

Linking Mine Action

and Development

Guidelines for

Mine | ERW Operators

Guidelines for Policy and Programme Development

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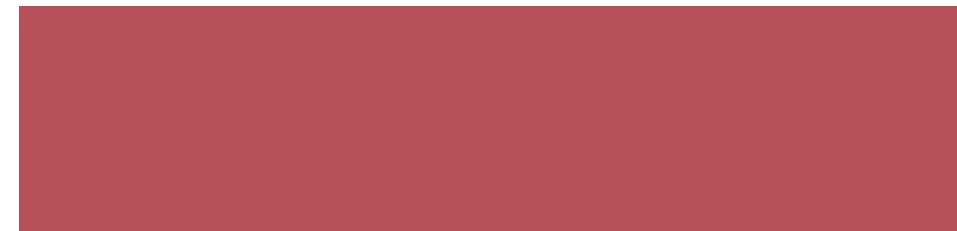
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LINKING MINE ACTION AND DEVELOPMENT

**GUIDELINES FOR POLICY AND PROGRAMME DEVELOPMENT:
MINE | ERW OPERATORS**

NOVEMBER 2009



SUMMARY OF GUIDELINES

GUIDELINES FOR POLICY AND PROGRAMME DEVELOPMENT: MINE | ERW OPERATORS

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SUMMARY OF GUIDELINES FOR MINE | ERW OPERATORS

1. Ensure mine action programmes respond to the humanitarian and development needs of all citizens affected by mine/ERW contamination, particularly survivors of mine/ERW accidents.
2. Report on progress in terms of development outcomes and mine action outputs.
3. Share information and collaborate with development actors.
4. Ensure mine action programmes are gender-sensitive and inclusive, responding to the needs of all people affected, without discrimination.
5. Explore opportunities for supporting broader armed violence reduction and peace-building programmes. Mine action can be an effective entry point and capacity-building measure in conflict and post-conflict situations.

CONTENTS

SUMMARY OF GUIDELINES FOR MINE ERW OPERATORS	3
GUIDING PRINCIPLES FOR LINKING MINE ACTION AND <u>DEVELOPMENT</u>	6
LIST OF BOXES, TABLES AND FIGURES	8
ACKNOWLEDGEMENTS	11
ACRONYMS	12
OVERVIEW AND BACKGROUND: WHY LINK MINE ACTION AND DEVELOPMENT?	15
PURPOSE OF THE GUIDELINES	21
GUIDELINES	25
1. ENSURE MINE ACTION PROGRAMMES RESPOND TO THE HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL CITIZENS AFFECTED BY MINE/ERW CONTAMINATION, PARTICULARLY SURVIVORS OF MINE/ERW ACCIDENTS	27
2. REPORT ON PROGRESS IN TERMS OF DEVELOPMENT OUTCOMES AND MINE ACTION OUTPUTS	38
3. SHARE INFORMATION AND COLLABORATE WITH DEVELOPMENT ACTORS	40
4. ENSURE MINE ACTION PROGRAMMES ARE GENDER-SENSITIVE AND INCLUSIVE, RESPONDING TO THE NEEDS OF ALL PEOPLE AFFECTED, WITHOUT DISCRIMINATION	48
5. EXPLORE OPPORTUNITIES FOR SUPPORTING BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES. MINE ACTION CAN BE AN EFFECTIVE ENTRY POINT AND CAPACITY-BUILDING MEASURE IN CONFLICT AND POST-CONFLICT SITUATIONS	51

CONTENTS

WHERE TO ACCESS ADDITIONAL INFORMATION	57
GLOSSARY OF TERMS	59
SUPPLEMENTARY READING LIST	71

GUIDING PRINCIPLES

FOR LINKING MINE ACTION AND DEVELOPMENT

To enhance the developmental effectiveness of mine action

Where mine/ERW contamination impedes reconstruction and [development](#) efforts, ensure mine action supports development programmes.

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 sharing of information, coordination and collaboration between mine action and development actors. This should be at local, national and international levels and across a range of sectors.

To align mine action with development priorities

In countries where mines/ERW impede development, mine action should be aligned with development priorities. Mine action should be reflected as a cross-cutting issue in 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 the national mine action programme, except in extreme cases where no functioning government exists or in some countries affected by conflict. A nationally owned mine action programme requires the state to demonstrate political, financial and technical ownership. The state should adopt legislation and national standards governing mine action, and mobilise national and, where required, external resources to sustain the programme. It should also develop clear and achievable mine action plans that are aligned with national, sub-national and sector development priorities.¹ It is vital that international organisations and NGOs support the government.

To ensure an inclusive, participatory and [gender-sensitive](#) approach to mine action and development²

[Mine action organisations](#) should consider the needs and priorities of mine-affected communities. This requires an inclusive, participatory and gender-sensitive 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 casualties, through the processes of setting mine action priorities, allocating cleared land to beneficiaries and providing development assistance.

GUIDING PRINCIPLES

FOR LINKING MINE ACTION AND DEVELOPMENT

To explore collaboration with armed violence prevention and reduction programmes

Mines/ERW, like other [small arms and light weapons](#), are tools of armed violence. They have lasting negative impacts on the lives and livelihoods of communities in many countries. Efforts to address mine/ERW contamination have often remained separate from broader armed violence reduction programmes, despite opportunities for joint programming. More efforts are needed to explore how mine action 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

² In this context, inclusive refers to an approach which is non-discriminatory. Participatory refers to approaches which actively involve and empower local people in their own development.

LIST OF BOXES, TABLES AND FIGURES

BOXES

Box 1	Impact of mines/ERW on post-conflict livelihoods in Yemen	16
Box 2	Categorising mine action by needs and objectives	17
Box 3	Criteria for setting clearance priorities: Cambodia's approach	32
Box 4	Consulting development actors when setting priorities: Experiences from Afghanistan	33
Box 5	NPA's Task Impact Assessment methodology: Experiences from Sri Lanka	34
Box 6	DDG's approach to monitoring impact	36
Box 7	Livelihoods analysis of villages affected by landmines in Yemen	37
Box 8	Piloting methodology for Post Conflict Impact Assessment (PCIA): MAG's approach	39
Box 9	Measuring the developmental outcomes of mine action	41
Box 10	Using mine action information to promote development	44
Box 11	Incorporating mine action into development programming: Entry points	47
Box 12	Integrated mine action and development in Laos	49
Box 13	Lessons learnt from partnering with development agencies: FSD's experiences	49
Box 14	Assessment of gender perspectives within Lao PDR's UXO sector	51
Box 15	Benefits of a gender-sensitive mine action survey in Jordan	52
Box 16	Mainstreaming gender in integrated mine action and development: Experiences from Cambodia	53
Box 17	MAG's support to civilian disarmament and weapons control in Burundi	54
Box 18	DDG in Somaliland: From mine action to small arms control and safe storage	55

LIST OF BOXES, TABLES AND FIGURES

TABLES

Table 1	Possible breakdown of clearance programme by component	30
Table 2	How mine action contributes to the achievement of the Millennium Development Goals	40

FIGURES

Figure 1	The architecture of mine action: Actors, arenas and linkages	19
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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

ACIMA	Australia-Cambodia Integrated Mine Action		Development (UK)
ADB	Asian Development Bank	EC	European Commission
ADMAC	Agricultural Development in Mine Affected Communities	ECOSORN	Economic and Social Relaunch of Northern Provinces
AIMAD	Austcare Integrated Mine Action and Development	EOD	Explosive Ordnance Disposal
APMBC	Anti Personnel Mine Ban Convention	ERW	Explosive Remnants of War
AusAID	Australian Agency for International Development	GICHD	Geneva International Centre for Humanitarian Demining
AVR	Armed Violence Reduction	GoNU	Government of National Unity
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	GoS	Government of Sudan
CG	Consultative Group	HH	Household
CIDA	Canadian International Development Agency	HI	Handicap International
CMAA	Cambodian Mine Action and Victim Assistance Authority	ICRC	International Committee of the Red Cross
CROMAC	Croatian Mine Action Centre	IDP	Internally Displaced Person
CSGMIMA	Community Strengthening and Gender Mainstreaming in Integrated Mine Action	IMA	Integrated Mine Action
DAC	Development Assistance Committee	IMAS	International Mine Action Standards
DDG	Danish Demining Group	IMSMA	Information Management System for Mine Action
DDR	Disarmament, Demobilisation and Reintegration	IWDA	International Women's Development Agency
DfID	Department For International	JIDU	Joint Integrated Demining Unit
		KRDI	Kukes Regional Development Initiative
		LANGOCA	Laos-Australia NGO Cooperation Agreement
		LIS	Landmine Impact Survey
		LMAD	Linking Mine Action and Development

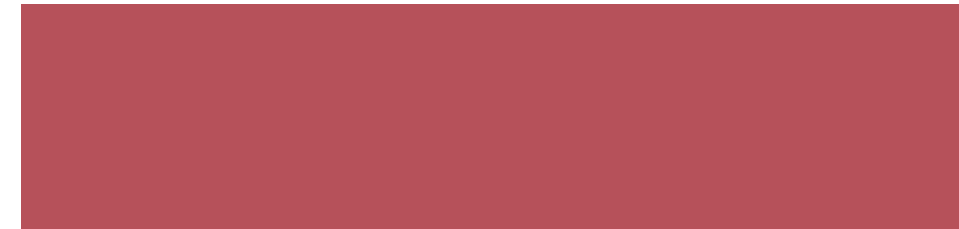
ACRONYMS

MA	Mine Action	PCIA	Post Clearance Impact Assessment
MAC	Mine Action Centre	PEAP	Poverty Eradication Action Plan
MAG	Mines Advisory Group	PRSP	Poverty Reduction Strategy Paper
MDB	Multilateral Development Bank	SAF	Sudan Armed Forces
MDGs	Millennium Development Goals	SALW	Small Arms and Light Weapons
M & E	Monitoring and Evaluation	SCBL	Swiss Campaign to Ban Landmines
MRE	Mine Risk Education	SLIRI	Sudanese Landmines Information and Response Initiative
MTEF	Medium Term Expenditure Framework	SPLM/A	Sudan People's Liberation Movement/Army
MTFF	Medium Term Fiscal Framework	SSR	Security Sector Reform
NCDR	National Committee for Demining and Rehabilitation	TAP	Task Assessment and Planning
NMAA	National Mine Action Authority	TIA	Task Impact Assessment
NMAC	National Mine Action Centre	UNDP	United Nations Development Programme
NMAO	National Mine Action Office	UNMACC SL	UN Mine Action Coordination Centre for South Lebanon
NMAS	National Mine Action Standards	UNMAS	United Nations Mine Action Service
NPA	Norwegian People's Aid	UXO	Unexploded Ordnance
NGO	Non-Governmental Organisation	VA	Victim Assistance
ODI	Overseas Development Institute	VSDI	Village and Stockpiles Disposal Initiative
OECD DAC	Organisation for Economic Cooperation and Development, Development Assistance Committee	YEMAC	Yemen Executive Mine Action Centre
PCA	Post Clearance Assessment	WB	World Bank



OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION WITH DEVELOPMENT?



OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION 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
- > block infrastructure essential for economic activity 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 suspected presence of explosives

Box 1 | Impact of mines/ERW on post-conflict livelihoods³ in Yemen⁴

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 block access to natural and physical assets, including farmland and grazing areas, roads, paths and strategic 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.⁵ 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 encourages effective coordination between mine action and development actors at all levels (community, sub-national, national and international). It may require the integration of mine action in development policy and programming.

OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION WITH DEVELOPMENT?

The developmental impacts of mine action are sometimes difficult to quantify. They include fewer deaths and injuries, safe roads, and improved access and provision of health care, education and other social services. There is safe access and productive use of land for resettlement/housing, agriculture, grazing, forestry, infrastructure, markets and social services. Additional impacts include increased availability of labour, skills and knowledge as a result of fewer accidents; improved sense of security; improved income levels, living standards and funds available for economic investment; and a reduced burden placed on the health care system.⁶

When mine action first evolved, mine action organisations often operated in conflict and post-conflict environments in a stand-alone manner. According to the Overseas Development Institute, this is common, as “...post-conflict programming tends to consist of piecemeal, project-based approaches with little evidence of coordinated strategy.”⁷

Box 2 | Categorising mine action by needs and objectives

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

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

Mine action for internal security largely focuses on supporting the operations of national and international forces to restore internal security.

Mine action for reconstruction focuses on rebuilding key infrastructure. It is often based on clear priorities set by the government, or, in fragile states,⁸ international organisations.

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

Mine action programmes rarely evolve in the order listed above. 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 categories of mine action (eg humanitarian, internal security, reconstruction, development).

During the early years, the focus of mine action was the safe and efficient clearance of mines/ERW to meet the basic security needs of IDPs, refugees and humanitarian aid workers. There was less attention to investigating which hazards posed the greatest constraints to communities and their livelihoods, or to coordinating interventions with humanitarian and development actors to ensure mine action promoted development.⁹

OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION WITH DEVELOPMENT?

As emergencies end and internal stability returns, the focus of international assistance typically shifts to post-conflict reconstruction and development. Mine action officials and practitioners often have difficulties making this shift from humanitarian mine action.

National mine action programmes are often 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 assume progressively greater control over development planning as a country emerges from conflict, and state structures and capacities strengthen).¹⁰

Vertical, ‘stovepipe’ management structures within government and aid agencies often inhibit coordination across sectors, impeding a unified response to the problem of contamination. Vertical management structures mean that a single government agency often deals with the mine/ ERW contamination problem, often the Ministry of Defence or Interior. This limits outreach and coordination with other key sector ministries (eg Agriculture, Transport, Water and Sanitation, Land, Finance, Planning, Tourism) and core budget and planning units.

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

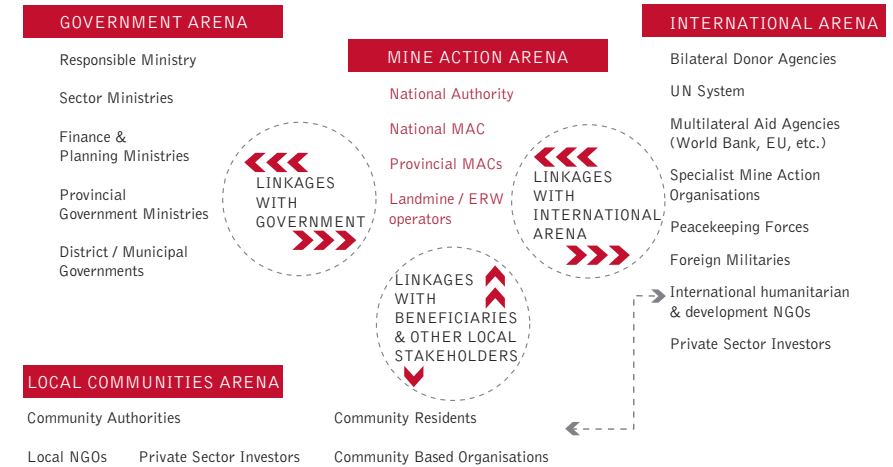
Figure 1 illustrates the [architecture of mine action](#), highlighting the types of links that should exist between a national mine action programme and actors in the government, community and international arenas.

National Mine Action Authorities (NMAAs) and National Mine Action Centres (NMACs) can play a vital role in strengthening relationships between key actors. [Mine/ERW operators](#) can review the impact of mine/ERW contamination on planned development projects with development actors and advise them on the mine action support services required.

OVERVIEW AND BACKGROUND

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 vital. These agencies may lack information about the nature of contamination and about 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 mine-affected communities altogether due to concerns for staff safety, or lack of awareness that solutions to mine contamination exist. They may choose to work in uncontaminated areas where they can reach their performance targets without the extra time, effort and cost needed to deal with landmines.

In such situations, NMAAs, NMACs and mine/ERW operators need to engage development actors (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’.

Donor funding for mine action has been a cause of weak coordination between mine action programmes and development actors. Since the adoption of the Anti-Personnel Mine Ban Convention (APMBC), funding for mine action has been generous, but much has been channelled through dedicated mine action funds. This has resulted in cases of the Samaritan’s Dilemma,¹¹ where generous donor funding discourages partner governments from helping themselves. As

WHY LINK MINE ACTION WITH DEVELOPMENT?

a result, many national mine action programme managers have had little incentive to reflect mine action in national, sub-national and sector development plans and budgets. They also have not actively sought official development assistance (rather than dedicated mine action funds) from bilateral and multilateral donors. However, dedicated funding for mine action is falling, and partner governments that require external funding for their national mine action programme will need to increase their efforts to secure it.

The lack of practical guidance for practitioners and policy makers on how to link mine action with development has also had a negative effect. Despite extensive research documenting the need for greater coordination,¹² no one has gathered the many examples of good practice and lessons learnt to provide practical policy and programming guidance.

ENDNOTES

- ³ See glossary for definition of 'livelihoods'.
- ⁴ Pound B, Martin A, Qadr A and Mukred A; Livelihood analysis of landmine-affected communities in Yemen. Geneva International Centre for Humanitarian Demining (GICHD), Natural Resources Institute, Yemen Executive Mine Action Centre, 2006. http://www.gichd.org/fileadmin/pdf/ma_development/database/Livelihoods_in_Yemen.pdf
- ⁵ Ibid.
- ⁶ 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.
- ⁷ 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>
- ⁸ OECD Development Assistance Committee, Fragile states: Policy commitment and principles for good international engagement in fragile states and situations, 2007, http://www.oecd.org/document/46/0,3343,en_2649_33693550_35233262_1_1_1_1,00.html
- ⁹ Ted Paterson, "Time to go MAD" in Stuart Maslen, Mine Action After Diana: Progress in the Struggle Against Landmines. University of Michigan Press, 2004.
- ¹⁰ Ibid
- ¹¹ Clark C. Gibson, Krister Andersson, Elinor Ostrom and Sujai Shivakumar. The Samaritan's Dilemma: The Political Economy of Development Aid, Oxford University Press, 2005.
- ¹² For example, see: B. Pound et al., Livelihood analysis of landmine affected communities in Yemen. Chatham: NRI, 2006; Austcare, Integrated Mine Action: Lessons and Recommendations from Austcare's Program in Cambodia, January 2007; GICHD and UNDP. Socio-Economic Approaches to Mine Action: An Operational Handbook. May 2002; Kristian Berg Harpviken & Jan Isaksen. Reclaiming the Fields of War: Mainstreaming Mine Action in Development. PRIO and UNDP, 2004; Ted Paterson, "Time to go MAD" in Stuart Maslen, Mine Action After Diana: Progress in the Struggle Against Landmines. University of Michigan Press, 2004.

PURPOSE OF THE GUIDELINES

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
- > assist mine action officials and practitioners in aligning mine action with national, sub-national and/or sector development plans, programmes and budgets
- > encourage development actors to work in mine-affected communities, and to coordinate their efforts with mine action organisations
- > assist official development cooperation agencies to integrate mine action in their bilateral and multilateral development assistance programmes
- > ensure mine action practitioners understand the need for meaningful and inclusive community participation in mine action and development planning and implementation

Who should use the guidelines

To ensure the relevance and suitability of the messages, there are separate guidelines for different audiences:

- > **mine-affected states:** national governments, national mine action authorities, sub-national governments, core budget and planning units, sector ministries and statutory bodies
- > **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

How to use the guidelines

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

- > overview of basic Linking Mine Action and Development concepts

PURPOSE OF THE GUIDELINES

- > 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. This overview includes generally accepted principles for linking mine action and development. These principles are the foundation of the guidelines. The summary highlights the guidelines; the expanded guidelines explain them in more detail.

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

The guidelines aim to be clear, accessible and practical and 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 linking mine action and development for different stakeholders. They are not rigid, step-by-step instructions. As there is no one model for how to ensure mine action promotes development, the guidelines should be adapted to the local context and operating environment.

Efforts have been made to cover a wide span of issues. However, there are significant amounts of other information and relevant tools within the mine action and development domains. 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.

PURPOSE OF THE GUIDELINES

Feedback and updates

The guidelines are a first attempt to gather and translate good practice and lessons learnt. They are open to future revision and further development, based on user implementation and feedback. If you have any suggestions, examples or general feedback that would help to improve future versions of the guidelines, please send them to s.naidoo@gichd.org

GUIDELINES



This section lists practical measures to help mine/ERW operators promote development in mine-affected countries.

As there is no single model for Linking Mine Action and Development; the guidelines should be adapted to the local context and operating environment and to the policies specific to each organisation. Although the guidelines cover a range of issues, they are not comprehensive. There is further information available within the mine action and development fields that outlines approaches and methods in detail. Endnotes and the supplementary reading list point readers to much of this additional material.



1. ENSURE MINE ACTION (MA) PROGRAMMES RESPOND TO THE HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL CITIZENS AFFECTED BY MINE/ERW CONTAMINATION, PARTICULARLY SURVIVORS OF MINE/ERW ACCIDENTS

- a. Assess the location of hazards, the full impact of the contamination and the intended use of land once it is cleared

Ensure assessments determine the location of hazards, the full humanitarian and development impact of the contamination, especially on the most vulnerable, and the intended use of land once it is cleared. Not all surveys need to do all of this; in some situations, it may be best to have technical surveys which provide technical information and separate surveys which assess humanitarian and development impact.

Use the results of these assessments to make a case to development planners in government and official development cooperation agencies. Show them that significant mine/ERW contamination is a development issue that requires financial resources. Encourage the National Mine Action Centre (NMAC) to share this information with development planners and programmes from relevant government ministries.

Send the results of these assessments to [humanitarian and development NGOs](#) working in affected communities.

Encourage development partners to work in contaminated communities to provide the inputs, skills and support the communities may need to use cleared land productively.

- b. Ensure mine action [priority-setting](#) reflects an appropriate balance between humanitarian and development needs

Priority-setting is a critical part of managing a mine action programme. It determines which minefields are cleared first with the limited resources available. However, there is no standard process or criteria for setting clearance priorities. These depend on country context, the nature and extent of the contamination, national capacity and the stakeholders involved. In countries emerging from conflict, the priority-setting system will need to be changed periodically to reflect the rapidly changing context.

During large-scale humanitarian emergencies, the criteria used for setting clearance priorities typically emphasise the need to save lives and to deliver

GUIDELINES

1. ENSURE MA PROGRAMMES RESPOND TO HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL AFFECTED CITIZENS

essential humanitarian supplies. As emergencies end, the focus of international assistance shifts to post-conflict recovery, reconstruction and development. In such situations, government capacity may initially be weak; international actors such as UN agencies, [bilateral donors](#) and mine/ERW operators may set priorities. Adjust priority-setting criteria to reflect an increased emphasis on replacing or rebuilding damaged infrastructure, rebuilding the national economy and meeting the needs of mine/ERW-affected communities.

In stable post-conflict contexts, where casualties from mines/ERW may remain high, ensure an appropriate balance between humanitarian and development considerations.

The following table illustrates how clearance priorities can shift in line with a country's transition from conflict to development.

Table 1 | Possible breakdown of clearance programme by component¹³

PROGRAMME COMPONENT	HEAVY WEIGHT ON THESE CRITERIA
> Humanitarian emergency	<ul style="list-style-type: none"> > Risk to lives and limbs > Constraints on delivery of humanitarian aid
> Priority reconstruction	<ul style="list-style-type: none"> > Constraints to reconstruction projects
> Development	<ul style="list-style-type: none"> > Sustainable livelihoods > Constraints to development projects
> Public safety	<ul style="list-style-type: none"> > Risk to lives and limbs > Constraints to public and private investments
> Clearance of ERW hazards that pose no current risk or constraint to civilians	<ul style="list-style-type: none"> > Operational efficiency

GUIDELINES

1. ENSURE MA PROGRAMMES RESPOND TO HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL AFFECTED CITIZENS

When determining priorities for clearing mines/ERW, consider the following factors and reflect them in your priority-setting criteria:

- > technical data; the nature and extent of contamination, access to sites, weather conditions, etc
- > risk to lives and limbs (for civilians, humanitarian and development aid workers, security forces, international peacekeepers, etc)
- > potential value of contaminated or blocked land and other assets
- > likelihood that the cleared or unblocked land/assets will be used productively
- > likelihood that development actors will assist affected communities in using the land productively
- > international legal obligations and norms



Setting clearance priorities without regard for developmental impact may allow for clearance planning and logistics that are slightly more efficient. However, if clearance takes place in a relatively unpopulated area or where development partners are not available to provide support to affected communities, it may not result in the productive use of cleared land or benefit vulnerable communities.¹⁴ If priorities are set without consulting key reconstruction and development actors, clearance may not support the reconstruction of a country's infrastructure and rehabilitation of essential public services.

GUIDELINES

1. ENSURE MA PROGRAMMES RESPOND TO HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL AFFECTED CITIZENS

Box 3 | Criteria for setting clearance priorities: Cambodia's approach¹⁵

In 2006, the Cambodia Mine Action and Victim Assistance Authority (CMAA) issued policy and operational guidelines on the socio-economic management of mine clearance operations. The guidelines specify criteria for setting clearance priorities to ensure the prioritisation process is understood by, and transparent to, all stakeholders. Mine Action Planning Units, local authorities, mine/ERW operators and development partners are required to use and adhere to these criteria, which are categorised as essential, recommended or optional:

ESSENTIAL	RECOMMENDED	OPTIONAL
> number of accidents	> clear land use benefit	> standard of living
> level of fear of having an accident in the mine field	> development support from an NGO or government	> fairness (of land distribution)
> beneficiaries (number, who they are, location, poverty level, awareness of land use purpose, size of land appropriate for number of beneficiaries)	> demining operator technical factors and preferences based on their prioritisation processes	> village priority
	> problems or disputes on minefield land	> distance from village
	> available resources or village plan	

Ensure priority-setting processes are participatory, transparent and incorporate both top-down and bottom-up elements. Actively engage public sector agencies (ie those involved in national development planning and/or responsible for sectors negatively affected by mine/ERW contamination), development partners, representatives of distinct groups in affected communities (eg women, men, people with disabilities, ethnic minorities), local government officials and other relevant stakeholders in the priority-setting process.

Community participation in mine action planning and priority-setting is vital, particularly where contamination affects civilians and impedes development. It ensures better informed, better targeted and ultimately more effective mine clearance. This results in better outcomes from clearance. Community participation enables mine action organisations to obtain vital information regarding the location of the contamination, how it

GUIDELINES

1. ENSURE MA PROGRAMMES RESPOND TO HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL AFFECTED CITIZENS

affects community members and broader risk and developmental implications.

Box 4 | Consulting development actors when setting priorities: Experiences from Afghanistan

In early 2009, the Afghan Mine Action Coordination Centre commissioned an evaluation of their post-clearance assessment methodology.¹⁶ The following extract is from a community case study (Jaffarkhel) detailed in the evaluation. It highlights the importance of involving development actors in the priority-setting process in order to ensure maximum developmental benefits result from clearance:

“People in this case are not afraid of using the cleared area but cannot do so because the demining agency concerned did not repair the road they themselves damaged nor did they check the possibility that another development agency could repair the road. The number of mines creating an economic blockage close to several populated communities made this a priority but the fact that the road still cannot be used sharply reduces the discounted present value of the socio-economic benefits and thereby weakens the justification for mine clearance...

... In recent years (the community) have had two kilometres of road cleared. In it, deminers found eight anti-tank and fifty six anti-personnel mines. Five or six villages can use the road but currently because the deminers had to explore at depth and made deep fissures everyone has to take a five kilometre detour diminishing the full impact of mine clearance. 300 school children take this detour daily... It costs people more to transport their grapes and other agricultural products because of the detour.... The positive effects of demining however have been cancelled by the unusable road, the unemployment and lack of assistance to mine victims.”

c. Conduct pre- and post-clearance assessments to measure developmental outcomes in addition to the efficiency of clearance

Pre- and post-clearance assessments are important parts of the mine action quality management process, informing mine action priority-setting and planning.¹⁷ In countries where national priority-setting systems do not exist and where operators set their own clearance priorities, conduct pre- and post-clearance assessments to measure developmental outcomes in addition to the efficiency of clearance.

Pre-clearance assessments are based on socio-economic surveys, typically undertaken prior to the tasking of clearance assets.¹⁸ Use pre-clearance assessments to promote development by:

- > identifying community development priorities
- > helping to prioritise which communities and contaminated areas should be cleared first

GUIDELINES

1. ENSURE MA PROGRAMMES RESPOND TO HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL AFFECTED CITIZENS

- > identifying problems communities may face in using cleared land productively
- > determining whether development partners are working in contaminated communities
- > determining whether development partners are available to assist affected communities in using cleared land productively



Box 5 describes Task Impact Assessment, a socio-economic survey methodology developed by Norwegian People's Aid (NPA) to help prioritise contaminated communities and areas for clearance.

Box 5 | NPA's Task Impact Assessment methodology: Experiences from Sri Lanka

Task Impact Assessment (TIA)¹⁹ is an example of a survey tool that helps prioritise communities and areas for clearance while also saving resources. It ensures community satisfaction and provides a basis for planning future clearance tasks and post-clearance support. The underlying aim of TIA is to facilitate, support and contribute to a sustainable improvement in the lives and livelihoods of people living in mine-affected areas by ensuring that clearance supports resettlement, post-conflict recovery and development.

TIA focuses on collecting both operational and socio-economic information for better targeted mine action by using a livelihoods analysis approach. The strengths and weaknesses of livelihoods in affected communities are assessed to understand the likely impacts of clearance on these livelihoods, how people will benefit from clearance, who benefits the most and who requires further clearance. TIA comprises three main phases – before, during and after clearance – each of which involves active community engagement.

Phase one consists of socio-economic surveys to obtain an overview of affected communities and the mine/ERW contamination problem. These surveys result in a clearance plan for use by local and national authorities, which outlines the main clearance priorities in each community. For example, in Sri Lanka, NPA's TIA teams conducted interviews with village leaders and individual households and held village meetings that led to an IMSMA map and priority list.

GUIDELINES

1. ENSURE MA PROGRAMMES RESPOND TO HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL AFFECTED CITIZENS

Box 5 | NPA's Task Impact Assessment methodology: Experiences from Sri Lanka

Phase two takes place during clearance. It involves informal checks with communities to ensure their needs have not changed, that clearance remains appropriate and that relations between demining teams and the community are working well. The methodology takes into account that, in situations where IDPs return and economies and social activities progress, the need for clearance can change. This makes regular communication with communities and authorities important. Immediately after clearance, TIA teams also check that communities are satisfied and prioritised areas have, in fact, been cleared.

During phase three, TIA teams return to cleared areas to conduct post-clearance socio-economic assessments to measure actual impacts against anticipated impacts noted in phase one. These assessments are conducted after a suitable time has elapsed, based on the local context and planned land use. They also investigate any deviations and ensure no mine/ERW threat remains. Examples of the types of socio-economic impacts monitored include the number of IDPs expected to return, the number of beneficiaries from resettlement and agriculture and the extra income earned post-clearance.

The TIA methodology emphasises the importance of coordinating assistance between mine/ERW operators and humanitarian and development agencies. Coordination is especially important for the provision of development support to contaminated communities immediately following clearance.²⁰ TIA surveys and finalised clearance plans contain useful information that can help to inform the targeting, planning and provision of humanitarian and development assistance. For example, the clearance plan developed for Vavuniya, north-eastern Sri Lanka, identified which communities required post-clearance assistance.

Based on the success of the TIA methodology, first used in Angola and further developed in Sri Lanka and Mozambique, TIA is now part of NPA policy and practice. Similar approaches have been used elsewhere. For example, Task Assessment and Planning is used in Bosnia and Herzegovina to develop Community [Integrated Mine Action](#) Plans. Mines Advisory Group's community liaison teams also use a similar approach.

Post clearance assessments²¹ (PCAs) are based on socio-economic surveys typically undertaken several months or years after clearance. They ensure the mine action priority-setting process is effective. If PCAs focus on post-clearance outputs, the key aim is to determine whether mine/ERW operators are "doing the job right". However, PCAs can also be used to determine whether mine/ERW operators are "doing the right job", for example by:

- > determining the real benefits that resulted from clearance
- > ensuring cleared land is used as intended
- > assessing whether women and men are equally involved in decisions relating to the use of land that has been cleared

GUIDELINES

1. ENSURE MA PROGRAMMES RESPOND TO HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL AFFECTED CITIZENS

- > identifying problems communities may have in using cleared land productively²²
- > determining whether coordination between mine action and development actors is adequate
- > strengthening accountability to communities, mine-affected states and donors in terms of reporting on development outcomes and the proper use of funds

Share PCA data with the NMAA and NMAC to inform mine action planning and monitor the effectiveness of priority-setting. This will promote some degree of standardisation in the type of data collected (eg using common forms or guidelines). It will also allow for improved analysis of the overall benefits resulting from clearance.

Also share PCA data with development partners to ensure better design, planning and targeting of development programmes. Consider conducting PCAs with development partners; they often have staff experienced in collecting socio-economic data from communities.

Boxes 6 and 7 describe the [post clearance assessment](#) approaches taken by the Danish Demining Group (DDG) and Mines Advisory Group (MAG).

Box 6 | DDG's approach to monitoring impact

DDG is implementing a new approach to impact monitoring. The aim is to aid the prioritisation of tasks, strengthen reflection and lessons learnt and improve programme effectiveness. To achieve this, DDG has published an impact monitoring manual²³ to better assess the immediate outcomes and socio-economic impacts of mine action activities. It seeks to determine how these 'impact findings' and 'lessons learnt' can improve the planning and prioritisation of future projects. DDG will train national and international staff in the use of the manual to achieve the following objectives:

- > build the capacity of international and national DDG staff in data collection and analysis, while at the same time enhancing organisational competence
- > ensure both men's and women's concerns are heard and addressed
- > evaluate the impact and/or immediate outcomes of a specific project or operation; use these findings in reporting to communities, donors and other stakeholders
- > evaluate the project, the efficiency of the operation, the implementation, planning and prioritisation; use these lessons learnt to improve future operation and prioritisation of tasks
- > strengthen information exchange, collaboration and coordination throughout the project cycle at all levels, from communities to donors and partners; ensure opportunities created by mine action for further development initiatives are used

GUIDELINES

1. ENSURE MA PROGRAMMES RESPOND TO HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL AFFECTED CITIZENS

Box 6 | DDG's approach to monitoring impact

The impact monitoring manual will be used to meet these objectives. This will be done with a baseline study (ideally carried out before the start of any DDG activity) and an impact assessment (carried out either mid-way or upon completion of the activity). The baseline study will record both men's and women's access to essential livelihood assets and their perceptions about security, safety and risks. The impact assessment will determine whether access to assets has improved as a result of DDG's activities, and what remaining constraints prevent rehabilitation and recovery of communities previously affected by mines/UXO.

Box 7 describes the efforts undertaken by the Yemen Executive Mine Action Centre to conduct a post-clearance livelihoods analysis (one form of post clearance assessment) in formerly contaminated communities, and some of the key findings.

Box 7 | Livelihoods analysis of villages affected by [landmines](#) in Yemen²⁴

In 2005, a mid-term evaluation²⁵ of a project designed to strengthen national mine action capacity was undertaken in Yemen. The evaluation recommended that community rehabilitation become an integral part of Yemeni mine action. To facilitate this, the Yemen Executive Mine Action Centre (YEMAC) and the GICHD commissioned a livelihood study 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 gather information for YEMAC, GICHD, donors and development organisations. It examined the development and implementation of initiatives to assist mine-affected villages. Surveyors carefully identified the specific needs of women, children, community leaders, farmers/fishermen and landmine accident survivors.

The Sustainable Livelihood approach²⁶ 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.

The methodology involved a participatory survey of 25 communities that had benefited from clearance. There was a short reconnaissance mission to develop the methodology in three contrasting communities and a main survey of a further twenty-two communities in seven governorates (Sana'a, Dhamar, Ibb, Al-Dhale, Aden, Lahij and Abyan). The twenty-

GUIDELINES

1. ENSURE MA PROGRAMMES RESPOND TO HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL AFFECTED CITIZENS

Box 7 contd. | Livelihoods analysis of villages affected by landmines in Yemen

five villages made up 4% of the total landmine-affected villages in Yemen and 17% of those cleared. They were selected to represent the different historical phases of mine laying; 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 tools were used to discuss the past, present and future situation of the communities and their land (with special emphasis on the cleared areas). The 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
- c. 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 Systems 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 are culturally relevant.

The survey revealed considerable potential to increase the productivity of land-based assets freed by clearance. Productivity could be increased through improved inputs, such as technical support, improved plants/seeds and water supply, access to 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.

The study recommended that, where the circumstances merit investment and meet government guidelines, requests by mine-affected communities for general development initiatives should be prioritised. These requests may include educational and medical facilities, drinking water, fishing equipment, irrigation and sewerage facilities. The survey also outlined recommendations for YEMAC to improve its survey, clearance, MRE, victim assistance and monitoring and evaluation (M&E) processes. For example, the survey recommended that YEMAC incorporate community feedback and the collection of information on outcomes and impacts from mine action into its monitoring system.

GUIDELINES

1. ENSURE MA PROGRAMMES RESPOND TO HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL AFFECTED CITIZENS



Box 8 | Piloting methodology for Post Conflict Impact Assessment (PCIA): MAG's approach²⁷

MAG is in the process of developing a method to assist in the collection of data for impact assessment of its mine action activities. The PCIA methodology developed by MAG draws on two existing models: the DfID (UK Department for International Development) Sustainable Livelihoods Framework and the Livelihood Assets Status Tracking System (LAST) developed by the University of Manchester. The purpose of the PCIA is to examine how household livelihoods and levels of risk have changed as a result of MAG's work by tracking the ongoing dynamics of the five assets essential to sustainable livelihoods (financial, human, natural, physical and social).

With financial support from DfID, the PCIA methodology has been piloted recently in Cambodia, a country where the main contamination is landmines. Initial findings show that the methodology, using Word Pictures,²⁸ is quite complex; it requires significant time and staff to conduct the work. However, clear benefits of the methodology include the household analysis based on assets, which can capture both negative and positive changes, and the ability to present qualitative understanding as quantitative data. The tool would be most effective used in communities where MAG and a development partner carry out multiple clearance tasks integrated with development activities. Based on the Cambodia pilot, MAG will continue to refine the assessment methodology and hopes to conduct a second pilot in a country with ERW contamination and small arms and light weapons (SALW).

2. REPORT ON PROGRESS IN TERMS OF DEVELOPMENT OUTCOMES AND MINE ACTION OUTPUTS

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.²⁹ It does not reveal the impact clearance has on contaminated communities or how mine action contributes to the achievement of broader objectives, such as the [Millennium Development Goals \(MDGs – see Table 2\)](#).³⁰

Table 2 | How mine action contributes to the achievement of the MDGs

MDG	BENEFITS
1. Eradicate extreme poverty and hunger	<ul style="list-style-type: none"> > 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	<ul style="list-style-type: none"> > 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	<ul style="list-style-type: none"> > 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
4. Reduce child mortality	<ul style="list-style-type: none"> > 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	<ul style="list-style-type: none"> > Improved access to health services and facilities

2. REPORT ON PROGRESS IN TERMS OF DEVELOPMENT OUTCOMES AND MINE ACTION OUTPUTS

Table 2 | How mine action contributes to the achievement of the MDGs

MDG	BENEFITS
6. Combat HIV/AIDS, malaria and other diseases	<ul style="list-style-type: none"> > Improved access to health services and facilities > Clearance of water and sanitation facilities reduces risk of malaria and other diseases
7. Ensure environmental sustainability	<ul style="list-style-type: none"> > 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	<ul style="list-style-type: none"> > 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

The objective of a mine action intervention (project, programme or policy) is to ‘make a difference’ in the lives of people in mine-affected regions. This is measured in development terms (eg health, security, material prosperity, psycho-social well-being, political development, etc). See [Box 9](#) for standard criteria and indicators when measuring the developmental outcomes of mine action.

Box 9 | Measuring the developmental outcomes of mine action³¹

Standard criteria used for measuring the developmental outcomes of international development projects include relevance, efficiency, effectiveness, sustainability and impact.³² Additional criteria may be added where relevant to the country and programme/project context. For example, humanitarian mine action programmes could include criteria such as appropriateness, coverage, coherence and connectedness (ie bridging the gap between humanitarian and development programming).³³

The following are examples of indicators³⁴ of socio-economic outcomes/impacts resulting from mine action:

- > reduction in the numbers of mine/ERW accidents and the loss of human or animal life
- > amount of cleared land brought into productive agricultural use
- > output produced and income generated 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
- > numbers of clinics and schools reopened
- > reduced travel distances

3. SHARE INFORMATION AND COLLABORATE WITH DEVELOPMENT ACTORS

a. Conduct outreach to development actors working in contaminated areas and communities

Meet with key development actors to ensure that reconstruction and development programmes in mine-affected areas consider the mine/ERW contamination problem. Find out who has authority over the various development issues, eg core budget and planning units in the ministries of finance and planning, public sector agencies. Find out which humanitarian/development NGOs are working in contaminated areas.

Use compelling mine action information to demonstrate how contamination has negative impacts on development programmes and investments. Explain how mine action services can solve the contamination problem, promote economic development and improve lives and livelihoods in contaminated communities.

b. Share information with development actors about the nature and extent of mine/ERW contamination

Provide development actors with detailed, up-to-date maps and data on mine contamination and casualties on a regular basis, which they can use for planning. Encourage them to use the [Landmine Impact Survey](#) and other mine action assessments when designing development projects. Find out their specific needs and provide tailored information products. Offer to provide advice on:

- > current and planned clearance activities
- > location of damaged infrastructure and inaccessible assets (eg agriculture and grazing land)
- > communities requiring development assistance
- > vulnerable groups engaging in high-risk behaviour (eg foraging or farming on suspected hazard areas)
- > organisations working specifically on mine clearance, MRE and survivor assistance



3. SHARE INFORMATION AND COLLABORATE WITH DEVELOPMENT ACTORS

Box 10 | Using mine action information to promote development³⁰

Mine action programme managers typically use databases to:

- > plan, manage, report and map the results of survey and other data collection activities
- > report and map mine, UXO and other ERW threats
- > record, report on and map clearance activities

Users of such systems include mine action organisations, national governments, international organisations, NGOs and peacekeeping forces. They often combine GIS³⁵ capability with a relational database to assist those working on field survey, casualty surveillance, MRE, clearance and other mine action activities.

Mine action data can also be used by development partners to inform the targeting and design of development programmes in mine-affected countries. Users can request data on a range of issues. For example, data generated in the form of lists, reports and maps indicate:

- > 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 taking place or is planned
- > number, location, type and cause of accidents
- > information about victims; age, sex, type of injury, occupation, location of accidents, season, etc
- > where MRE has been delivered
- > location of hazardous areas and accidents relative to infrastructure, eg roads, bridges, hospitals, schools, agricultural land, irrigation channels
- > number and location of affected communities
- > type of blocked assets, eg crop land, roads, water, infrastructure

The information generated will depend on the accuracy and level of detail of the data entered. The databases can also provide development organisations with useful information to compare against poverty-related data.

Find out which public sector agencies and other development actors have data that may be useful to mine action operations. Develop relationships with these agencies and share information. For example, ministries of land management, transportation, forestry, rural development, water and sanitation, etc are likely to have sector-related data which may be useful, often in GIS format. Municipalities and utilities often have physical planning data that may be of use.

GUIDELINES

3. SHARE INFORMATION AND COLLABORATE WITH DEVELOPMENT ACTORS

- c. Participate in formal mine action and humanitarian/development coordination bodies at national and sub-national levels, to promote cooperation with government authorities and development organisations

Mine action organisations attend periodic mine action forum meetings. In some cases, government officials, donor agencies and humanitarian and development NGOs also attend. The meetings provide a platform to share information and discuss key issues. Encourage humanitarian and development NGOs working in mine-affected areas to take part.

- d. Hold regular meetings with development actors working in the area

Participate in NGO coordination forums to share information about planned and current mine action activities. Use these meetings to brief humanitarian and development NGOs about available mine action services; include lead times and processes for requesting mine action assistance. Find out about NGO and government plans and time-frames for providing input on the mine/ERW contamination problem and offer assistance.

- e. Work with humanitarian and development NGOs

Meet with humanitarian/development NGOs to discuss and jointly plan projects in mine-affected communities. Encourage them to work in affected communities, not to avoid them. Show them that mine/ERW contamination is a development problem that can be solved.

Coordinated efforts to eliminate the risk of mines/ERW and provide support to affected communities will improve lives and livelihoods. Efforts will enhance the benefits and sustainability of mine action and development projects. Consider partnering with a development NGO by

- i. Forming a consortium with other mine action organisations and humanitarian/development NGOs

Where the contamination problem and needs of mine-affected communities exceed your agency's capacity, consider forming an NGO consortium of mine action and humanitarian/development NGOs. This could help in situations where resources and capacity are limited.

For example, in the Blue Nile region of Sudan, MAG supported the development work of a consortium of NGOs as part of a consolidated Recovery and Rehabilitation Programme. The consortium consisted of

GUIDELINES

3. SHARE INFORMATION AND COLLABORATE WITH DEVELOPMENT ACTORS

Islamic Relief, Save the Children-Sweden, Spanish Red Cross, Sudanese Red Crescent, Sudan Association for Combating Landmines [JASMAR], Child Rights Institute and the Blue Nile Network for Development Organisation. MAG undertook assessments to measure the threat from mines/ERW in areas planned for wells, boreholes and latrines, schools, farm land and grain storage. For example, if a borehole was planned in an area, MAG sent a team to assess and check that it was safe for the development project to continue.⁵⁶

Since 2006, Danish Church Aid (DCA) has been working in Sudan with the SKILLS (South Kordofan Infrastructure, Learning and Livelihood Support) consortium. The consortium is headed by Save the Children Fund (USA)⁵⁷ and includes the Nuba Relief Rehabilitation and Development Organisation, plus the Diocese of El Obeid. The consortium implements various development activities in Sudan's Nuba Mountains, while DCA provides demining and MRE services.⁵⁸

NPA co-founded Sri Lanka's Solidar Consortium with Arbeiter Samariter Bund and Swiss Labour Assistance, two European NGOs, to effectively coordinate emergency assistance following the Tsunami. Through the consortium, the organisations share office space, personnel, resources, knowledge, expertise and funding. Until 2009, NPA, in association with its local demining partner in Kilinochchi district, the Humanitarian Demining Unit, provided mine/UXO clearance services. The services support relief and recovery projects undertaken by consortium members and other local partners.⁵⁹

- ii. Establishing a broader alliance with a development NGO

Few humanitarian and development NGOs have in-house mine action expertise, despite working in mine-affected communities. Consider establishing a broader partnership with a humanitarian/development NGO. This will enable it to draw upon your organisation's expertise when assisting mine-affected communities.

- iii. Working with development actors to implement integrated mine action and development projects

Integrated projects require that development actors and mine/ERW operators jointly plan and sequence mine action and development activities. Box 11 provides examples of how development actors can incorporate mine action components in their programming. Discuss the following entry points with your development partners and encourage them to integrate mine action components in their programming.

GUIDELINES

3. SHARE INFORMATION AND COLLABORATE WITH DEVELOPMENT ACTORS

Box 11 | Incorporating mine action into development programming: Entry points

Health:

- > target people with disabilities, including mine/ERW survivors, as beneficiaries to strengthen national health care systems
- > use community-based counselling aids or community-level 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 / livelihoods:

- > ensure [food security](#) and livelihood promotion projects target farmers in mine-affected or recently cleared areas, providing agricultural training, inputs and tools. Actively involve these farmers in efforts to prioritise agricultural land for clearance. Target family members of mine/ERW survivors to improve the overall livelihood situation of these households
- > include mine survivors as beneficiaries in sustainable livelihoods assistance that targets mine-affected communities (eg agricultural training and inputs, provision of loans and vocational training, establishment of micro-credit schemes). Some activities that require less mobility (such as goat rearing or bicycle repair) can help rebuild the assets of survivors
- > ensure livelihoods assistance programmes also target households engaging in high-risk activities (eg collecting and tampering with scrap metal, foraging and farming on mined areas); offer alternative, safe livelihood options

Emergency response:

- > recommend 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 MRE in capacity development training and Standing Operating Procedures for staff and partners
- > learn about and use MRE (eg [International Mine Action Standards \(IMAS\)](#) for MRE) messages in radio broadcasts (for IDPs, refugees), dramas and a variety of on-site training activities for displaced populations

Water-sanitation and hygiene:

- > partner with mine/ERW operators to clear sites for wells and latrines in mine-affected areas
- > incorporate MRE trainers into work with water, hygiene and sanitation management committees (responsible for community water points)
- > design and locate rural sanitation facilities that meet the needs of people with disabilities, including mine/ERW survivors; modify them to be more accessible and dignified to use through ramps, handles, etc. Consult survivors and other people with disabilities in the design process.

Peace building and reintegration:

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

GUIDELINES

3. SHARE INFORMATION AND COLLABORATE WITH DEVELOPMENT ACTORS

Box 11 | Incorporating mine action into development programming: Entry points

- > recommend the prioritisation of mine/ERW survey and clearance during reconstruction and recovery work when preparing sites 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 psychosocial assistance and activities include facilities and 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. In high-risk areas, consider the inclusion of MRE in school curricula

Infrastructure projects:

- > ensure road rehabilitation and construction of accessible new 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 assets



An increasing number of development NGOs are including mine action services, such as MRE, enhanced survivor assistance referrals and clearance, in project budgets.

Budgetary support for mine action services can be requested from bilateral and multilateral development agencies when implementing development activities in affected areas. Consider developing joint project proposals. The Australian Agency for International Development (AusAID), the Canadian International Development Agency (CIDA) and the Swiss Agency for Development and Cooperation (SDC) are among the bilateral donors that support [integrated mine action and development initiatives](#). For example, Box 12 describes the integrated programme supported by AusAID in Lao PDR.

GUIDELINES

3. SHARE INFORMATION AND COLLABORATE WITH DEVELOPMENT ACTORS

Box 12 | Integrated mine action and development in Laos

UXO contamination affects over 37% of all agricultural land in Laos, and is a critical constraint on development. In 2007, AusAID initiated the Laos-Australia NGO Cooperation Agreement (LANGOCA) Programme. The programme focus is to reduce the vulnerability of the poor and to respond to disasters and UXO contamination; this is integrated with poverty reduction and cross-cutting issues such as gender, HIV/AIDS, environment and ethnicity. The programme consists of cooperation agreements between AusAID and four Australian NGOs operating in Laos: Oxfam, CARE, World Vision and Save the Children.

The programme has a budget of approximately \$14 million (AUS) over a five year period, with \$5 million allocated to UXO activities. One of the four main programme components focuses on reducing the impact of UXO by:

- > strengthening coordination within the UXO sector, across all levels
- > building the capacity of key stakeholders such as the Lao PDR National Regulatory Authority (the National Mine Action Authority)
- > combining UXO action and community-based poverty reduction following a livelihoods approach
- > highlighting best practice and fostering opportunities for strategic planning and policy dialogue

The development budgets of CARE and World Vision include UXO clearance. Through the programme, development NGOs select and work with specific clearance operators (Swiss Foundation for Mine Action and Mines Advisory Group) not only on clearance, but also to conduct village needs assessments, planning, community liaison and [post-clearance assessments](#). The clearance operators are not just service providers, they are partners.⁴⁰



Despite the importance of working with humanitarian/development NGOs, consider in advance the operational challenges that these cross-sector partnerships can present and plan accordingly. Box 13 highlights some of the key lessons learnt by the Fondation Suisse de Deminage (FSD).

GUIDELINES

3. SHARE INFORMATION AND COLLABORATE WITH DEVELOPMENT ACTORS

Box 13 | Lessons learnt from partnering with development agencies: FSD's experiences⁴¹

FSD partners with development agencies in several countries for two main reasons: (i) to provide them with dedicated clearance resources that are guaranteed to be available when required and (ii) to be assured the sites cleared by FSD will be followed-up with timely development support. However, in FSD's experience, the implementation of dedicated partnerships with development agencies raises challenges that were not originally expected. For example:

- > working with development partners who fall behind schedule or change plans suddenly is frustrating and can leave clearance teams with nothing to do, reducing operational efficiency. In allocating clearance resources to development partners, consideration should be given to the partner's planning and preparation capacity and its track record in following-up clearance with meaningful development. This will help ensure the timely and effective use of clearance resources. It will also promote more effective annual planning, particularly where seasonal planning is required
- > working with a development partner on several, broadly similar tasks, and accompanying them through planning and implementation, enables mine/ERW operators to better adapt their procedures to meet survey and clearance requirements
- > an effective prioritisation system ensures that appropriate clearance resources are allocated to development partners when and where required. However, this requires a capable, pro-active and impartial tasking authority, eg the NMAC, which is often a challenge in itself

4. ENSURE MINE ACTION PROGRAMMES ARE GENDER-SENSITIVE AND INCLUSIVE, RESPONDING TO THE NEEDS OF ALL PEOPLE AFFECTED, WITHOUT DISCRIMINATION

Gender equality and social inclusion are important in the development process and efforts to ensure mine action promotes development.

Mine/ERW contamination affects women, men, boys and girls in different ways. All humanitarian and development interventions, including projects that assist mine/ ERW-affected communities, have a gender impact and do not automatically benefit women and men equally. For example, Box 14 describes the findings of a gender assessment of the UXO sector in Lao PDR. It is critical that mine action programmes respond to the needs of all people affected, without discrimination, and promote equal opportunities.

Draw upon the wide range of gender and diversity mainstreaming tools and resources available.⁴² Box 15 describes the efforts of Jordan’s National Committee for Demining and Rehabilitation (NCDR) and NPA to conduct a gender-sensitive mine action survey.

Box 14 | Assessment of gender perspectives within Lao PDR’s UXO sector

In 2008, the UNDP, with support from MAG and funding from Irish Aid, commissioned a UXO sector gender assessment in Lao PDR. The aim was to analyse gender equity in Lao PDR and how gender perspectives can be mainstreamed into UXO action. The assessment revealed that, to a large extent, female voices were absent from the UXO action process in Lao PDR. Current approaches used by the UXO sector rarely create an environment which promotes equal participation or the transfer of knowledge. The assessment outlines detailed recommendations for non-commercial mine/ERW operators (though specific points are also included for the National Regulatory Agency, the Lao national UXO authority).⁴³ Key recommendations include:

- > community teams must have a gender balance to enable male to male and female to female interaction and must be trained in gender awareness and specific techniques for interviewing women, men, girls and boys of differing linguistic groups
- > operators (UXO clearance and/or development agencies) must carry out both pre- and post-clearance assessments that deliberately aim to incorporate gender perspectives and promote an inclusive approach
- > data must be disaggregated by sex and age
- > when handing over cleared land, operators must ensure that landowners and their families, as well as other female and male community members are present. The handover process should involve a full explanation of what has been cleared and for what type of land-use
- > MRE messages and activities should target high risk groups defined by sex, age, behaviour and livelihood activities

4. ENSURE MINE ACTION PROGRAMMES ARE GENDER-SENSITIVE AND INCLUSIVE

Box 14 contd. | Assessment of gender perspectives within Lao PDR’s UXO sector

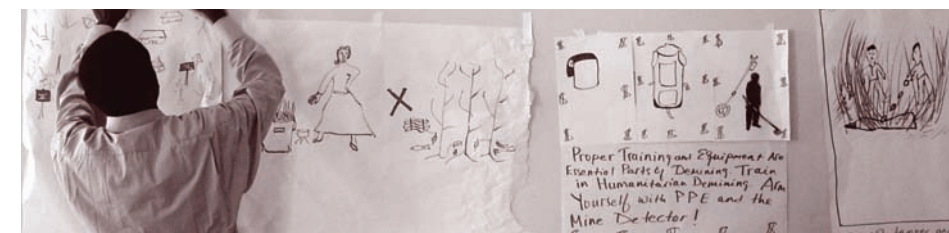
- > risk education teams should consist of members with the ability to speak the local languages of affected communities or train local communicators that will be able to deliver messages in the local language
- > operators must build long-term strategies to train and promote (based on merit) female staff into leadership and management roles
- > operators must provide separate sleeping/bathing facilities for female and male staff, where possible in a separate location.

Box 15 | Benefits of a gender-sensitive mine action survey in Jordan ⁴⁴

In Jordan, the National Committee for Demining and Rehabilitation (NCDR) and Norwegian People’s Aid (NPA) undertook a Landmine Retrofit Survey with a clear gender perspective. Gender balanced survey teams gathered information from women and men in affected communities. Meetings were scheduled at convenient times and locations to make sure all segments of society could participate. In discussions about how minefields threaten lives and block development, and how clearance would improve life for women, men, girls and boys, people submitted information on the location of accidents.

The analysis of the data collected showed that males and females identified different areas as contaminated. Men and women have different information depending on mobility patterns, daily tasks and knowledge. One of the main conclusions was that clearance operations have to take into account the needs of both men and women. It also demonstrated that female participation results in better data.

Use participatory, inclusive approaches when engaging local communities and ensure that the needs of all groups within the community are considered. Women and men should be able to participate equally in key aspects of the intervention, as beneficiaries and decision-makers.⁴⁵ This may require consulting women and men separately, as well as other groups (eg people with disabilities, minority ethnic groups, etc); their specific needs may not be recognised by community leaders.



GUIDELINES

4. ENSURE MINE ACTION PROGRAMMES ARE GENDER-SENSITIVE AND INCLUSIVE

Ensure that employment opportunities are accessible by all individuals within the community, ie women, men, people with disabilities and ethnic minorities. Box 16 describes the efforts of the International Women's Development Agency, in association with World Vision, MAG and the Cambodian Mine Action and Victim Assistance Authority (CMAA), to ensure a gender-sensitive approach to integrated mine action and development in Cambodia.

Box 16 | 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 in which gender considerations are integrated into all programme components.

Gender mainstreaming efforts take a dual approach, working at national and local levels. At the national level, IWDA is working with CMAA to ensure gender considerations are incorporated in national mine action policy. They aim to provide gender training for key government staff, and to develop a gender sensitive monitoring and evaluation system. IWDA is also partnering with World Vision and MAG at the local level. They aim 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 being made to mainstream gender in mine action planning and implementation by ensuring:

- > the use of inclusive approaches to identify and prioritise minefields for clearance that equally consider 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 as well as 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



GUIDELINES

5. EXPLORE OPPORTUNITIES FOR SUPPORTING BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES. MINE ACTION CAN BE AN EFFECTIVE ENTRY POINT AND CAPACITY-BUILDING MEASURE IN CONFLICT AND POST-CONFLICT SITUATIONS

Mines/ERW and small arms and light weapons (SALW) are all tools of armed violence that negatively affect lives and livelihoods after conflict.⁴⁶ Efforts to address mine ERW contamination and SALW are often addressed separately. However, mine action can contribute to programmes focused on armed violence reduction (AVR), peace-building, security system reform (SSR) and the disarmament, demobilisation and reintegration (DDR) of former combatants. Many mine/ERW operators run programmes that include SALW and ammunition collection and destruction. They also run programmes for safe storage of weapons and ammunition, SALW awareness and capacity development of national small arms authorities.⁴⁷



Box 17 | MAG's support to civilian disarmament and weapons control in Burundi

MAG is working with the Burundian Army (FDN) and the Burundian Police (PNB) to reduce the threat posed by SALW in Burundi. Since 2007, MAG has worked with the FDN to destroy MANPADS (Man-Portable Air Defence Systems) stockpiles and obsolete weapons and ammunition. In 2008, MAG started supporting the civilian disarmament campaign through a mixed MAG-PNB mobile team. The team collects and destroys SALW previously handed-over by the population or seized by the PNB. As part of Burundi's implementation of the Nairobi Protocol for the Prevention, Control and Reduction of Small Arms and Light Weapons in the Great Lakes Region and the Horn of Africa,⁴⁸ a survey of the PNB SALW and sites has recently been completed. This led in 2009-2010 to a comprehensive Physical Security and Stockpile Management (PSSM) project with the PNB. Parallel to the marking of weapons, it focuses on collecting and destroying surplus and obsolete SALW, improving the physical security of police weapons stores and training police in weapons and ammunition accountability and safe storage.⁴⁹

Support and coordinate efforts with organisations involved in community safety and armed violence reduction programmes. These could include

GUIDELINES

5. EXPLORE OPPORTUNITIES FOR SUPPORTING BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES

community-based policing, neighbourhood-watch associations and peaceful conflict transformation. Ensure assistance to survivors of mine/ERW accidents also includes survivors of gun-related and other armed violence.

Greater coordination could strengthen programme planning, reduce duplication and provide a more coherent response to community safety. Explore opportunities by engaging with key actors involved in peace-building and security programmes at national and international levels.

For example, in several mine-affected countries (eg Afghanistan, Cyprus, Lebanon, Mozambique and Sudan) mine action has been a key component in peace-building and reconciliation through the employment of demobilised ex-combatants. As clearance is a labour intensive activity, it has the potential to absorb large numbers of ex-combatants and provide employment, training, discipline and the opportunity to regain respect. If the employment of mine action staff is balanced, employing equal numbers of each faction, this can send a strong positive message in support of wider reconciliation.⁵⁰

As described in Box 18, DDG's work in Somaliland is an example of how a mine/ERW operator adapted its programming and approach in response to changing community needs and the local context.

Box 18 | DDG in Somaliland: From mine action to small arms control and safe storage⁵¹

Since 1999, the DDG has been active in mine clearance, MRE and explosives ordnance disposal (EOD) in Somaliland to reduce the impact of ERW left from wars and civil conflicts. In 2002-3, DDG implemented a Landmine Impact Survey (LIS) in the accessible regions of Somaliland. It found that about 80% of all districts were contaminated by landmines, with ERW affecting 30% of all communities. DDG established a good network with local authorities and clan leaders, and focused on the needs of communities. It worked with Haqsoor, a local conflict resolution NGO, to support the Village-by-Village Clearance Project (VBVC) as well as the subsequent Village and Stockpiles Disposal Initiative (VSDI).

By late 2005, DDG concluded that the majority of high priority mined areas had been cleared and the core problem remaining in Somaliland was related to UXO.⁵¹ Consequently, DDG entered the final stage of its mine action programme and established mobile EOD teams to do village-by-village UXO clearance. However, DDG encountered ongoing problems with some Somali communities regarding the private and unsafe storage of UXO. Despite the provision of MRE and home visits by DDG to collect UXO, community members were unwilling to hand over munitions. To address this issue, DDG decided to work with Haqsoor, based on its previous mediation work with clans regarding revenge killings. (Haqsoor, managed by clan elders, was initially established by DDG's parent organisation,

GUIDELINES

5. EXPLORE OPPORTUNITIES FOR SUPPORTING BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES

Box 18 contd. | DDG in Somaliland: From mine action to small arms control and safe storage

the Danish Refugee Council.) Haqsoor mediated a workshop with clan elders and local leaders in a pilot community to strengthen the relationship between the community and mine action organisations and to encourage the handover of UXO. This pilot led to the handover of 62 items of ERW (nothing had been handed over during the previous nine visits to the community).

After a decade of mine action, DDG felt that its efforts and those of other mine/ERW operators in Somaliland had reduced the mine/ERW contamination problem to a residual level. DDG consequently finished its mine action programme and is now focusing on small arms control and safe storage. In Somaliland, unregulated weapons still have a significant destabilising influence on community safety. Formal legislation and state control over the ownership and use of SALW and related ammunition is only weakly developed. Much still depends on traditional governance systems and local norms of use. UNDP is supporting the Ministry of Interior in developing and implementing a licensing and registration system for SALW. This effort promotes a national firearms regulatory system, but has little effect at the community level. The DDG VSDI attempts to bridge this gap by encouraging communities to set up their own mechanisms to control the availability and use of SALW.

To implement this project, DDG continues to work with Haqsoor and traditional governance institutions. The DDG strategy differs from the standard approach in dealing with SALW, as it was developed specifically in the context of Somalia where government structures are weak and society remains clan based. Instead of encouraging a restriction on the numbers of weapons and munitions (which could upset the balance of power among clans), DDG focuses on improving community management of, and control over, firearms, to reduce local problems related to firearms. The communities themselves design the project and how it is implemented; a grass-roots approach that increases the buy-in of the beneficiaries of the programme. For example, communities may decide to introduce gun cabinets for safe storage of weapons within households, or a local committee of trusted individuals may be put in charge of community armouries.

The activities of DDG in Somaliland show a flexible approach to security related problems. The shift from mine action to small arms and community safety more generally, illustrates how a demining NGO can respond to broader security concerns and development needs. In addition, DDG's cooperation with Haqsoor highlights the importance of engaging a wide range of actors outside the mine action community.

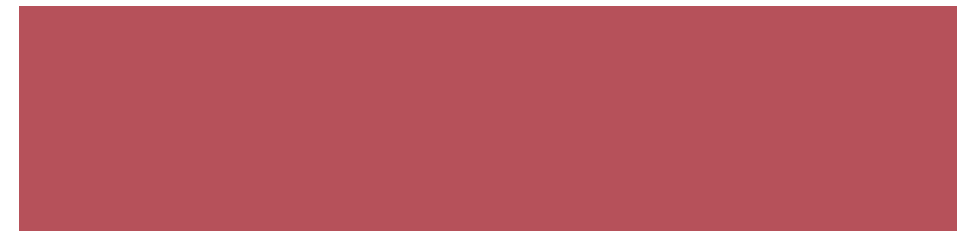
ENDNOTES

- ¹³ GICHD. Discussion Paper 6: Priority-setting for ERW clearance programmes. 2009 Meeting of Experts of the States Parties to CCW Protocol V, April 2009, [http://www.unog.ch/80256EDD006B8954/\(httpAssets\)/F8BC9C3275BDC263C125759F00604A8A/\\$file/DP+6+Clearance+Priorities.pdf](http://www.unog.ch/80256EDD006B8954/(httpAssets)/F8BC9C3275BDC263C125759F00604A8A/$file/DP+6+Clearance+Priorities.pdf)
- ¹⁴ Charles Downs, Increasing the Impact of Mine Action Surveys, Journal of Mine Action, Winter 2006. <http://maic.jmu.edu/journal/10.2/notes/downs/downs.htm>
- ¹⁵ Cambodian Mine Action and Victim Assistance Authority, Policy Guidelines and Operational Guidelines on Socio-economic Management of Mine Clearance Operations, First amendment, November 2006.
- ¹⁶ Sippi Azarbaijani-Moghaddam. Assessment of Post Demining Impact Assessment for the Mine Action Coordination Center of Afghanistan. MACCA, Kabul, March 2009.
- ¹⁷ A survey collects data. An assessment aims to make sense of the data collected.
- ¹⁸ Socio-economic surveys can be combined with technical surveys or conducted separately. Socio-economic surveys assess socio-economic data to determine socio-economic impact while technical surveys assess technical data.
- ¹⁹ For more information, see Norwegian People's Aid. Task Impact Assessment Handbook. Oslo, August 2005.
- ²⁰ Anna Roughley, "Bridging Mine Action with Development", SOLIDAR news, September 2006. <http://www.sah.ch/data/9D1AF900/Solidar%20September%20Newsletter.pdf>; Ruth Bottomley, Community Participation in Mine Action: A Review and Conceptual Framework, Norwegian Peoples Aid, 2006. http://www.npaid.org/filestore/comm_part_ma.pdf; NPA, TRO and Humanitarian Demining Unit. NPA/HDU High Priority Area Clearance Plan, Vanni Region, Sri Lanka, 2005; NPA, DRAFT - Task Impact Assessment: The benefits to all stakeholders, 2007.
- ²¹ In the mine action world, there is a tendency to use the word "impact" to describe the socio-economic effects of contamination and mine action activities, eg Post Conflict Impact Assessment (PCIA). However, development organisations tend to look at "outcomes", so here PCA is used.
- ²² GICHD and UNDP. Socio-Economic Approaches to Mine Action: An Operational Handbook. May 2002. http://www.undp.org/cpr/documents/mine_action/training/Socio-Economic_Approaches_to_Mine_Action.pdf; For example, assessing why cleared land is not being used as intended may reveal that beneficiary communities do not have the skills, tools and/or resources required to effectively cultivate cleared land, or that communities are not using cleared land due to a lack of confidence in the clearance process. Mine action organisations can contact and alert development partners to community needs, or investigate why communities lack confidence in the clearance process and take steps to address this.
- ²³ To access DDG's impact monitoring manual, see www.drc.dk
- ²⁴ B. Pound et al.
- ²⁵ GICHD. 2005. Mid-term outcome evaluation for strengthening national capacity for mine action in Yemen – Phase II UNDP Project YEM/03/010/01/99. Geneva: GICHD, <http://www.gichd.org/fileadmin/pdf/evaluations/database/Yemen/Yemen-Final-June2005.pdf>
- ²⁶ For more information on the Sustainable Livelihoods Approach, see http://www.livelihoods.org/info/guidance_sheets_pdfs/section1.pdf
- ²⁷ Email from Ruth Bottomley, MAG Community Liaison Manager, Southeast Asia, dated 8 April 2009.
- ²⁸ A Word Picture is a matrix based on the five capitals of the sustainable livelihoods framework and using locally defined indicators to describe the worst to best scenarios for each capital. MAG employed two Word Pictures for the PCIA, one focusing on household assets and the other on levels of risk.

- ²⁹ GICHD and UNDP, Socio-Economic Approaches to Mine Action: An Operational Handbook. May 2002. http://www.undp.org/cpr/documents/mine_action/training/Socio-Economic_Approaches_to_Mine_Action.pdf
- ³⁰ The MDGs are eight goals to be achieved by 2015 that respond to global development challenges. They were first outlined in the Millennium Declaration, adopted by 189 states in September 2000. For more information, see www.undp.org/mdg/basics.shtml
- ³¹ Ted Paterson, Evaluation Workshop, GICHD, 24-27 February 2004.
- ³² See OECD Development Assistance Committee (DAC) Principles for Evaluation of Development Assistance, 1991, <http://www.oecd.org/dataoecd/31/12/2755284.pdf>
- ³³ See IMAS 14.10, Guide for the evaluation of mine action interventions, [http://www.mineactionstandards.org/IMAS_archive/Final/IMAS%2014.10%20Guide%20for%20the%20evaluation%20of%20mine%20action%20interventions%20\(First%20Edition\).pdf](http://www.mineactionstandards.org/IMAS_archive/Final/IMAS%2014.10%20Guide%20for%20the%20evaluation%20of%20mine%20action%20interventions%20(First%20Edition).pdf)
- ³⁴ A criterion is a general category of data or evidence (eg risk of casualties): an indicator is a specific piece of data or evidence (eg number of casualties within the past two years).
- ³⁵ GIS or Geographic Information System captures, stores, analyzes, manages, and presents data that is linked to location. For more information, see Wikipedia: http://en.wikipedia.org/wiki/Geographic_information_system
- ³⁶ Mines Advisory Group, <http://www.maginternational.org/magsudan/>, "Why does MAG work in Sudan – partnerships and coordination" accessed 6 April 2009; "Project – Kurmuk and Geissan Relief and Rehabilitation Project" in UNMAS, Portfolio of Mine Action Projects 2008, UNMAS, UNDP and UNICEF. http://www.mineaction.org/downloads/1/map_portfolio_2008_acrobat7.pdf; email from Catherine Mahony, Project Manager, MAG Northern Sudan, 9 April 2009.
- ³⁷ Following the 4 March 2009 International Criminal Court indictment of Sudanese President Omar Bashir for crimes against humanity and war crimes committed in Darfur, 13 international aid agencies were expelled from Sudan, including Save the Children USA.
- ³⁸ Email from Thomas Skov-Hansen, Programme Officer, DanChurchAid (DCA), 4 May 2009.
- ³⁹ In 2009, NPA phased out its activities in Sri Lanka. Solidar website, <http://www.solidarsrilanka.org/>; NPA, Press Release: Norwegian People's Aid Phases out in 2009, 9 December 2008, accessed 18 May 2009, <http://www.solidarsrilanka.org/PDF/Press%20Release%20091208%20NPA%20Phases%20out%20SL%20activities%20.pdf>
- ⁴⁰ Mines Advisory Group (MAG). Annual Review 2007. <http://www.maginternational.org/silo/files/annual-review-2007.pdf>; AusAID. LANGOCA: Laos – Australia NGO Cooperation Agreement Programme. Final Programme Design Document, Volume 1, December 2006; National Regulatory Authority. The National Strategic Plan for the UXO Programme, 2004: <http://www.nra.gov.la/Standards/Standards.html>; International Campaign to Ban Landmines. Landmine Monitor Report 2006. <http://www.icbl.org/lm/2006/laos.html>
- ⁴¹ Email from Tony Fish and Stephanie Sparks, FSD, 29 April 2009.
- ⁴² Important starting points for considering gender within the context of mine action are the UN Gender Guidelines for Mine Action Programmes. 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. The Swiss Campaign to Ban Landmines (SCBL) is producing additional gender mainstreaming tools and resources to assist mine action and development practitioners. UNMAS. Gender Guidelines for Mine Action Programmes. 2005. http://www.mineaction.org/downloads/Gender_guidelines_mine%20action.pdf; SCBL's gender and mine action portal can be accessed at: <http://www.scbll-gender.ch/>. Please see the Supplementary Reading List for additional information on gender and mine action.
- ⁴³ MAG. Assessment of Gender Perspectives in UXO Action in the Lao PDR, UNDP, March 2008. <http://www.nra.gov.la/PDF/Assessment%20of%20Gender%20Perspectives.pdf>

- ⁴⁴ National Committee for Demining and Rehabilitation (NCDR - Jordan) in SCBL. Gender and Landmines: from Concept to Practice, April 2008. For more information on the NCDR's efforts to mainstream gender, see: Adnan Telfah, "NCDR and Women in Jordan" Journal of ERW and Mine Action, Issue 12.2, Winter 2008/2009, <http://maic.jmu.edu/Journal/12.2/profiles/young/young.htm>
- ⁴⁵ Hilde Wallacher (PRIO). Gender Mainstreaming in Mine Action – a Critical Background Analysis. November 2007. http://www.prio.no/files/file50651_gender_mainstreaming_in_mine_action_nov_07_background_report.pdf
- ⁴⁶ 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.
- ⁴⁷ MAG, Convention Weapons Management and Disposal, Global Update, January & February 2009, <http://www.maginternational.org/silo/files/mag-cwmd-global-update--janfeb-2009.pdf>; Reuters/Alertnet, "MAG's Conventional Weapons Management & Disposal programmes", 15 December 2008, <http://www.alertnet.org/thenews/fromthefield/220485/122933967082.htm>, accessed 6 April 2009; Halo Trust, "Weapons and Ammunition Disposal", <http://www.halotrust.org/global.html>, accessed 6 April 2008; Tim Lardner (GICHD), External Assessment of DDG's HMA Programme in Somaliland, May 2008. <http://www.gichd.org/fileadmin/pdf/evaluations/database/Somalia/Evaluation-AssessmentDDG%20sHMAProgrammeSomaliland-GICHD-May2008.pdf>
- ⁴⁸ Nairobi Protocol for the Prevention, Control and Reduction of Small Arms and Light Weapons in the Great Lakes Region and the Horn of Africa, <http://www.smallarmsnet.org/docs/saaf12.pdf>
- ⁴⁹ MAG. Where we work: Burundi, <http://www.maginternational.org/where-we-work/where-mag-works/burundi/>; MAG. Burundi: Supporting human security, <http://www.maginternational.org/MAG/en/news/burundi-supporting-human-security/>; MAG. MAG's approach to Conventional Weapons Management and Disposal, <http://www.maginternational.org/cwmd> (accessed 22 April 2009).
- ⁵⁰ Ted Paterson, "Time to go MAD" in Stuart Maslen, Mine Action After Diana: Progress in the Struggle Against Landmines. University of Michigan Press, 2004.
- ⁵¹ Danish Demining Group. A Concept Paper from Danish Demining Group/Danish Refugee Council (DDG/DRC) Relating to Community Based Security Enhancement (Small Arms & Light Weapons & Ammunition Control & Disposal) In North West Somalia/Somaliland, 2007; DDG, DDG/DRC Somaliland Small Arms & Light Weapons Community Attitudes Assessment Initial Summary of Findings, 2007.

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. For information about GICHD LMAD capacity development support, please email: lmad@gichd.org



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

Bilateral Donor Refers to donor countries that either 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.

Community Liaison⁵² Is the system and processes used to exchange information on the presence of mines and ERW, and of their potential risk, between national authorities, mine action organisations and communities. 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 and the impact of their actions on that context, in order to avoid negative outcomes and maximise positive ones.

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 living (such as political freedom, the availability of "social goods", including education, health care for all citizens and freedom from hunger and premature death). It also requires the removal of all sources of "unfreedoms", such as poverty, tyranny, political repression, poor economic opportunities, social deprivation and poor infrastructure and public service delivery.⁵³

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; participants are ministers or heads of aid agencies. The Development Co-operation Directorate (DCD), one of the OECD's dozen substantive directorates, supports the work of the DAC. Members of the DAC are expected to have certain common objectives concerning the conduct of their aid programmes.⁵⁴

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; they may receive some form of compensation and other assistance to facilitate their reintegration to civilian life.⁵⁵

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

Explosive Remnants of War (ERW)⁵⁶ 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 that meets 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 state 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.⁵⁷

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; 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 Is 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 Security⁵⁸ Focuses on the protection of individuals from acute threats and on 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)⁵⁹ 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.⁶⁰

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 and 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 impede post-conflict reconstruction and development. It 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, sub-national, national and international).

International Mine Action Standards (IMAS) Refer 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.⁶¹ The following guiding principles underpin IMAS: national ownership; standards that 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’, meaning 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 of these methods). Mines can also be ‘command detonated’, a process where a second person detonates a mine or improves an 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.⁶²

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.⁶³

Linking Mine Action and Development (LMAD) or Integrated Mine Action and Development See Integrated Mine Action and Development

Livelihood⁶⁴ 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; it must 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.

Millennium Development Goals (MDGs) The eight Millennium Development Goals (MDGs) range from halving extreme poverty, to halting the spread of HIV/AIDS and providing universal primary education, all by the target date of 2015. They form a blueprint agreed to by all the world’s countries and all the world’s leading development institutions.⁶⁵

Mine Action The objective of mine action is to reduce the risk from landmines and ERW to a level where people can live safely. This means economic, social and health development can occur free from the constraints imposed by landmine and ERW contamination, and 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
- > 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 that lessen the probability and/or severity of physical injury to people, property or the environment. The activities raise awareness and promote 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 bringing about behavioural changes.⁶⁶

Multilateral Development Banks Refer 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.⁶⁷

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.⁶⁸

National Mine Action Centre (NMAC) Usually refers to the operational office of the National Mine Action Authority (NMAA).⁶⁹ It is responsible for the day-to-day coordination of the national mine action programme, and acts 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. The Mine Action Centre typically carries out the policies of the NMAA. It coordinates the work of the various organisations and agencies (NGO, UN, bilateral agency or commercial contractor) conducting mine action operations,⁷⁰ carries out MRE training and conducts reconnaissance of hazardous areas. It also collects and centralises mine data and ensures it forms part of a coherent integrated programme that addresses priority needs in a rational and cost-effective manner.⁷¹

National Mine Action Standards (NMAS) A National Mine Action Authority issues National Mine Action Standards 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: national ownership; standards that 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) Are surveys that generally seek to assess the effectiveness and efficiency of mine action planning and priority-setting processes. Their purpose is to enhance the productivity and technical efficiency of mine action and to monitor post-clearance land use. They ensure

that clearance priority-setting process are clear, transparent and carried out correctly; they 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 macroeconomic, structural and social policies and programs to promote growth and reduce poverty and 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) that 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. It is under government leadership and adopts common approaches across the sector. Efforts to strengthen government procedures for disbursement and accountability usually accompany it. 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.⁷²

Security System Reform⁷³

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 that the focus of mine action is not solely on achievement of outputs (eg demined land, mine aware people, etc) but rather the enhancement of 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 implications of the trauma.

Unexploded Ordnance (UXO)⁷⁴ 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, sub munitions, 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. They 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.⁷⁵

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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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