A GUIDE TO DEVELOPING NATIONAL MINE ACTION STANDARDS





GENEVA INTERNATIONAL CENTRE FOR HUMANITARIAN DEMINING

The GICHD is an expert organisation working to reduce the impact of mines, cluster munitions and other explosive hazards, in close partnership with mine action organisations and other human security organisations. We support the ultimate goal of mine action: saving lives, returning land to productive use and promoting development. Based at the Maison de la paix in Geneva, the GICHD employs around 55 staff members from over 15 different countries. This makes the GICHD a unique and international centre of mine action expertise and knowledge. Our work is made possible by core contributions, project funding and in-kind support from more than 20 governments and organisations.

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INTRODUCTION

AIM OF THIS GUIDE

National Mine Action Standards (NMAS) are standards issued by a national mine action authority (NMAA) or an organisation acting on its behalf. The aim is to guide the management and implementation of mine action projects in that country in a safe, coordinated and efficient manner. NMAS are not just the International Mine Action Standards (IMAS) with the acronyms changed from 'International' to 'National'. NMAS have to reflect the situation of the national landmine and explosive remnants of war (ERW) hazards on land and underwater. NMAS should also consider their environmental impact, the situation of survivors and victims of mines and ERW in addition to the long term legislation enacted or planned to support a strategic response to the known hazards and long term residual contamination. The aim of this Guide is to advise and assist national authorities in the development of their own NMAS.

Effective NMAS, whilst reflecting the national requirements for a mine action programme, should ensure that they adhere to the main guiding principles of IMAS and other relevant national or international standards and legislation. NMAS should also be in compliance with the international conventions related to mines and ERW, as well as the Convention on the Rights of Persons with Disabilities (CRPD). They should reflect national ownership, protect those most at risk, develop national capacity within a country to enable it to manage its own mine action programme and finally, maintain and apply appropriate and consistent standards for mine action.

Although NMAS will be largely based on IMAS, they may be different in terms of chapters, contents and requirements. In addition, NMAS of one mine-affected country may be different from another country as they will reflect local conditions and realities. Each IMAS has a section summarizing the responsibilities of the NMAA, and the latter will need appropriate national policies, strategies and standards to enable the authority to meet those responsibilities. Like IMAS, NMAS should be developed in consultation with a broad cross section of mine action stakeholders. These stakeholders include relevant government entities such as the NMAA, Mine Action Centre (MAC) and national standardization body, in addition to donors and implementing partners. NMAS need to be reviewed periodically to ensure that they are up-to-date, relevant and incorporate lessons learnt in the field, as well as reflecting changes introduced in the IMAS and other national or international guidelines.

NMAS are important documents and their development is one of the key elements of national ownership. They demonstrate the existence of a competent national capacity in the mine action sector of a mine or ERW affected country. In the absence of a Guide like this one, mine action programmes have taken their own route in developing national standards; which may sometimes become cumbersome and complicated. This Guide will help outline a consistent and coherent method for developing NMAS. A list of acronyms used throughout the Guide is contained in **Annex I**.



WHY STANDARDS MATTER

Mine action programmes can range from large, multi-million dollar concerns utilizing multiple operators and employing thousands of people, through to a small office dealing with residual ERW while using existing national resources. Regardless the case, each programme requires careful planning and the establishment of appropriate guidelines and requirements, through the development of national standards. The aim is to ensure that competent mine action organisations are engaged and that their services and products are safe and fit for purpose. For example, in land release, the procedures applied to survey or clear a suspected hazardous area (SHA) or a confirmed hazardous area (CHA) are safe for demining personnel. Furthermore, these procedures also ensure that the released land is safe for the end users of the land or the general population. Both the NMAA and the beneficiaries should be content and confident that work is being done accurately and to the required standards. This work may range from landmine survey and clearance, landmines and ERW removal/destruction, stockpile destruction, victim assistance or risk reduction.

Most sectors or industries have a set of standards to regulate their work and to ensure the quality of the product they produce. For example, there are standards covering the construction of buildings, the production of motor vehicles, television sets, clothing, food, etc. Many countries in the world are members of the International Organisation for Standardization (ISO), which develops agreed standards covering a wide range of activities. However, the ISO does not cover mine action and therefore IMAS have been established to guide the sector. The IMAS may eventually become ISO standards in the long run, as IMAS are in compliance with the ISO standards in terms of context, format and terminology. Because of the potential hazard and threat to the community and the complexity of delivering humanitarian mine action, the need for standards is self-evident. In the absence of national standards, how would one identify that an individual or an organisation is competent to carry out mine action tasks? What would the criteria for cleared land be, or what would define the required information, unit of measure and format for a task completion report?

Standards should improve safety, quality and efficiency in a mine action programme. If there are no agreed standards, then any operator could potentially work in a country and have its workers go into a hazardous area or a minefield. The operator could be putting the workers' lives at risk, as well as the subsequent end users of the land, if the land has not been cleared properly. Standards ensure that organisations are accredited and have properly trained staff that work in a safe manner with the suitable equipment. With regards to efficiency, should for example, five different operators be working in a country where standards for recording and reporting of information have not been established; then the MAC will receive from each operator, reports that vary in format; excel, word, figure, plain text, units of measure; square meters or square kilometres, frequency; weekly, monthly, etc. This inconsistency will make it difficult to process information into the central national database and produce reliable and accurate progress reports. Standards are needed to define the unit of measure, the frequency, and the format of the data which the operators are required to provide. It is only possible to judge quality if standards exist to measure performance and this in turn will lead to confidence in the results achieved.



BRIEF OVERVIEW OF THE INTERNATIONAL MINE ACTION STANDARDS (IMAS)

BACKGROUND TO IMAS

The United Nations (UN) first issued a set of international standards for humanitarian mine clearance in March 1997. In 2000, these standards were updated to incorporate changes in the way clearance operations were being undertaken. They were also broadened beyond clearance operations to include other components of mine action, including risk education, survey, training and stockpile destruction. To reflect this broader approach, the standards were renamed to the International Mine Action Standards, or IMAS for short. IMAS were developed to improve safety and efficiency and to promote a common and consistent approach to the conduct of mine action operations.

IMAS are divided into different series covering the full spectrum of mine action activities including management, survey, clearance, safety, occupational health, stockpile destruction, risk education and evaluation. IMAS are reviewed regularly and new IMAS are developed as required. In addition, Technical notes for mine action (TNMA) can be produced as an advisory document to supplement an IMAS, or act as an independent source of information. IMAS follow the format of the ISO.

IMAS have no legal standing except where they have been adopted by an NMAA as national standards, or where one or more specified IMAS is included in a contract or another legal document. IMAS can be adapted to become the national standards where the UN or another international body temporarily assumes the responsibility of a national mine action authority. In such cases, IMAS will be the de facto national standards until the appropriate local modifications are established.

HOW IMAS ARE DEVELOPED

A range of IMAS have already been developed. New IMAS are produced periodically and existing IMAS can be amended or replaced with a new edition, as a result of a review process or a demand from the mine action community. The work of preparing, reviewing and revising the IMAS is conducted by the IMAS Review Board, which is chaired by the United Nations Mine Action Service (UNMAS). The Geneva International Centre for Humanitarian Demining (GICHD) serves as the Secretary of the Board and as a member. The Review Board, which represents the mine action community, is composed of representatives of concerned UN agencies, donors, commercial demining companies, research and development institutions, non-governmental organisations (NGOs), NMAA, MAC and, as required, subject specialists.

If any organisation identifies the need for a new IMAS, they can submit a proposal to the IMAS Review Board. If the proposal for the need of a new IMAS is agreed, then a technical committee of subject matter experts may be formed, or either an organisation or an individual may be engaged to research and draft the new standard. The draft is submitted to the Review Board for review and comment, if it is accepted; then the draft will be adopted as a new IMAS.

The GICHD assists with the development and management of IMAS in a number of ways. If decided by the IMAS Review Board, the GICHD may be tasked to draft new IMAS that are under consideration. The technical staff at the GICHD can also review an IMAS draft being developed by other agencies or individuals. In its role as Secretary of the IMAS Review Board, the GICHD convenes and hosts the Review Board meetings, circulates the minutes, maintains the IMAS website and distributes IMAS and their translations on USB keys. The GICHD also provides training and advisory services, as well as remote support on the application of IMAS to the mine action community. The GICHD assists national authorities and other stakeholders in the review and development of NMAS based on the principles of IMAS. All services provided by the GICHD are generally free of charge.

THE MANAGEMENT OF IMAS

The highest level of endorsement of IMAS is by the United Nations Inter-Agency Coordination Group for Mine Action (IACG-MA) at the Principal's level. Endorsement of IMAS at this level is noted in the Report of the Secretary-General on Mine Action and authorizes IMAS to be published on the IMAS website as current documents.



A Steering Group provides executive direction to the IMAS Review Board. This Group does not comment on technical input or changes to IMAS, but provides guidance and direction on more general issues of procedure. The Steering Group is chaired by the Director of UNMAS and its members are The United Nations Development Programme (UNDP), The United Nations International Children's Emergency Fund (UNICEF) and the GICHD. The Steering Group meets as required.

The IMAS Review Board is the highest body to debate an IMAS draft and oversees the daily management of the IMAS. It is chaired by UNMAS and consists of a range of members covering UN agencies, donors, NMAA, MAC, non-governmental organisations (NGOs), commercial companies and individuals. The IMAS Review Board meets in person once per year and conducts the rest of its responsibilities by email.

Further information on The Review Board's role and composition can be found at: http://www.mineactionstandards.org/fileadmin/MAS/documents/review-board/others/IMAS-Management-Structure-and-TOR-for-the-Review-Board.pdf



THE IMAS SERIES

The IMAS are broken down into a number of series, each of which deals with a different aspect of mine action. There are currently 14 series within the IMAS framework as seen in **Annex II**.

The most up-to-date version of the IMAS framework can be found on pages 44-45 and at: www.mineactionstandards.org

TECHNICAL LANGUAGE IN THE IMAS

Mine action, and therefore the IMAS, uses a wide range of technical vocabulary. For this reason, the IMAS contains a detailed glossary in Series 4, IMAS 04.10.

In the IMAS, the words 'shall', 'should' and 'may' are used to indicate specific levels of obligation:

- 'shall' is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard;
- 'should' is used to indicate the preferred requirements, methods or specifications; and
- 'may' is used to indicate a possible method or course of action.

Some examples of the use of this terminology are as follows:

'The specified depth of clearance shall be determined by a technical survey, or from other reliable information, which establishes the anticipated depth of the mine and ERW hazards, and an assessment of the intended land use.' – IMAS 09.10.

'Mines and Explosive Remnants of War (ERW), (including unexploded sub-munitions), should be disposed of in a manner that minimises environmental impact and without creating damage to property or infrastructure.' – IMAS 10.70.

'Accreditation may be revoked if monitoring shows that the mine action organisation is no longer meeting the terms of the accreditation agreement and is not implementing effective remedial actions.' – IMAS 07.30.

WHAT ARE THE IMAS USED FOR

IMAS have three main applications. First, they are issued as a guide to the whole mine action community to explain the approved quality of work required in a mine action programme. Second, they are a framework for the development of NMAS, which can more accurately reflect specific local realities and circumstances in a given country. NMAS should take the IMAS into account; however, they will not necessarily follow the IMAS in every respect. NMAS will differ from country to country depending on the local situation. Third, where the UN or some other recognized international body assumes the responsibilities and functions of a national mine action authority, the IMAS may be applied directly as the national standards until NMAS are developed. IMAS can also be the legal basis for developing contracts between donors and the implementing organisations.

The IMAS may also help mine action authorities to elaborate policies. For example, IMAS 07.11 will assist an NMAA in developing a policy on land release and defining the products expected from any work. Other national policies; such as health and safety, quality management, protection of the environment and information management, can be guided by the relevant IMAS.

Each mine action organisation, including the MAC, should produce and maintain what is referred to as Standing Operating Procedures (SOPs). These are more detailed instructions for organisations and mine action centres on how to carry out specific operational tasks or activities safely and effectively. SOPs should ensure that mine action standards are respected, but they will differ between organisations and from country to country. In summary, the NMAS will define what standard of work or product has to be achieved; while organisational SOPs will define the procedures on how to achieve or exceed that standard.



THE REQUIREMENTS FOR NATIONAL MINE ACTION STANDARDS

IDENTIFYING THE NEED FOR NATIONAL STANDARDS

As previously noted, mine action programmes can vary in size and nature, in addition to their stage in the mine action programme lifecycle. Some long running mine action programmes; such as Afghanistan and Cambodia, are composed of large, multi-faceted organisations that are coordinating the work of many implementing partners, and employing thousands of people. Due to the extent of the landmine and ERW contamination, these programmes deal with multi-million dollar budgets; hence, they will need to continue their work for many years to come. A comprehensive set of national standards is essential for programmes like these to ensure the quality and efficiency of the work being conducted. On the other hand, a country like Palau has a residual ERW problem left over from World War II and only has limited capacity to deal with it. A modest set of national standards just focussing on the specific issues at hand would be sufficient for a country such as Palau.

Currently, many countries have developed NMAS and these can be found at: www.mineactionstandards.org.

It should be noted that these national standards are of varying quality which have not necessarily been endorsed by anyone and are just shared for information.



If a programme is managed by the UN, usually UNMAS, in the context of a peacekeeping mission or emergency situation; then IMAS will be applied directly by UNMAS. Furthermore, in the case of companies engaged in commercial contracts, or in the rare occasion of a donor engaging a contractor directly; then IMAS will usually form the basis of the contract.

Some aspects to be considered when determining the need for the development of national standards in a programme include:

- Understanding the nature of the landmine or ERW problem (i.e. type and scope of contamination and the situation of the victims by sex and age).
- Willingness of the national government to regulate and manage the mine action programme (i.e. If the government is not willing to do so, then the NMAS will never be endorsed).
- Existence of structures in place to manage and coordinate mine action operations (i.e. the existence of a legitimate NMAA to regulate mine action and a MAC to coordinate it).
- Understanding who is who and their roles in the mine action programme (i.e. which organisation is responsible for accreditation and monitoring of mine action organisations).
- Expected duration of the programme. (If a programme is only expected to last for a year or two, it may be effective to adopt the IMAS instead of developing national standards).
- International treaty obligations and the likelihood of residual hazards.
- Understanding where technical assistance is available to help with drafting NMAS (i.e. the GICHD, the UN or international mine action operators in the country).

THE PROCESS TO DEVELOP NMAS

Organisations and individuals assisting the national authority must ensure that there is a legitimate and recognised national institution in the country before they start working on national standards. In countries where different government entities are engaged, efforts should be made to establish an NMAA and MAC through a national legislation or decree; otherwise standards developed by one institution may be not used or recognised by others. Once this is resolved, the process to develop NMAS becomes relatively straightforward. A country or programme needs to recognize the need for national standards, identify key stakeholders, appoint a focal point or an NMAS manager and then initiate a series of workshops to identify and draft the standards. Organisations such as the GICHD or some of the major international mine action NGOs are able to assist countries with technical support to help guide the process. There are also examples of existing national standards on the IMAS website, and advice or assistance which could be sought from the countries that have provided the examples. It is important that the people engaged with developing national standards have a good understanding of the processes required and a detailed knowledge of IMAS.

A checklist for the process to develop national standards would include:

- Identify the key stakeholders and their roles, plus other interested parties. This includes NMAA, MAC, national accreditation and monitoring body (if other than the MAC), other governmental departments, implementing partners, civil society organisations such as women's and persons with disabilities' organisations, in addition to local and visiting militaries.
- Appoint an NMAS focal point. Usually the head of quality management or the head of operations at the MAC is the most appropriate individual to coordinate and oversee the development of NMAS.
- Establish an NMAS technical working group (TWG) which consists of key individuals who are likely to be involved with drafting certain NMAS.
- Undertake a stakeholder analysis and meet with different stakeholders to identify what aspects of IMAS are applicable and to determine what standards are needed and why.
- Identify and agree on the key chapters to be stated in the NMAS, in priority order.
- Conduct training for those involved in the content and format of the NMAS.
- Identify or engage people or organisations to draft the various NMAS. (This usually includes the members of the TWG, but in some cases other individuals may need to be engaged).
- Undertake the drafting process.
- Institute a review mechanism to check the entire NMAS draft and to reach a common agreement.
- Issue the NMAS in a draft form for a trial period of approximately 6 to 12 months.
- Review, finalise and issue the first formal edition of the NMAS.
- Set up an ongoing management and review mechanism for the NMAS.

THE DIFFERENCES BETWEEN IMAS AND NMAS

It is important that organisations or individuals engaged in the development of NMAS are very clear about the differences between IMAS and NMAS. IMAS were developed through a consultative process with representatives of the broader international mine action community. These representatives include UN agencies, donors, NMAAs, MACs, NGOs, commercial companies and independent individuals. As such, IMAS do not belong to any particular country or region, but apply equally to all countries and situations. They do not have a legal standing unless a national authority has adopted them as national standards, a contract or any other legal instrument, such as a memorandum of understanding that specifies one or more IMAS as being mandatory.

Having an NMAS for each IMAS, or capturing every IMAS requirement in NMAS is unnecessary. The chapters and contents of NMAS should be established based on a careful analysis of the local requirements. As a minimum, a programme may need to establish minimum national requirements for:

- information management which includes data collection, analysis, recording and reporting;
- land release which includes national policy for land release, national standards for survey, clearance and handover of released land; and
- quality management which includes national policy on quality management, standards for accreditation and monitoring of mine action organisations.

For other topics, such as mine action terms and definitions, medical support for demining operations, provision of personal protective equipment, and explosive ordnance disposal (EOD); a normative reference should be made to the relevant IMAS, unless the requirements in the national programme significantly differ from those specified in IMAS.



In general, IMAS are guidelines and often contain recommendations for information to be included in NMAS or the operational SOPs. On the other hand, NMAS outline a country's specific requirements. As such, the level of requirements in IMAS differs from the level articulated in NMAS. To clarify this further, the IMAS mainly use the terms 'should' and 'may', and only use 'shall' when safety is a concern. However, in a typical NMAS, the terms 'shall' and 'should' are generally used more frequently, and 'may' is rarely used. For example, IMAS 10.70 states the following:

Where mechanical operations involve the removal of vegetation, or occur on ground that may be subject to erosion, the NMAA **should** specify the requirements and the measures that the demining organisations shall take to ensure the regeneration of vegetation and to limit erosion. Such measures **may** include:

- Re-seeding and re-planting such as grass, trees, and ground cover.
- Return of processed soil to the affected site.
- Planting or construction of wind barriers.
- Preparation of drainage systems.

In this example, the requirement in an NMAS would most likely be changed so that the NMAA would define requirements that 'shall' be adopted by mine clearance operators working in country.

In short, IMAS are broad guidelines and do not have any legal status; however NMAS should be more specific and legally binding in a country. Furthermore, IMAS should be referenced in order to ensure that no gaps exist in applying NMAS to the national context.

WHAT CHAPTERS ARE TO BE CONSIDERED AND WHY

The number and nature of the chapters selected to be included in the NMAS will vary from country to country, depending on the nature of the contamination, the response to the threat, the types of methods and techniques used by the implementing partners and so on. The NMAA will identify these chapters through a national workshop or stakeholder analysis. However, there are a number of chapters that would be expected to be contained in any set of NMAS.

The IMAS series list or framework chart is a good place to start. The NMAS TWG should review the current list of IMAS and determine which of the topics covered

are relevant or applicable to their country's situation. Some chapters that are likely to be common in any NMAS are:

- Translation of the relevant terms listed in IMAS 04.10 Glossary of Mine Action Terms, Definitions and Abbreviations into the local language.
- Management structure, responsibilities and the role of NMAS.
- National policy on QM.
- Accreditation of mine and ERW organisations.
- Monitoring of mine action organisations.
- National policy on land release.
- Non-technical survey (NTS) and marking.
- Technical survey (TS) and clearance.
- Requirements for handover of released land.
- Information management (IM), data collection and reporting requirements.
- Requirements for risk education (RE).

Certain IMAS contain broader principles and would most likely be applicable in all situations, such as personal protective equipment (PPE) or EOD training standards. In these cases, the NMAS may just refer directly in the normative reference paragraph to the relevant IMAS and state that the provisions of the IMAS are to be applied fully. For instance, in an investigation of a demining accident, IMAS 10.60 should be used as the basis for the investigation. In the normative references within relevant NMAS, a reference to IMAS 10.60 shall be made.

Other chapters selected to be included in the NMAS will depend on a range of factors. These factors include the nature of the threat (i.e. is it mainly landmines or is it ERW), the range of activities undertaken by the national programme (i.e. risk education, stockpile destruction, victim assistance, etc.) and the methods used by implementing partners (such as dogs, machines or manual demining). In a large, ongoing programme, it is likely that most of the IMAS chapters will be needed. However, certain mine action programmes may for example, not have the responsibility for stockpile destruction or victim assistance; hence, NMAS would not be required in these cases. In a small programme, animal detection or machines may not be used in the clearance process; therefore, standards in these areas would not be required.

On the other hand, there may be country specific issues that are not covered by IMAS but which should be included in the NMAS. These could include:

- Dealing with human remains found in a mined area;
- Requirements for the clearance of cluster munitions (CM);
- Protection of cultural or historical artefacts;
- Management of demolition sites;
- Notice to Airmen (NOTAM); and
- Dealing with a specific weapon type or ammunition e.g. depleted uranium rounds.

After the situation analysis has been completed, it is recommended that the identification and selection of chapter headings should be one of the first steps undertaken by the NMAS-TWG

WHAT TOPICS SHOULD BE COVERED IN AN NMAS CHAPTER

NMAS are agreements that set the minimum requirements for mine action in a given country. They adhere to IMAS principles, reflect local laws and conditions, are drafted through a consultative process involving all stakeholders and are endorsed by the NMAA or any other designated body. NMAS are legal documents regulating national mine action programmes and apply to national bodies and implementing organisations equally. NMAS outline the government's minimum requirements; for example, identifying requirements for accreditation of demining organisations, land clearance and cancelling SHA.



It is recommended that the material included in NMAS is similar to that introduced in IMAS. However, given that NMAS may be used in countries where English is not the first language, or where NMAS will be translated into the local language, keeping the content of NMAS as simple and as straightforward as possible will benefit all potential users.

The headings or chapters used in NMAS should be similar to the national standards produced by the national standards body for other sectors, or by an affiliated institute of the ISO in that country. In the absence of a national format, then the IMAS format should be recognised, and would normally include:

- Introduction;
- Scope of the NMAS;
- References (normative reference to be read in conjunction with this chapter);
- Terms, definitions and abbreviations (main definitions used in the chapter);
- Requirements (subject specific chapters);
- Responsibilities of mine action entities;
- Annexes (for example, normative references); and
- Amendment record, if any.

As previously mentioned, IMAS are offered as a guide to the mine action community, and the use of the term 'shall' which signifies a requirement or an obligation, is not used frequently. Some of the IMAS are also quite descriptive. However, it is recommended that in NMAS the terms 'shall' and 'should' are used more often. The national authorities are dealing with a specific situation in their country and they should specify exactly what the requirements are.

Some of the IMAS contain generic examples of forms that are required by a mine action programme. Because of dealing with a specific situation, the NMAS will be much more detailed in giving examples of the actual forms to be used for various applications, reporting, incidents, etc.

FORMAT AND NUMBERING OF NMAS CHAPTERS

There is no set format for the numbering or the layout of national standards. If there is an existing national standards body already established in the country for other sectors, which is also an ISO affiliated body; then it is recommended that the format adopted by that body be used for NMAS. On the other hand, some countries have followed the exact same format as used by IMAS. This may have been for reasons of simplicity, brevity or language requirements. In most cases, this is acceptable because the IMAS use the format and numbering system applied by the ISO. This will provide consistency and in the future, should the NMAS be incorporated into a country's ISO framework: then they will already be in the correct format.

A free guide on the format for ISO is available at: http://www.iso.org/iso/home.html

Whatever decisions are made concerning the format to be used for the NMAS, the following principles should apply:

- The numbering system should be logical and consistent.
- The numbering system should be flexible enough to allow for additional IMAS to be added at a later date.
- Each and every paragraph and bullet point should be numbered.
- The format of NMAS should be clear and consistent throughout the NMAS series.
- The format of the NMAS should clarify which edition or version the individual is reading, and provision should be included for upcoming amendments.

A suggested format for an NMAS is outlined in Annex III.

HOW TO ESTABLISH MINIMUM REQUIREMENTS

The best source to establish the minimum requirements for the subject matter NMAS is the relevant IMAS. In order to achieve this, the drafter should carefully read the IMAS to clearly understand what the main requirements of the IMAS in question are. Then a set of minimum requirements should be selected from the list and additional requirements will be added as needed. The minimum requirements should then be elaborated in a simple and concise manner. For example, documents required for an organisational accreditation in IMAS 07.30, include:

- Organisational structure and proposed representation in-country.
- Formal qualifications and relevant practical experience of the management team. Recognition should be given to membership of relevant, recognised and professional organisations.

- Financial planning and control procedures.
- Recruitment, training and promotion procedures (non-discriminatory and gender-sensitive).
- Arrangements to use sub-contractors, local labour, and joint ventures, including the use of non-discriminatory and gender-sensitive procedures by sub-contractors and partners.
- A statement of freedom from any outstanding or pending legal action, or any other pending disputes with the contracting authority.
- Insurance coverage for both staff medical insurance and third party liability.
- Planning capacity that includes: logistic planning procedures, the capacity to prioritise work and select tasks based on development outcomes and/or other standard criteria, in addition to the capacity to develop SOPs if required.
- Internal QM system (QMS) that includes procedures for root cause analysis of non-conformities, for ensuring lessons learned, and for continual improvement.
- IM systems, Geographic information system (GIS) competence and capacity, and mapping.
- Employee training, skills development programmes, and management training schemes.
- Intended staff composition (functions and gender).
- Overall gender and diversity policy.
- Environmental protection policy.
- Any additional requirements of the NMAA or national legal requirements.



NMAS may choose what seems to be the most important out of the above and add on some more. For example, the NMAS might only need to contain the following:

The mine action organisation shall provide the following documents:

- Organisational structure and proposed representation in-country.
- Recruitment, training and promotion procedures (non-discriminatory and gender-sensitive).
- Insurance coverage for both staff medical insurance and third party liability.
- Survey and clearance SOP.
- The internal QMS.
- List of demining equipment.
- Environmental protection policy.
- Annual budget, financial planning and control procedures.
- Any additional documents that may be required through a letter from the accreditation body.



COHERENCE AND CONSISTENCY AMONG THE NMAS

It is important that each NMAS is checked for coherence and consistency. For example, having a standard for a marking sign of a hazardous area, when a survey standard says to use something different, is not advisable. It should be noted that the consistency of the entire IMAS series have been cross-checked several times in topics such as, gender considerations and for applicability to ERW. It is recommended that one person is assigned to the checking of NMAS for coherence and consistency. This person could be either the technical author or someone appointed by the NMAS focal point.

There will also be quite a lot of overlap between the different standards, for example a clearance standard will normally make reference to marking, use of PPE, reporting, protection of the environment etc. Instead of repeating the same information in each NMAS, it is recommended to mention it and then provide a cross reference to the NMAS where the information originated.

As the various NMAS may have been drafted by different authors or TWG, a system needs to be established to cross-check each draft NMAS. This is best done during the NMAS TWG's review process, and it is expected that the NMAS project manager would review the entire NMAS draft to check for consistency. Any contradictions could then be referred back to the TWG for clarification.

RELATIONSHIP BETWEEN NMAS AND SOPS

It is important to recognize the difference between standards and SOPs. A standard sets the requirements for the quality of the desired result, whereas the SOP outlines procedures, or step-by-step instructions of techniques or equipment that may be used to meet the standard. NMAS are not SOPs. NMAS do not define the way in which mine action requirements should be achieved in the field because those are covered in the national and local SOPs.

SOPs are procedures which are established to achieve national requirements safely and efficiently. SOPs are developed by implementing partners, including the MAC, while keeping in mind their projects, tasks and sub-tasks. SOPs should conform to both NMAS, and the national accreditation body. In most cases, the national accreditation body is the national MAC which should approve the SOPs during the accreditation phase. SOPs differ from NMAS since they mainly discuss how to do things; for example, how to carry out safe manual clearance or how to remove or destroy a mine or ERW.

NMAS are usually authorized by NMAA, and their application is later overseen by the MAC. In short, the NMAA sets the standard of the work to be achieved by the various implementing partners and is also responsible for checking that the standard is in fact achieved. The implementing partners, including the mine action centres, are responsible for setting up the procedures and techniques available to meet the standards. This process is called Standing Operating Procedures (SOPs). SOPs are often referred to as Standard Operating Procedures but this is not necessarily correct. The term 'Standing' refers to a rule that is valid and current at a certain time, similar to 'Standing Orders' in a parliament.

By way of example, a mine clearance standard may require 'the clearance of all mines in a specified area to a depth of 12 cm'. A mine clearance operator may have three teams available; a manual team, a dog team and a mechanical team. If the detectors of the manual team are calibrated to 12 cm depth for a certain type of mine and the team follows its 'standing' or current procedure; then the manual team will achieve the standard. If the dogs have been trained to detect a certain type of mine to 12 cm depth, and it has back-up deminers to destroy the mines, and if that team follows its 'standing' procedures; then it will achieve the standard. Likewise, if a machine, using the excavation method, digs away the top 12 cm of soil using its standing procedures; then it will meet the standard. The procedures used throughout the company are not 'standard' but each team follows its own 'standing' procedures set at the time for a specific task. The important thing is that the mine clearance operator demonstrates during accreditation and quality inspections, that the 'current' or 'standing' procedures do achieve the NMAS required.

In a few cases, SOPs may overlap with NMAS. In certain circumstances where SOPs have a national application, they may be an integral part of NMAS, but as an annex. For example, a relevant annex could outline procedures for reporting on operations, therefore ensuring all operators report in the same format and with the same frequency. In this case the reporting SOPs would become part of NMAS. Operational details, such as how to use a prodder or how to prepare explosive charges for demolitions, should not typically be placed in NMAS.



MANAGEMENT AND REVIEW OF NMAS

ROLES AND RESPONSIBILITIES OF NATIONAL MINE ACTION ENTITIES

The roles and responsibilities of national mine action entities are well defined in IMAS and in other publications produced by the GICHD such as *A Guide to National Mine Action Legislation*. However, a quick summary is provided here with focus on NMAS.

The NMAA is usually an inter-ministerial body and is the principle entity responsible for policy making, regulation and management of mine action in the affected country. The NMAA plays a critical leadership role in implementing national mine action policies, ensuring that international legal obligations are met and adequate resources are mobilised. An important function of the NMAA is to establish the regulatory framework for mine action by adopting clear national standards.

Not all mine action programmes will require a separate national authority to be established. In a nationally established programme, the regulation, management and coordination of mine action may be delegated to an existing authority. For example, in Tajikistan the existing Inter-ministerial Commission for the Implementation of the International Humanitarian Law (CIIHL) acts as the NMAA.

When a UN led mine action programme is established, conditions may not exist for the establishment of an NMAA. However, as soon as conditions are available, then the UN should encourage and assist the national government in the establishment of an NMAA.

The responsibilities of the NMAA are stated in IMAS 02.10, and those directly relevant to developing NMAS are:

- Establishing or recommending to the government a national policy, strategy, priorities and work plans to reduce the impact of mines and ERW for example a national mine action plan.
- Ensuring that the introduced national standards, regulations, guidelines or procedures, including those on gender and diversity govern mine action activities. These should be based on IMAS and relevant national legislation.

The NMAA is responsible for ensuring that the conditions, which enable the effective management of national mine action projects, are in place. The NMAA is ultimately responsible for developing and managing the mine action programme within its national boundaries.



The MAC is the operational body that executes the policies of the NMAA and manages the day-to-day coordination of mine action activities. A MAC may be established directly by the NMAA or it may be established with the support and assistance of another agency such as the UN. In a few rare cases, particularly with nationally established mine action programmes, a separate MAC may not be required. The authority charged with the regulation, management and coordination of mine action may already have the organisational structures and regulations in place to carry out these functions.

The MAC may undertake some operations itself; but generally, it coordinates the interventions of the government ministries, international organisations, NGOs and commercial operators who are the implementing partners or the operators. The specific activities required in a particular country will vary depending on the nature of its mine and ERW problem.

With regards to NMAS the responsibilities of the MAC include:

- Draft national mine action strategies for review and adoption by the NMAA.
- Implement national policies and the national mine action strategic plan¹;
- Develop annual plans for operations and coordinate the work of various organisations.
- Draft NMAS and internal systems and procedures for the effective management of mine action activities.
- Manage information and reports on the achievements of the overall national programme.
- Accredit mine action organisations and monitor their activities.

¹ Guidance on the development of a national strategic plan for mine action is provided at http:// www.gichd.org/fileadmin/GICHD-resources/rec-documents/Guide-to_strategic-planning-in-MA-Jun2014.pdf

In the development of NMAS and SOPs, the MAC holds three responsibilities:

- On behalf of the NMAA, it takes responsibility for drafting NMAS through a consultative process involving all stakeholders.
- As an implementing organisation, the MAC is responsible for establishing SOPs for the projects or tasks it implements, in accordance with the requirements of the national mine action standards. These may include SOP for tasking organisations, IM and reporting; accreditation, monitoring and investigation of accidents, etc.
- As such, a competent MAC is responsible for establishing NMAS compliant SOPs itself before they start to monitor mine action organisations. Most of these SOPs will be annexes to the NMAS, such as task completion reports, accident reports, etc.

Finally, the development of NMAS should not be a one-time activity; instead they should be abiding documents. As such a formal review process should be established with members from the mine action community in the country. The Review Board should formally meet at agreed intervals. Minutes of the meeting should be maintained. The creation of a Review Board will not only improve understanding and application of the NMAS, but also the content of the NMAS over time. An example of some generic terms of reference for an NMAS Review Board is in **Annex IV**.



RESPECTING IMAS AND OTHER INTERNATIONAL NORMS

Once they are drafted and adopted for use in a country, the NMAS become the legal standards for any mine action work. As discussed, the NMAS are usually based on IMAS, and it is difficult to see any situation where the NMAS would be in direct contradiction to IMAS. Differences may occur due to local situations, but these should be noted in the NMAS and the reasons why NMAS differ from IMAS should be explained or referred to.

The IMAS are based on four main treaties in international law dealing with landmines or ERW which are:

- The Anti-Personnel Mine Ban Convention (APMBC);
- The Amended Protocol II and Protocol V to the UN Convention on Certain Conventional Weapons (CCW);
- The Convention on Cluster Munitions (CCM); and
- The Convention of the Rights of Persons with Disabilities (CRPD).

When developing NMAS, countries that are States Parties to any of these conventions should ensure that the NMAS are consistent and compatible with the requirements of these conventions.

Other sectors have also developed standards that may have relevance to mine action and countries should consider their provisions when developing NMAS. These include the International Ammunition Technical Guidelines (IATG) and the Arms Trade Treaty (ATT).

NMAS AND NATIONAL OWNERSHIP

IMAS 02.10 is the Guide for Establishing a Mine Action Programme and outlines the responsibility of the NMAA in setting up and running a mine action programme². The better the NMAS is, the better the national ownership is demonstrated and exerted. If national standards do not exist, then the NMAA is not really regulating the mine action work in its country. There is a clear connection between the two.

² Guidance on transitioning mine action programmes to national ownership is provided at http://www.gichd.org/fileadmin/GICHD-resources/rec-documents/Transitioning-to-National-Ownership-2013.pdf

NMAA is responsible for the broad strategic and policy decisions related to mine action in the country, all of which exhibit national ownership. These include:

- Designing and overseeing the implementation of mine action legislation.
- Establishing or recommending to the government a national policy, strategy, priorities and work plans to reduce the impact of mines and ERW (such as a national mine action strategic plan).
- Reporting on the progress made on mine action to the government, the public, donors, the UN and other relevant stakeholders.
- Overseeing the work of the MAC.
- Advising the government on mine action matters which include international treaties related to mine action, policies to guide government departments and agencies on the steps they should take when their work programmes are affected by landmine and other ERW, and on the requirements and implications for the national government on becoming a signatory to international treaties.
- Establishing or recommending government policies to guide international development agencies such as bilateral donors, UN agencies, multilateral development banks and NGOs, etc. This guidance should include the steps to be taken when their work programmes are affected by landmine and ERW contamination.
- Ensuring that the introduced national standards, regulations, guidelines or procedures, including those on gender and diversity, govern mine action activities. These should be based on IMAS and relevant national legislation.
- Mobilising resources from national and international sources.



NMAS AND CAPACITY DEVELOPMENT

The development of NMAS will assist countries with their capacity development within a mine action programme. NMAS will describe the quality of work to be achieved by national staff or local operators. They will also define the training standards to be achieved by local staff, whether they are at the MAC or are working as nationally employed mine risk education staff, surveyors or deminers.

The introduction of NMAS may have a resource requirement. Countries can request assistance with the development of NMAS from organisations such as the GICHD or certain international NGOs. However, government officials need to be involved with the process and this may involve some training and visits to work sites. More involvement by government officials will lead to better NMAS and stronger national capacity. Other resource issues may affect the situation if the country does not have the national capacity required to verify the implementation of the NMAS along with the resources required to implement them.

THE ROLE OF NMAS AFTER A STATE MEETS ITS CONVENTION OBLIGATIONS

Many landmine and ERW affected countries are States Parties to the APMBC and the CCM. Both these conventions place specific obligations and requirements on States Parties to record, mark and clear anti-personnel mines (APM) and cluster munitions (CM). The CCW also has provisions that are relevant in its Amended Protocol II and Protocol V. Finally, the CRPD has provisions that are relevant to mine action, particularly in the area of victim assistance (VA).

The APMBC has clauses concerning the mapping and the marking of known mined areas, as well as their clearance. The CCM has similar provisions. The CCW Protocols do not contain binding provisions but they do contain technical annexes that deal with marking and clearance requirements for landmines and other ERW. In addition, the IMAS provide general information on existing regulations and treaties which affect mine action, particularly those referring to basic human rights, clearance requirements, hazard marking and general safety issues.

The NMAA is responsible for ensuring that national and local conditions exist to enable the effective management of survey and demining projects. The NMAA is ultimately responsible for all phases of the process within its national boundaries, including defining the survey and clearance requirements, the accreditation of demining organisations, the monitoring of demining organisations, and postclearance inspections prior to accepting full responsibility for the cleared land. The NMAA is responsible for establishing and maintaining national policy and standards for the management of land release process. These procedures should be consistent with IMAS and other relevant national and international standards, regulations and requirements.

Under the terms of the APMBC and CCM, any previously unknown minefields or CM areas, when discovered, should be declared and then subsequently cleared. This should have little effect on national standards as long as the same standards are applied to the newly discovered areas as were applied during the initial clearance programme.

If land has been released by clearance to a specified depth of say 12 cm, then the intended use of the land will change. For example, if the area is intended to be used as a construction site involving digging, then the NMAS clearance standard will need to be changed accordingly.

A good example to illustrate the adaptation of IMAS to meet local conditions and convention obligations can be found in the national standards set for the clearance depth by some countries. In the Afghanistan NMAS, the standard for the depth of clearance is defined as such: 'The depth of clearance shall be determined by the clearance organisation in consultation with the Mine Action Coordination Centre's area office, the AMAC, and should be developed through the use of NTS and TS, or from other reliable information. Otherwise, the minimum clearance depth shall not be less than 13 cm for APM and 20 cm for anti-tank mines from the original ground surface'. The Afghanistan programme deems that this default depth will clear all known mines in a known area to a specified depth and thus meet their APMBC obligation. If the intended land use were to change as such to involve digging for a building foundation or some other purpose; then the standard for depth of clearance would be determined in advance by the national authority.

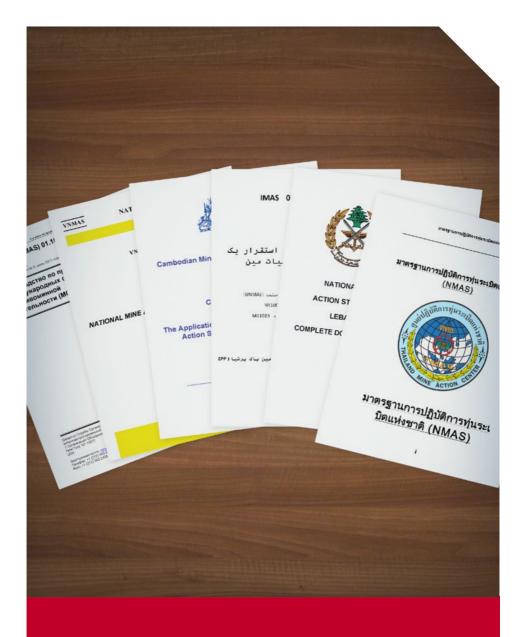
Likewise, in Laos, the national clearance standard specifies a general clearance depth of 25 cm for Battle Area Clearance (BAC) or for CM clearance. Again, if the intended land use is to be changed, then the depth of clearance standard will also need to be changed.



CONCLUSION

The mine action sector has evolved significantly over the past 25 years, and the development of the IMAS has been a significant step. IMAS have helped to regulate the sector and to ensure that the quality of work required is defined and can be tested or measured. However, IMAS reflect international best practice and not the conditions and realities within specific countries. As such, national authorities need to develop NMAS to define the standard of work to be performed in their country. NMAS are not a direct copy of IMAS. National authorities need to consider which IMAS may suit their situation as they are, and identify others that need to be adapted or modified to suit their specific situation. There may also be unique situations that only apply to that specific country and thus a new standard will be required. It is recommended that the language, format and layout of NMAS conform to IMAS, as these are in line with the ISO standards.

National standards reflect the national capacity and national ownership in a mine action programme. The development of NMAS is a process that requires input and recognition from all involved stakeholders. An NMAS focal point or manager is required to manage the process, and the NMAS will need a management structure to allow for the review, amendment or modification of existing NMAS, or the development of new NMAS.



ANNEXES

ANNEX I

LIST OF ACRONYMS AND ABBREVIATIONS

AMAC

Area Mine Action Centre

APM Anti-personnel mines

APMBC Anti-Personnel Mine Ban Convention

ATM Anti-tank mines

ATT Arms Trade Treaty

BAC Battle area clearance

CCM Convention on Cluster Munitions

CCW Convention on Certain Conventional Weapons **CHA** Confirmed hazardous area

CIIHL

Commission for the Implementation of the International Humanitarian Law

СМ

Cluster munitions

CRPD

Convention on the Rights of Persons with Disabilities

EOD Explosive ordnance disposal

ERW Explosive remnants of war

GICHD Geneva International Centre for Humanitarian Demining

GIS

Geographic information system

IACG-MA

Inter-Agency Coordination Group on Mine Action (UN)

IATG

International Ammunition Technical Guidelines

IED

Improvised explosive device

IM

Information management

IMAS

International Mine Action Standards

ISO

International Organisation for Standardization

MAC

Mine action centre

MACCA Mine Action Coordination Centre of Afghanistan

MDD Mine detection dog

NGO Non-governmental organisation

NMAA National mine action authority

NMAS

National Mine Action Standards

NOTAM Notice to Airmen

NTS Non-technical survey PPE

Personal protective equipment

QM Quality management

QMS Quality management system

RE Risk education

SHA Suspected hazardous area

SOPS Standing (or standard) operating procedures

TOR Terms of reference

TNMA Technical notes for mine action **TS** Technical survey

TWG Technical working group

UN United Nations

UNDP United Nations Development Programme

UNICEF United Nations International Children's Emergency Fund

UNITED Nations Mine Action Service

VA Victim assistance



THE IMAS SERIES





SERIE 10: SAFETY AND OCCUPATIONAL HEALTH



SERIE 11: STOCKPILE DESTRUCTION



SERIE 12: MINE/ERW RISK EDUCATION



Mine/ERW Risk Education

SERIE 13: SUPPORT TO VICTIMS



developed yet

SERIE 14: EVALUATION OF MINE ACTION PROGRAMMES



Evaluation of Mine Action Interventions

Framework of IMAS: http://www.mineactionstandards.org/fileadmin/MAS/documents/frameworks/ IMAS_Framework_-_as_of_January_2016.pdf



SUGGESTED FORMAT FOR AN NMAS

GOVERNMENT OF _____ NATIONAL MINE ACTION STANDARDS

NMAS 00.00 First Edition Date: dd/mm/yyyy Incorporating amendments number(s) _____

Title

Director (Country) National Mine Action Programme Address

Warning and copyright notice

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- 1. Scope
- 2. Normative references
- 3. Terms, definitions and abbreviations
- 4. Topic (general)
- 5. Topic (requirements)
 - a. Sub-topic
 - **b.** Sub-topic
- 6. Topic (responsibilities)

Annex A: (Normative, and if required, informative) References

Annex B: Topic

Annex C: Topic

Amendment Record

ANNEX IV

GENERIC TORS FOR AN NMAS REVIEW BOARD

GOVERNMENT OF _____ TERMS OF REFERENCE – NMAS REVIEW BOARD

1. General

At the direction of the National Mine Action Authority (NMAA) of the Government of _______, the Mine Action Centre (MAC) developed a set of National Mine Action Standards (NMAS). The NMAS were prepared with input from government agencies, national NGOs, international NGOs, the military and independent advisers. The NMAS were endorsed by the NMAA on dd/mm/yyyy. The NMAS are considered an abiding document and as such, the NMAA authorised the creation of an NMAS Review Board, in order to meet and regularly review these documents and to consider any recommended changes to the NMAS. These Terms of References (TORs) describe the composition, management and responsibilities of the NMAS Review Board.

2. NMAS Review Board

2.1. General Conditions

The NMAS Review Board has been established under the authority of the Director of the MAC and is the highest level at which technical input to the NMAS is debated and agreed upon, and then forwarded to the Director of the MAC for final endorsement.

2.2. Chair and Secretary

The Chair of the NMAS Review Board will be the Chief of Operations of the MAC. The Secretary of the NMAS Review Board will be the Head of the Quality

Management (QM) section. In their absence, the Director of the MAC will assign a substitute.

2.3. Members

Members of the following types of offices or organisations will be invited to nominate a representative to become a member of the Review Board.

- Chair Chief of Operations, MAC
- Secretary Head of QM section, MAC
- Member Operations Department, MAC
- Member National Standardisation Agency
- Member a representative International Technical Adviser
- Member a representative from a national demining organisation
- Member a representative from an international demining organisation
- Member a representative from a commercial company
- Member a representative of the military

The invited organisation is requested to provide a qualified person to represent that organisation. The organisation should ensure that a suitably qualified replacement is available in the event of the initial representative being temporarily absent or unable to fulfil the role of member. Members of the Review Board can make suggestions for new or additional members and can request a vote to terminate or extend a member's representation for whatever reason.

2.4. Non-affiliated members

In order to ensure a wide representation of the mine action community, the Review Board may also contain members who are not specifically affiliated with any organisation; however, their wide or past experience is considered of benefit to the NMAS review process.

2.5. Qualifications

Members of the NMAS Review Board should have the following qualifications:

• Works for an organisation listed in paragraphs two and three with demonstrable experience and expertise in mine action.

- Has worked for at least (for example) 5 years in mine action.
- Has acquired field experience and practical application of NMAS.
- Has the capability to provide high quality comments on draft NMAS or new NMAS either in English or the local language within two weeks.
- Has the ability to collaborate in addition to communicate effectively, both orally and written.

2.6. Tenure

Members of the NMAS Review Board will be appointed for an initial period of two years. Extensions for a further two year period may be approved following a vote by the Review Board.

2.7. Specialists

Specialists will be consulted when dealing with technical topics outside the scope of the Review Board. This includes dealing with Mine detection dogs (MDD), mechanical, medical, MRE, VA and other related topics.

2.8. Observers

Observers may be invited to attend NMAS Review Board meetings, but they will not be able to vote.

2.9. Work procedures

The NMAS Review Board will meet in person at least twice per year. In order to form a quorum, a minimum of half the members need to be in attendance. Throughout the year, the usual Review Board routine will involve members responding to requests for comment from the Chair or Secretary. These requests will be forwarded to members via e-mail and may ask for comments on draft NMAS, new NMAS, membership issues or any other topic. Members are expected to respond within one month. If no comments are received by that time then an agreement will be assumed.

2.10. Voting/decision making

The Chair will establish rules for voting on issues in the absence of a general agreement. These may be simple majority votes for certain issues, or two-thirds majority for specified issues such safety etc.

3. Conclusion

The NMAS Review Board performs an important role in the continuous improvement of a mine action programme. The need for comprehensive and well understood NMAS is vital for ensuring the quality of a mine action programme. Membership of the Review Board is a serious responsibility and members are encouraged to perform their duties in a professional and timely manner.

APPENDIX I TO ANNEX IV – TORS FOR CHAIR, NMAS REVIEW BOARD

Appointment: The Chair of the NMAS Review Board is appointed by the Director of the MAC, and is normally the person filling the position of Chief of Operations, MAC.

Tenure: Indefinite

Responsibilities:

- To Chair the meetings of the NMAS Review Board.
- To report to and present Review Board decisions to the Director of the MAC.
- To propose new members of the Review Board.
- To provide guidance as necessary to the Secretary.

APPENDIX II TO ANNEX IV – TORS FOR SECRETARY, NMAS REVIEW BOARD

Appointment: The Secretary of the NMAS Review Board is appointed by the Director of the MAC, and is normally the person filling the position of Head of QM section, MAC.

Tenure: Indefinite

Responsibilities:

- To plan and organize the biannual meetings of the NMAS Review Board.
- To produce the meetings' agenda.
- To produce minutes of the meetings held.
- To publish the minutes on the MAC website after being approved by the Chair.
- To act as the point of coordination for all Review Board information.

- To produce an annual work plan, to ensure that every NMAS is reviewed at least once every three years.
- To circulate and distribute draft and proposed amendments to NMAS for the Review Board members to comment on and consolidate their feedback.
- To amend NMAS in accordance with the recommendations of the Review Board.

APPENDIX III TO ANNEX IV – TORS FOR MEMBER, NMAS REVIEW BOARD

Appointment: By invitation of the Chair of the NMAS Review Board

Tenure: Two years (extendable by the vote of the Review Board)

Responsibilities:

- To attend Review Board meetings.
- To respond to requests, from the Secretary or Chair, for comments and input into drafts for new NMAS, revision drafts of existing NMAS, voting procedures, etc.
- To provide knowledgeable comments based on experience.

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