany	Humanitarian mine clearance – aid projects promoted by the Federal Foreign Office – The commitment of the German Government (2007) http://www.auswaertiges-amt.de/diplo/en/Aussenpolitik/Themen/ HumanitaereHilfe/Minenraeumen/Minen-AA-humHilfe.html#t3
International Trust Fund	International Trust Fund for Mine Action and Mine Victims Assistance 2008 http://www.itf-fund.si/docdir/ITF-brochure-10yrs-2008-web-corr.pdf
Japan	Statement by Minister Yasushi Takase, Permanent Mission of Japan to the United Nations (2005) http://www.mofa.go.jp/announce/speech/un2005/un0510-9.html

MINE ACTION STRATEGIES

COUNTRY ORGANISATION	DOCUMENT
Norway	Strategic Framework, Peacebuilding, A Development Perspective (2004) http://www.regjeringen.no/upload/kilde/ud/bro/2004/0012/ddd/pdfv/221493-peace-engelsk.pdf Norwegian opening statement to the Dublin Conference on Cluster Munitions (May 2008) http://www.regjeringen.no/en/dep/fd/The-Ministry/Other-political-staff/State-Secretary-Espen-Barth-Eide/Speeches-and-articles/2008/norwegian-opening-statement-to-the-dubli.html?id=511963
Sweden	Policy for Sida's Support for Mine Operations, updated November 2005 http://www.sida.se/sida/jsp/sida.jsp?d=609&a=3999&language=en_US
Switzerland	The Mine Action Strategy of the Swiss Confederation for the Period 2008 to 2011 http://www.eda.admin.ch/etc/medialib/downloads/edazen/recent/media.Par.0035.File.tmp/Strategie_en.pdf
UNICEF	UNICEF Mine Action Strategy 2006-2009 http://www.mineaction.org/downloads/1/UNICEF%20Mine%20Action%20Strategy%202006-2009%20.pdf
United Kingdom	Background briefing: Humanitarian mine action, second progress report (2000) http://www.dfid.gov.uk/pubs/files/bg-briefing-mine.pdf Conflict reduction and humanitarian assistance http://www.dfid.gov.uk/aboutDFID/organisation/conflicthumanitarianassistance.asp
United Nations	United Nations Inter-Agency Mine Action Strategy: 2006-2010 http://www.mineaction.org/downloads/1/UN_IAMAS_online.pdf
UNDP	Mainstreaming Mine Action into Development, Rationale and Recommendations (2004) http://www.undp.org/cpr/documents/mine_action/development/UNDP_Brochure_B_-Mainstreaming_Recommendations.pdf
United States	"Harmonizing Mine Action into Development Programs" (2005) http://www.state.gov/t/pm/rls/rm/58097.htm

Abandoned Explosive Ordnance (AXO)[1] Refers to explosive ordnance that remains unused, is left behind or is dumped by a party to an armed conflict, and which is no longer under their control. AXO may or may not have been primed, fused, armed or otherwise prepared for use.

Annual Budget Calendar A calendar indicating the key dates in the process of preparing and approving the budget. These typically include the date the budget circular is issued, the time period for discussing estimates with ministries and departments, the date the executive budget is submitted to the legislature, the legislative review including dates for budget hearings, and the date the budget appropriations bill should be passed by the legislature. There may be other important steps in the process, which varies by country.[2]

Architecture of Mine Action The architecture of mine action is a framework which illustrates the main actors and arenas involved in mine action and the key linkages which should exist between the national mine action programme and key actors within the government, international and community arenas.

Battle Area Clearance (BAC) The term Battlefield refers to an area in which ERW including UXO and AXO have been found. This may include former battle areas, defensive positions and sites where air-delivered or artillery munitions have been left, fired or dropped. BAC refers to the systematic and controlled clearance of hazardous areas where the hazards are known not to include mines.

Bilateral Donor Refers to donor countries which channel resources directly to aid recipient countries, or through the financing of multilateral agencies. The majority of bilateral donors are members of the OECD's Development Assistance Committee (DAC), a forum to promote the volume and effectiveness of aid.

Budget Management In the context of managing government development efforts two processes are fundamental: budget management and development planning. The budget is the financial reflection of the government's annual work programme. It is also the authorisation for the government to spend funds for specific purposes and is the principal mechanism for the legislature to hold the executive to account. Budget management is a dynamic process, a complete budget cycle usually covering three years.[3]

Common Country Assessment (CCA) A country-based process for reviewing and analysing the national development situation, and identifying challenges to be addressed by the UN Agencies in a specific country. CCA documents are prepared by United Nations Country Teams in collaboration with national and international counterparts. The assessment takes into account national priorities, with a focus on the Millennium Development Goals and other commitments, goals and targets of the Millennium Declaration and international conferences, summits and conventions.

Community Liaison[4] The system and processes used to exchange information between national authorities, mine action organisations and communities on the presence of mines and ERW, and of their potential risk. It is typically carried out by all organisations conducting mine action operations, such as MRE-specific organisations, or MRE individuals and/or 'sub-units' within a mine action organisation. Community liaison:

- enables communities to be informed when a demining activity is planned to take place, the nature and duration of the task, and the exact locations of areas that have been marked or cleared
- enables communities to inform local authorities and mine action organisations on the location, extent and impact of contaminated areas
- creates a vital reporting link to the programme planning staff
- facilitates the development of appropriate and localised risk reduction strategies
- ensures mine action projects address community needs and priorities

Conflict Sensitivity Conflict sensitivity implies the ability of humanitarian, development and peace-building stakeholders to understand the context in which they act as well as the impact of their actions on the context, in order to avoid negative outcomes and maximise positive ones.

Consolidated Appeals Process (CAP) Is a tool used by aid organisations to jointly plan, implement and monitor their activities. Working together in the world's crisis regions, they produce appeals, which they present to the international community and donors. The Office for the Coordination of Humanitarian Affairs (OCHA) has the role of managing the CAP development process that is presented to the international community and donors once a year (new appeals are developed as needed throughout the year). The ultimate goal of the CAP is to help international organisations and NGOs to help people in need with the best protection and assistance possible in a timely manner.

Country Assistance Strategy
A generic term which refers to the document which outlines a planned programme of assistance provided by a donor to a specific country. It is usually set for a fixed time period, typically 3-4 years.

Development Development is often defined solely in terms of progress towards achieving greater income per person. However, for the purposes of these guidelines, development also comprises the need to ensure a high standard of living (such as political freedom, the availability of "social goods", including education, health care for all citizens, and freedom from hunger and premature death), and requires the removal of all sources of "unfreedoms", such as poverty, tyranny, political repression, poor economic opportunities, social deprivation, poor infrastructure and public service delivery.[5]

Development Assistance Committee (DAC) The DAC is one of the key forums in which the major bilateral donors work together to increase the effectiveness of their common efforts to support sustainable development. The DAC holds an annual High Level Meeting and participants are ministers or heads of aid agencies. The work of the DAC is supported by the Development Co-operation Directorate (DCD), one of the OECD's dozen substantive directorates. Members of the DAC are expected to have certain common objectives concerning the conduct of their aid programmes.[6]

Disarmament, Demobilisation and Reintegration In a peacekeeping context, disarmament refers to the collection, control and disposal of small arms, ammunition, explosives and light and heavy weapons of combatants and often also of the civilian population. It includes the development of responsible arms management programs. Demobilisation is the process by which armed forces (government/ and or opposition or factional forces) either downsize or completely disband, as part of a broader transformation from war to peace. Typically, demobilisation involves the assembly, quartering, disarmament, administration and discharge of former combatants, who may receive some form of compensation and other assistance to facilitate their reintegration to civilian life[7].

Explosive Ordnance Disposal (EOD) Involves the detection, identification, evaluation, render safe, recovery and disposal of explosive ordnance. EOD may be undertaken as a routine part of mine clearance operations, upon discovery of ERW; or to dispose of ERW discovered outside hazardous areas (this may be a single item of ERW or a large number inside a specific area); or to dispose of EO which has become hazardous by deterioration, damage or attempted destruction.

Explosive Remnants of War (ERW)[8] ERW include both unexploded ordnance (UXO) and abandoned explosive ordnance.

Food Security Refers to both physical and economic access by all people at all times to sufficient food to meet their dietary needs for a productive and healthy life. Household food security refers to adequate access to food of sufficient quality and quantity on the household level.

Fragile States States that are particularly vulnerable to internal and external shocks and domestic and international conflicts, and which cannot or will not deliver core functions to the majority of their people, including the poor. Many types of states can be classed as 'fragile', for example, weak states, conflict areas, post-conflict environments and states that have strong capacity but are unresponsive to the international community and the needs of their citizens. Fragile states are not necessarily conflict zones.[9]

Gender The different social and cultural roles, expectations and constraints placed upon men and women because of their sex. Sex identifies the biological difference between men and women whereas gender identifies the social relations between men and women.

Gender equality Refers to the equal rights, responsibilities and opportunities of men and women and implies that interests, priorities and needs of both are taken into consideration.

Gender-disaggregated data Where data and information is reported separately for each sex.

Gender mainstreaming The process for promoting and implementing gender equality. It involves assessing the implications for women and men of any planned action-including legislation, policies or programmes, in all areas and at all levels. Gender mainstreaming is based on the recognition that all development activities have a gender dimension where men and women may not be treated or benefit equally.

Gender sensitive A gender sensitive approach to mine action takes into consideration the different impact landmines have on individuals based on gender. The ultimate aim of gender sensitive mine action is to conduct mine action that respects and is based on gender equality (see gender equality).

Humanitarian and Development NGOs in this context, refers specifically to national and international non-governmental organisations (NGOs) operating in countries affected by landmines and other ERW. They are largely concerned with: enabling poor and excluded people to access appropriate relief and achieve longer term recovery; reducing risks and protecting people, especially the most vulnerable; and promoting sustainable livelihoods as a long term means of helping poor communities to help themselves.

Human Security[10] Focuses on the protection of individuals from acute threats as well as empowering them to take charge of their own lives, rather than defending the physical and political integrity of states from external military threats – the traditional goal of national security.

Information Management System for Mine Action (IMSMA) [11] Refers to the United Nation's preferred information system for the management of critical data in UN-supported mine action programmes. IMSMA provides users with support for data collection, data storage, reporting, information analysis and project management activities.

Integrated Mine Action Refers to the integration of mine action's core pillars, in particular mine clearance, mine risk education, survivor assistance and advocacy. Integrated mine action is based on the recognition that coordinating mine/ERW clearance with MRE, community liaison and survivor assistance is a more effective approach for addressing the humanitarian and development needs of mine affected communities.[12]

Integrated Mine Action and Development or **Linking Mine Action and Development** For the purposes of these guidelines, Integrated Mine Action and Development (or Linking Mine Action with Development) refers to the need to ensure that mine action is actively promoting socio-economic development and poverty reduction in contaminated areas and communities, particularly in contexts where contamination by landmines and ERW impedes post-conflict reconstruction and development. It also involves development actors working with mine action organisations to actively promote the development of mine-affected communities and regions. This requires the integration of mine action in development policy and programming, and effective coordination between mine action and development actors at all levels (community, subnational, national and international).

International Mine Action Standards (IMAS) Refers to standards issued by the United Nations to guide the planning, implementation and management of mine action programmes. They have been developed to improve safety, quality and efficiency. The IMAS cover a wide range of issues, from the accreditation of mine detection dogs to medical support for demining teams, from safety and occupational health to survey, from sampling of cleared land to the storage and transport of explosives.[13] IMAS are underpinned by the following guiding principles: national ownership; standards which protect those most at risk; national capacity; the maintenance and application of appropriate standards for mine action; consistency with international norms and standards; and compliance with international conventions and treaties.

Landmines A landmine is an explosive device designed to destroy or damage vehicles, or to wound, kill or otherwise incapacitate people. Mines can be 'victim activated', that is detonated by the action of their target (by being stepped on or by being struck, by direct pressure, tripwires, tilt rods, or by some combination o these methods). Mines can also be 'command detonated', a process where a second person detonates a mine or improvised explosive device by some form of remote control. Mines can also be booby-trapped by using, for example, anti-handling devices, to make their removal more difficult. They may also detonate with the passage of time.[14]

Landmine Impact Survey (LIS) Refers to an assessment of the socio-economic impact caused by the actual or perceived presence of mines and ERW, in order to assist the planning and prioritisation of mine action programmes and projects.[15]

Linking Mine Action with Development (LMAD) or **Integrated Mine Action and Development** See Integrated Mine Action and Development.

Livelihood[16] Comprises the capabilities, assets (including both material and social resources) and activities required for a means of living. A livelihood is sustainable when it can cope with and recover from stresses and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base. Household livelihood security entails access at all times to sufficient capacity, as described above, to gain a productive living.

Medium Term Expenditure Framework (MTEF) Provides the framework for allocating resources within which policy choices are made based on resource availability (medium term budget planning). An MTEF is part of the annual budget cycle and consists of three elements: a resource envelope based on short term imperatives of macro-economic stabilisation and broad policy priorities; an estimate of the current and medium-term cost of existing national programmes; and finally an iterative process of decision-making, matching costs and new policy ideas with available resources over a three to five year period.[17]

Medium Term Fiscal Framework (MTFF) The first, necessary step towards an MTEF. It typically contains a statement of fiscal policy objectives and a set of integrated medium-term macroeconomic and fiscal targets and projections.

Millennium Development Goals (MDGs) The eight Millennium Development Goals (MDGs) – which range from halving extreme poverty to halting the spread of HIV/AIDS and providing universal primary education, all by the target date of 2015 – form a blueprint agreed to by all the world's countries and all the world's leading development institutions.[18]

Mine Action The objective of mine action is to reduce the risk from landmines and ERW to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine and ERW contamination, and in which the victims' needs can be addressed. Mine action comprises five complementary groups of activities or 'pillars':

> mine risk education
> demining, ie mine and ERW survey, mapping, marking and clearance
> victim assistance, including rehabilitation and reintegration
> stockpile destruction, and
> advocacy against the use of anti-personnel mines

A number of other enabling activities are required to support these five components of mine action, including: assessment and planning; the mobilisation and prioritisation of resources; information management; human skills; development and management training; quality management; and the application of effective, appropriate and safe equipment.

Mine Action Organisation Refers to any organisation (government, NGO, military or commercial entity) responsible for implementing mine action projects or tasks. The mine action organisation may be a prime contractor, subcontractor, consultant or agent.

Mine/ERW Operator Refers to any accredited organisation (government, NGO, military or commercial entity) responsible for implementing landmine/Explosive Remnants of War (ERW) clearance and/or mine risk education.

Mine Risk Education (MRE) Refers to educational activities which lessen the probability and/or severity of physical injury to people, property or the environment by raising awareness and promoting behaviour change through public-information campaigns, education and training, and liaison with communities. Mine risk education can be achieved by physical measures such as clearance, fencing or marking, or through behavioural changes brought about by mine risk education.[19]

Multilateral Development Bank Refers to institutions that provide financial support and professional advice for economic and social development activities in developing countries. They specifically refer to the World Bank Group and regional development banks such as the Asian Development Bank, African Development Bank, the European Bank for Reconstruction and Development, the Inter-American Development Bank and the Caribbean Development Bank.[20]

National Mine Action Authority (NMAA) Refers to the government organ, typically an inter-ministerial body in each mine-affected country charged with responsibility for policy, regulation and overall management of the national mine action programme. The NMAA plays a critical leadership role in implementing national mine action policy, ensuring international legal obligations are met and mobilising resources.[21]

National Mine Action Centre (NMAC) Usually refers to the operational office of the National Mine Action Authority (NMAA).[22] It is responsible for the day-to-day coordination of the national mine action programme, and acting as the focal point for mine action activities on the ground. The exact division of responsibilities between the National Mine Action Authority (NMAA) and the NMAC varies from country to country. However, the Mine Action Centre typically carries out the policies of the NMAA, coordinates the work of the various organisations and agencies (NGO, UN, bilateral agency, or commercial contractor) conducting mine action operations,[23] carries out MRE training, conducts reconnaissance of hazardous areas, and collects and centralises mine data and ensures they form part of a coherent integrated programme that addresses priority needs in a rational and cost-effective manner.[24]

National Mine Action Standards (NMAS) Mine action standards issued by a National Mine Action Authority for effective management of mine action in that country. Effective NMAS reflect the national mine/ERW contamination situation, the national response to that threat, the situation of mine/ERW survivors and long term legislation enacted or planned to support a strategic response to the threat. While NMAS reflect the local context, they should also adhere to the guiding principles of IMAS, which are: national ownership; standards which protect those most at risk; national capacity; the maintenance and application of appropriate standards for mine action; consistency with international norms and standards; and compliance with international conventions and treaties.

Pillars of Mine Action See Mine Action

Post Clearance Assessment (PCA) Surveys which generally seek to: assess the effectiveness and efficiency of mine action planning and priority setting processes to enhance the productivity and technical efficiency of mine action; monitor post-clearance land use. They also ensure that clearance priority-setting processes are clear, transparent and carried out correctly, and can help to identify problems faced by communities in transforming the outputs of mine action (ie cleared land) into sustainable developmental outcomes.

Post Clearance Needs Assessment (PCNA) See post clearance assessment

Poverty Reduction Strategy Paper (PRSP) Describes a country's macro-economic, structural and social policies and programmes to promote growth and reduce poverty, as well as associated external financing needs. Governments prepare PRSPs in consultation with civil society and development partners, including the World Bank and the International Monetary Fund (IMF).

Programme Based Approach (PBA) Refers to a Sector-Wide Approach (see SWAp) except that it deals with a thematic or cross-cutting issue (such as mine action) rather than one particular sector. There is a general agreement that PBAs should emphasise local ownership, a coherent programming framework and partnership agreements with other donors under domestic leadership.

Priority-setting In the context of mine action, priority-setting refers to the process for deciding which areas/mine fields in a specific mine-affected country or area to clear first, given limited resources, time and capacity. There is no standard process or specific criteria for setting clearance priorities, largely because each will differ according to country context, nature of contamination, national capacity and the stakeholders involved. Priority setting also relates to survivor assistance, MRE, survey and stockpile destruction. Priority-setting is a critical part of managing a national mine action programme.

Sector Wide Approach (SWAp) A SWAp is a process in which funding for a particular sector (ie agriculture or education) – whether internal or from donors – supports a single policy and expenditure programme, under government leadership, and adopting common approaches across the sector. It is generally accompanied by efforts to strengthen government procedures for disbursement and accountability. A SWAp should ideally involve broad stakeholder consultation in the design of a coherent sector programme at micro, meso and macro levels, and strong coordination among donors and between donors and governments.[25]

Security System Reform[26] Security system (or sector) reform aims to develop a secure environment based on development, rule of law, good governance and local ownership of security actors.

Sex (or gender) Disaggregated Data Sex disaggregated data refers to the practice of ordering statistical information or other data by sex. This differentiation of information is crucial to development programming in order to determine the gender impact of development activities.

Small arms and light weapons Light weapons is a generic term which is used to cover a range of weapons portable by man, animal or machine. Small arms is a sub-set of the category of light weapons which includes only those weapons that can be fired, maintained and supported by one person.

Socio-economic approaches to mine action Seek to ensure mine action is not focused solely on the achievement of outputs (eg demined land, mine aware people, etc.) but rather on ensuring that these outputs are used to enhance the well-being of local households, communities and organisations.

Survivor assistance (Victim assistance) Refers to all aid, relief, comfort and support provided to survivors of mine/ERW-related accidents and their families. The purpose of the support is to reduce immediate and long term medical and psychological implication of the trauma.

Unexploded Ordnance (UXO)[27] Unexploded ordnance are explosive munitions that have been fired, thrown, dropped or launched but have failed to detonate as intended. UXO include artillery and mortar shells, fuses, grenades, large and small bombs and bombies, submunitions, rockets and missiles, among others.

United Nations Agencies In the context of these guidelines, UN Agency specifically refers to the fourteen United Nations departments, programmes, funds and agencies involved in mine action to varying degrees, in accordance with their mandates, areas of expertise and comparative advantages. These are: the Department of Peacekeeping Operations (DPKO), the United Nations Mine Action Service (UNMAS), the Office of Disarmament Affairs (ODA), the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Office of Project Services (UNOPS), the Food and Agriculture Organisation (FAO), the Office for the Coordination of Humanitarian Affairs (OCHA), the Office of the Special Advisor on Gender Issues (OSAGI), the Office of the High Commissioner for Human Rights (OHCHR), the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP), the World Health Organization (WHO) and the World Bank.[28]

United Nations Development Assistance Framework (UNDAF) The UNDAF is the strategic programme framework for United Nations Country Teams (UNCT). It describes the collective response of the UNCT to the priorities in the national development framework - priorities that may have been influenced by the UNCT's analytical contribution. Its high level expected results are called UNDAF outcomes. These show where the UNCT can bring its unique comparative advantages to bear in advocacy, capacity development, policy advice and programming, for the achievement of MDG related national priorities.

Whole of government Refers to public service agencies that work across portfolio boundaries to achieve a shared goal and an integrated government response to particular issues. Can also be described as joined-up government, connected government, policy coherence, networked government and horizontal management.

ENDNOTES

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14 Adapted from the Landmine Safety Handbook.

15 Survey Action Center is the coordination body for Landmine Impact Surveys. For more information, see: http://www.sac-na.org/surveys.html

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http://www.odi.org.uk/Publications/briefing/bp_june05_MTEF.pdf

18 http://www.un.org/millenniumgoals/

ENDNOTES

[19] For a general overview of MRE activities, and links to MRE providers, see: http://www.mineaction.org/overview.asp?o=17

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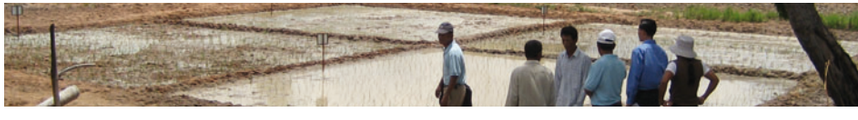




The Geneva International Centre for Humanitarian Demining (GICHD) works for the elimination of anti-personnel mines and for the reduction of the humanitarian impact of other landmines and explosive remnants of war. To this end, the GICHD will, in partnership with others, provide operational assistance, create and disseminate knowledge, improve quality management and standards, and support instruments of international law, all aimed at increasing the performance and professionalism of mine action.

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