

Linking Mine Action and Development



States Affected By



Mines | ERW



Guidelines for Policy and Programme Development

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LINKING MINE ACTION AND DEVELOPMENT

**GUIDELINES FOR POLICY AND PROGRAMME DEVELOPMENT:
STATES AFFECTED BY MINES | ERW**

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SUMMARY OF GUIDELINES

FOR STATES AFFECTED BY MINES | ERW

FOR NATIONAL GOVERNMENTS

1. Demonstrate national ownership of the mine/ERW contamination problem at the highest level of government. Develop sustainable national capacities to undertake all elements of [mine action](#) over the medium and long-term.
2. Ensure the national mine action programme responds to the humanitarian and [development](#) needs of all citizens affected by mine/ERW contamination, particularly survivors of landmine/ERW accidents.
3. Reflect mine action in national and sector development plans, programmes and budgets.
4. Meet international legal obligations relating to weapons contamination.

FOR NATIONAL MINE ACTION AUTHORITIES

5. Demonstrate national ownership of the mine/ERW contamination problem. Develop sustainable national capacities to undertake all elements of mine action over the medium and long-term.
6. Ensure the national mine action programme responds to the humanitarian and development needs of all citizens affected by mine/ERW contamination, particularly survivors of landmine/ERW accidents.
7. Work with government officials to reflect mine action in national, provincial and/or sector development plans, programmes and budgets.
8. Strengthen information sharing and collaboration among different actors.
9. Implement international legal obligations relating to weapons contamination.

SUMMARY OF GUIDELINES

FOR STATES AFFECTED BY MINES | ERW

FOR SUB-NATIONAL GOVERNMENTS

10. Demonstrate ownership of the mine/ERW contamination problem. Develop sustainable local capacities to undertake all elements of [mine action](#) over the medium and long-term.
11. When planning reconstruction or [development](#) programmes, do not avoid contaminated areas and communities. There are solutions to explosives contamination.
12. Ensure mine action promotes development in affected areas and communities.
13. Strengthen information sharing and collaboration across sectors and among key actors.

FOR CORE BUDGET AND PLANNING UNITS

14. When planning reconstruction or development programmes, do not avoid contaminated areas and communities. There are solutions to explosives contamination.
15. Allocate sufficient resources to the national mine action programme over its lifespan, paying special attention to the reduction of international support.

FOR SECTOR MINISTRIES AND STATUTORY BODIES

16. Demonstrate ownership of the mine/ERW contamination problem. Develop sustainable national capacities to undertake all elements of mine action over the medium and long-term. Sector ministries and statutory bodies are in the best position to understand how contamination affects their work programmes.
17. When planning reconstruction or development programmes, do not avoid contaminated areas and communities. There are solutions to explosives contamination.
18. Share information and collaborate with mine action authorities.

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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 wide 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 relevant development plans and budgets at national, sub-national and sector levels.

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

National governments are responsible for the national mine action programme and should be in control of it, 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 priorities¹. It is vital that international organisations and NGOs support the government.

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

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

GUIDING PRINCIPLES

FOR LINKING MINE ACTION AND DEVELOPMENT

To explore collaboration with armed violence prevention and reduction programmes

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

ENDNOTES

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

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

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ACRONYMS

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

ACRONYMS

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



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
- > damage infrastructure essential for economic development and increase rebuilding costs
- > limit access to health care, education and other basic social services
- > prevent the use of assets vital to sustainable livelihoods; for example, water sources, irrigation channels and land used for agriculture, grazing, housing/resettlement and commerce
- > deter public and private investment and economic development through increased uncertainty, cost and delays resulting from suspected presence of landmines

Box 1 | Impact of mines/ERW on post-conflict livelihoods in Yemen²

Landmines and other ERW often affect lives and livelihoods long after a conflict has ended. In Yemen, mine/ERW contamination, resulting from several internal conflicts, continues to threaten livelihoods. Mines directly block access to natural and physical assets, including farmland and grazing areas, roads, paths and strategically placed buildings. They have also prompted changes in livelihoods strategies, eg by accelerating migration from mine-affected villages for employment. Mine/ERW contamination has impeded infrastructure development, and has discouraged government-supported social development projects in affected communities³. Mine/ERW contamination also affects human capital through injury and death. Farmers and herders, including children, are often victims.

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

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

OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION WITH DEVELOPMENT?

While difficult to quantify, the developmental impacts of [mine action](#) include safe roads; improved access and provision of health care, education and other social services; safe access and productive use of land intended for resettlement/housing, agriculture, grazing and forestry. Indirect developmental impacts include fewer deaths and injuries; increased availability of labour, skills and knowledge because of fewer accidents; improved sense of security; safe access to land, infrastructure, markets and social services; improved income levels, living standards and funds available for economic investment; a reduced burden placed on the health care system⁴.

When mine action first evolved, mine action organisations often operated in conflict and post-conflict environments in a largely 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.”⁵

Box 2 | Types of mine action

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 operational mandates of national and international forces to restore internal security.

Mine action for reconstruction focuses on rebuilding key infrastructure, often with a basis on clear priorities set by international organisations (rather than the government).

Mine action for development focuses on supporting new investments 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 forms 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 danger to communities and their livelihoods or to coordinating interventions with humanitarian and development actors in order to ensure mine action promoted development.⁶

OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION WITH DEVELOPMENT?

As emergencies ended and mine-affected countries stabilised, the focus of international assistance began to shift to post-conflict reconstruction and development. [Mine action](#) officials and practitioners often had difficulties making this shift from humanitarian mine action. National mine action programmes were not, and often still are not, linked early and strongly enough with key development actors. These include government officials in core budget and planning units, sector ministries and sub-national governments (which tend to assume greater control over national development planning post conflict, as state structures and capacity strengthen).⁷

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

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

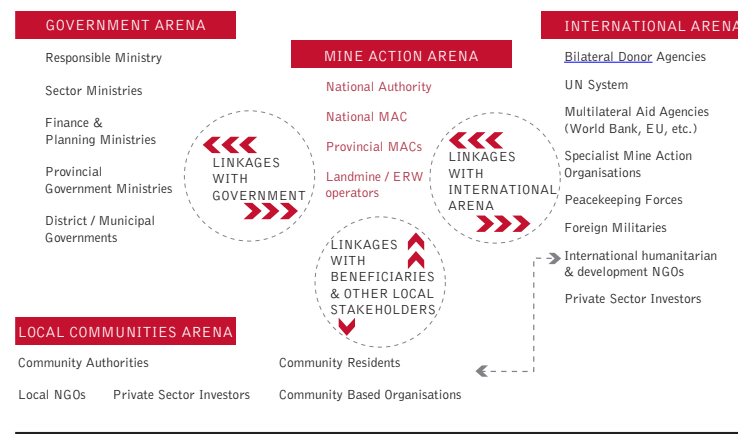
Figure 1 illustrates the [architecture of mine action](#), highlighting the various links and relationships that should exist between a national mine action programme and actors in the government, community and international arenas.

[National Mine Action Authorities \(NMAAs\)](#) and [National Mine Action Centres \(NMACs\)](#), as mine action coordination bodies, can play a vital role in improving relationships between key actors. They can assist with information sharing and strengthen coordination between mine action and development organisations. NMACs can inform relevant development partners, core budget and planning authorities and other public sector agencies about the impact of mine/ERW contamination on planned development and the mine action services that are available to assist. They should convince core budget and planning authorities to support mine action, either as a stand-alone programme or integrated into development activities.

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 also 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 severely mine-affected communities altogether due to concerns for staff safety, or lack of awareness that solutions to mine contamination exist. They may also choose to work in less contaminated areas where they can reach their performance targets without the extra time, effort and cost needed to deal with [landmines](#).

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

OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION WITH DEVELOPMENT?

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 relatively generous, but much was channelled through dedicated mine action funds. This has resulted in cases of the Samaritan's Dilemma,⁸ where generous donor funding discourages partner governments from making an effort to help themselves. As a result, many mine action programme managers have had little incentive to reflect mine action in national, subnational and sector development plans and budgets. They also have not actively sought official development assistance from bilateral and multilateral donors. However, it is probable that dedicated funding for mine action will fall, and partner governments will no longer be able to rely on generous external assistance for mine action.

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 research⁹ documenting the need for greater coordination, no one has gathered the many examples of good practice and lessons learnt to provide practical policy and programming guidance.

ENDNOTES

² Pound B, Martin A, Qadr A and Mukred A; Livelihood analysis of landmine-affected communities in Yemen. Chatham: NRI, 2006. http://www.gichd.org/fileadmin/pdf/ma_development/database/Livelihoods_in_Yemen.pdf

³ *ibid.*

⁴ 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.

⁵ 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>

⁶ 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 *ibid.*

⁸ *ibid.*

⁹ For example, see: Pound B, Martin A, Qadr A and Mukred A. 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

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

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

Who should use the guidelines

To ensure the relevance and 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
- > summarised guidelines which highlight the main recommendations

PURPOSE OF THE GUIDELINES

- > 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.

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



GUIDELINES

This section lists practical measures to help states affected by mine/ERW contamination promote [development](#) in mine-affected communities and areas. The guidelines are divided according to national governments, national [mine action](#) authorities, sub-national governments, core budget and planning units and sector ministries and statutory bodies.

Note that these guidelines are a first attempt to gather lessons learnt and assist users to think through these issues. As there is no single model or approach for [linking mine action and development](#), the guidelines should be adapted to the local context and operating environment and the policies specific to each organisation. Although the guidelines cover a wide range of issues, they are not comprehensive. There is significant 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.

GUIDELINES

FOR NATIONAL GOVERNMENTS

1. DEMONSTRATE NATIONAL OWNERSHIP OF THE MINE/ERW CONTAMINATION PROBLEM AT THE HIGHEST LEVEL OF GOVERNMENT. DEVELOP SUSTAINABLE NATIONAL CAPACITIES TO UNDERTAKE ALL ELEMENTS OF MINE ACTION OVER THE MEDIUM AND LONG-TERM

Put in place an institutional framework for the [mine action](#) programme consisting of legal instruments (eg laws/decrees and regulations). Ensure national legislation reflects the country's international treaty obligations.¹⁰

- a. Establish the key organs of the national mine action programme. These typically include:
 - > [National Mine Action Authority \(NMAA\)](#), the main mine action policy-making body. This is comprised of representatives from relevant government units at the national level (eg Foreign Affairs, Defence, Interior, Agriculture, Infrastructure, Health, Planning, Finance, etc). NMAAs play a critical leadership role in setting national mine action policy, ensuring international legal obligations are met and mobilising resources¹¹
 - > [National Mine Action Centre \(NMAC\)](#), the organ primarily responsible for policy implementation. NMACs are responsible for the planning and day-to-day coordination of the national mine action programme. They act as the focal point for mine action activities on the ground¹²
- b. Establish the key organs of the national mine action programme. These typically include:
 - > clear goals for the national mine action programme and mechanisms for monitoring progress toward these goals
 - > policies and regulations to guide mine action actors in their work
 - > 'whole-of-government' policies¹³ to guide other public sector agencies (sector ministries, sub-national governments, statutory bodies, etc) in how to address mine/ERW contamination affecting their work programmes
 - > aid effectiveness policies¹⁴ to guide [development](#) partners (official development cooperation agencies, NGOs, etc) in how to address mine/ERW contamination affecting their work

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- c. Allocate sufficient and appropriate human, material and financial resources to mine action

Reflect mine action in the national budget through allocations of financial and in-kind support. This will demonstrate commitment to the mine action programme and the plight of citizens in mine-affected communities.

- d. Where external resources are required, and in close consultation with the NMAA, identify mine action as a humanitarian and development priority during consultations with donors

Reflect mine action as a priority in all relevant planning and budget documents for discussions with official development cooperation agencies.

Raise the developmental impact of mine/ERW contamination in government-donor aid coordination forums, (eg sector working groups, roundtable meetings, consultative groups).¹⁵ These meetings offer good opportunities to raise the issue of mine/ERW contamination and to obtain financial and/or technical support from donors. Use these meetings to promote greater harmonisation and alignment of donor support to the mine action sector.



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2. ENSURE THE NATIONAL MINE ACTION PROGRAMME RESPONDS TO THE HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL CITIZENS AFFECTED BY MINE/ERW CONTAMINATION, PARTICULARLY SURVIVORS OF LANDMINE/ERW ACCIDENTS

Assess the location of hazards, the full humanitarian and development impact of the contamination and the intended use of cleared land. In some cases, the NMAC may lead this process; in others, it should support it.

Include mine/ERW survivors and affected communities in discussions on planning, executing and evaluating programmes that affect them.

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3. REFLECT MINE ACTION IN NATIONAL AND SECTOR DEVELOPMENT PLANS, PROGRAMMES AND BUDGETS

- a. Mine action is an issue that affects many sectors. Ensure development planners reflect mine action requirements in development plans, programmes and budgets at national, sub-national and/or sector levels

Ensure proper allocation of the resources available to the [mine action](#) programme across the country and various sectors. This demonstrates recognition that contamination is a [development](#) problem. It will also strengthen efforts to obtain external funding for the national mine action programme, if required.¹⁶

Box 3 illustrates mine action's contributions to the achievement of the [Millennium Development Goals \(MDGs\)](#).

Box 3 | How mine action contributes to the achievement of the Millennium Development Goals ¹⁷

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

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

MDG	BENEFITS
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
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

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- b. Encourage mine action officials to work closely with budget and planning authorities to increase their understanding of national development priorities and development planning, management and financing mechanisms¹⁸

It is vital that mine action officials clearly understand:

- > which decisions are made where, and by whom (ie how responsibilities are divided across ministries and among government levels)
 - > how decisions concerning financial allocations are made, particularly the annual budget process
 - > when budget decisions are made (ie understanding the annual budget calendar)
 - > aid modalities, the different ways to deliver international aid
- c. Ensure the mine action programme supports the broader peace-building and human security agenda, including armed violence reduction (AVR), Security System Reform (SSR) and Disarmament, Demobilisation and Reintegration (DDR) programmes

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4. MEET INTERNATIONAL LEGAL OBLIGATIONS RELATING TO WEAPONS CONTAMINATION

Fulfil international legal obligations to destroy stockpiles of landmines and to locate and clear areas contaminated with mines/ERW¹⁹. Take steps to reduce the number of mine/ERW-related casualties and provide support to survivors.

Report on progress and support efforts to extend and universalise the Anti-Personnel Mine Ban Convention, Convention on Conventional Weapons (in particular Amended Protocol II and V on ERW), Convention on the Rights of Persons with Disabilities and the Convention on Cluster Munitions.



ENDNOTES

¹⁰ Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction http://www.apminebanconvention.org/fileadmin/pdf/mbc/text_status/Ottawa_Convention_English.pdf; Protocol V and amended Protocol II of the Convention on Certain Conventional Weapons, [http://www.unog.ch/unog/website/disarmament.nsf/\(httpPages\)/BE5FA935703D981BC12571DE0062261C?OpenDocument&unid=4F0DEF093B4860B4C1257180004B1B30](http://www.unog.ch/unog/website/disarmament.nsf/(httpPages)/BE5FA935703D981BC12571DE0062261C?OpenDocument&unid=4F0DEF093B4860B4C1257180004B1B30); Convention on the Rights of People with Disabilities, <http://www.un.org/disabilities/documents/convention/convoptprot-e.pdf>; Convention on Cluster Munitions, http://www.clusterconvention.org/downloadablefiles/ccm77_english.pdf

¹¹ GICHD. A Guide to Mine Action and Explosive Remnants of War. Third Edition. April 2007. <http://www.gichd.org/gichd-publications/index-guide-to-mine-action-and-explosive-remnants-of-war-2007/>

¹² 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, coordinates the work of the various organisations and agencies (NGO, UN, bilateral agency or commercial contractor) conducting mine action operations, carries out MRE training and conducts reconnaissance of hazardous areas. It also collects and centralises mine data and ensures they form part of a coherent integrated programme that addresses priority needs in a rational and cost-effective manner.

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- ¹⁵ A 'whole of government' approach refers to public service agencies working across portfolio boundaries/ministries to achieve a shared goal and an integrated government response to particular issues. Approaches can be formal or informal.
- ¹⁴ The main aid effectiveness principles are (i) a focus on achieving developmental results based on (ii) national ownership, (iii) aligning international assistance with national development priorities, (iv) increased harmonization among donors and (v) mutual accountability. See Organisation for Economic Co-operation and Development. Paris Declaration on Aid Effectiveness: Ownership, Harmonisation, Alignment, Results, and Mutual Accountability. High Level Forum, Paris, March 2005. <http://www.oecd.org/dataoecd/11/41/34428351.pdf>
- ¹⁵ Consultative Group meetings, Roundtables, UN joint assessments and bilateral discussions are government-donor aid coordination forums that discuss policy issues at a national level. At the sector level, Technical or Sector Working Groups serve as a platform for discussing specific sector-related issues in more detail.
- ¹⁶ During humanitarian emergencies, bilateral and multilateral donors disburse funds to mine-affected countries for mine action even if mine/ERW contamination is not cited as a priority in development plans and budgets. This is often in response to several factors, such as the scale of the contamination, the humanitarian imperative and the urgent need to facilitate access for peacekeeping forces and humanitarian agencies. However, in some countries, the focus of international assistance shifts to post-conflict recovery, reconstruction and development as the situation stabilises, and government ownership of the mine/ERW contamination problem is critical.
- ¹⁷ GICHD, Linking Mine Action and Development: Guidelines for Policy and Programme Development – Official Development Cooperation Agencies, November 2008.
- ¹⁸ *ibid.*
- ¹⁹ Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction http://www.apminebanconvention.org/fileadmin/pdf/mbc/text_status/Ottawa_Convention_English.pdf; Protocol V and amended Protocol II of the Convention on Certain Conventional Weapons, [http://www.unog.ch/unog/website/disarmament.nsf/\(httpPages\)/BE5FA935703D981BC12571DE0062261C?OpenDocument&unid=4F0DEF093B4860B4C1257180004B1B30](http://www.unog.ch/unog/website/disarmament.nsf/(httpPages)/BE5FA935703D981BC12571DE0062261C?OpenDocument&unid=4F0DEF093B4860B4C1257180004B1B30); Convention on the Rights of People with Disabilities, <http://www.un.org/disabilities/documents/convention/convoptprot-e.pdf>; Convention on Cluster Munitions, http://www.clusterconvention.org/downloadablefiles/ccm77_english.pdf

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5. DEMONSTRATE NATIONAL OWNERSHIP OF THE MINE/ERW CONTAMINATION PROBLEM. DEVELOP SUSTAINABLE NATIONAL CAPACITIES TO UNDERTAKE ALL ELEMENTS OF MINE ACTION OVER THE MEDIUM AND LONG-TERM
- a. Refine and enforce the institutional framework established by the government for the national mine action programme:
- > establish national policies and standards that create an 'enabling environment' for mine action, comply with international standards, reflect national norms (eg National Mine Action Standards)²⁰ and are consistent with other national laws and international legal obligations
 - > draft legislation to create an NMAC and its offices
 - > provide clear guidance on the role and functions of the NMAC
- b. Adopt a national mine action strategy and annual work plans to achieve mine action outputs and developmental outcomes

Direct the NMAC to develop and implement a national mine action strategy and annual work plans. Mine action priorities and strategies will differ for countries in the middle of a humanitarian emergency, for those focusing on post-conflict recovery and for those implementing traditional development programmes. For example, countries in the middle of a humanitarian emergency will prioritise mine action operations in support of saving lives and limbs. Those focused on post-conflict recovery will typically prioritise mine action in support of replacing lost assets and rebuilding damaged infrastructure.

Anticipate changes in country context and the demands placed on mine action (eg peacekeeping, reconstruction, development). Future demands placed on mine action may change dramatically, in line with a changing context, national priorities, donor interest and community needs. Ensure that the national mine action strategy is aligned with broader strategic objectives and development priorities at the national, sub-national and/or sector levels.

Promote, where appropriate, a Programme-Based Approach (PBA) for mine action to ensure there is one common strategy for mine action that applies to all key stakeholders (eg national government, mine action organisations, official development cooperation agencies, development partners, etc).²¹ Box 4 describes efforts by the Royal Government of Cambodia and other stakeholders to develop a PBA for mine action.

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Box 4 | Developing a Programme-Based Approach to mine action in Cambodia

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

The study found that a new strategy meeting PBA standards was both feasible and necessary. It recommended that the Cambodian Mine Action and Victim Assistance Authority (CMAA) establish a Task Force to prepare such a strategy. The UNDP is supporting the Task Force on coordination and donor engagement.

The new national mine action strategy will adopt a Programme-Based Approach to mine action. There will be one common strategy based on a common needs assessment and incorporating a common research and evaluation agenda to document developmental results. The strategy will be firmly based on the priorities outlined in the Government's national [development](#) strategies (eg the Rectangular Strategy, National Strategic Development Plan, and [Millennium Development Goals](#)) and budgets. The process reflects efforts to strengthen national aid management capacity and to use government systems and resources.

The new strategy will help ensure that all donor and government-funded mine action projects are based on a single strategy (which is not currently the case in Cambodia and for many other large mine action programmes). The Cambodia mine action strategy will be a Sector-Wide-Implementation Plan (SWIm) rather than a [Sector-Wide Approach](#) (SWAp). (Programme-Based Approach is the generic term for all such arrangements).

c. Develop a monitoring and evaluation plan to report on the progress of national mine action objectives

Direct the NMAC to develop a monitoring and evaluation plan to report on the progress of national mine action objectives. Effective monitoring and evaluation should demonstrate key mine action achievements to government officials, donors, mine action organisations and affected communities; it should pay special attention to development outcomes. Establish performance targets²² to clarify which mine action outputs will reach which beneficiaries and for what purposes. Monitor achievements in relation to improved lives and livelihoods in contaminated communities. This will help build a credible case to the government and donors on how the mine action programme supports development.

Merely reporting on progress in relation to mine action outputs (eg the number of mines/[ERW](#) removed and destroyed, the square metres of land cleared or the number of people trained) is not adequate. These indicators fail to measure the developmental impact of mine action²⁵ and they do not

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reveal the impact clearance has on contaminated communities. Box 5 describes standard criteria and indicators for measuring the developmental outcomes of [mine action](#). Use periodic monitoring and evaluation to ensure mine action managers learn lessons and apply them to improve performance in project planning and implementation.

Box 5 | Measuring the developmental outcomes of mine action²⁴

The objective of a mine action intervention (ie project, programme, policy) is to 'make a difference' in the lives of people in mine-affected regions in terms of developmental values (eg health, security, material prosperity, psycho-social well-being, political [development](#), etc), and 'keeping busy' results (areas cleared, devices destroyed, people trained, etc).

Standard criteria used for measuring the developmental outcomes of international development projects include relevance, efficiency, effectiveness, sustainability and impact. Additional criteria may be added where relevant to the country and programme/project context. For example, humanitarian mine action programmes could include criteria such as appropriateness, coverage, coherence and connectedness²⁵ (ie bridging the gap between humanitarian and development programming).²⁶

The following are examples of indicators 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

d. Obtain appropriate human, technical and financial resources for mine action

Ensure a plan is in place to strengthen national capacity to manage all aspects of [mine action](#). This plan should be based on a capacity needs assessment and should provide for the specific requirements of the NMAC. It should seek sustainable solutions, respect national ownership and international legal obligations and have clear objectives and indicators for monitoring progress. The NMAC should be staffed with personnel who have the necessary skills

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(eg [development](#) planning, economic/community development, participatory approaches, partnership building) to ensure the [mine action](#) programme promotes development in contaminated areas and communities.

Where external resources are required, encourage officials attending government-donor aid coordination forums to raise mine action as a humanitarian and development priority. Consultative Group meetings, Roundtables and bilateral discussions are government-donor aid coordination forums that discuss broader policy issues. These meetings offer good opportunities to raise the issue of mine/[ERW](#) contamination and to obtain financial and technical support from donors.²⁷

Encourage [multilateral development banks](#) to include the cost of mine action services in the financing plans for reconstruction and development projects in mine-affected areas.²⁸

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6. ENSURE THE NATIONAL MINE ACTION PROGRAMME RESPONDS TO THE HUMANITARIAN AND DEVELOPMENT NEEDS OF ALL CITIZENS AFFECTED BY MINE/ERW CONTAMINATION, PARTICULARLY SURVIVORS OF LANDMINE/ERW ACCIDENTS

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

Commission a comprehensive assessment at the community level in collaboration with all groups working in affected communities. In some cases, the NMAC may lead this process; in others, it should support it. Ensure the assessment determines the location of hazards, the full humanitarian and [development](#) impact of the contamination, especially on the most vulnerable, and the intended use of land when cleared.

- b. Ensure mine action priority-setting reflects an appropriate balance between humanitarian and development needs

[Priority-setting](#) is a critical part of managing a national [mine action](#) programme as it determines which minefields to clear first, given limited resources, time and capacity. However, there is no standard process or criteria for setting clearance priorities; it largely depends on country context, the nature and extent of the contamination, national capacity and the stakeholders involved.

During large-scale humanitarian emergencies, the criteria used for setting clearance priorities often emphasise the need to save lives. In such situations, where government capacity may be weak due to conflict, international actors such as UN agencies, [bilateral donors](#) and mine/[ERW](#) operators often set priorities.

As humanitarian emergencies end, the focus of international assistance shifts to post-conflict recovery, reconstruction and development. Priority-setting criteria should reflect an increased emphasis on replacing or rebuilding damaged infrastructure, rebuilding the national economy and meeting the needs of mine-affected communities.

In some situations, national priorities may conflict with the needs of contaminated communities. For example, a government may prioritise large-scale reconstruction projects (eg main roads, dams and tourism) while local residents prioritise clearance of fields, roads, public places, etc.

Try to broker national agreement on the balance between clearance undertaken to

- > reduce casualties and enhance community safety
- > promote socio-economic development
- > enhance the country's capacity to address the contamination problem²⁹

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Box 6 outlines the criteria developed in Cambodia for setting clearance priorities.

Box 6 | Criteria for setting clearance priorities: Cambodia's approach ³⁰

In 2006, the 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	



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Setting clearance priorities without regard for developmental impact may allow 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. If priorities are set without consulting with key reconstruction and development actors, clearance may not support the reconstruction of a country's infrastructure and rehabilitation of essential public services.³¹



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

Pre- and post-clearance assessments are important parts of the quality management process.

The purpose of a pre-clearance assessment is to:

- > assess the scale and socio-economic impact of the mine/ERW problem
- > investigate known or suspected mine/ERW contaminated areas
- > collect general information (eg security situation, terrain, soil characteristics, climate, routes, infrastructure and local support facilities) needed to plan safe and efficient demining operations

These assessments can also enhance the developmental effectiveness of mine action by:

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

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- > 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

Mine/ERW operators, particularly those with [community liaison](#) teams, regularly collect such data from communities as it facilitates the prioritisation of tasks.³²

[Post-clearance assessments](#)³³ (PCAs) are surveys usually undertaken several months or years after clearance to ensure the [mine action priority-setting](#) process is effective.³⁴ If PCA focuses on post-clearance outputs, the key aim is to determine whether mine/ERW operators are “doing the job right.” However, PCA 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
- > identifying problems communities may have in using cleared land productively.³⁵
- > 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 developmental outcomes and the proper use of funds

Encourage mine/ERW operators to share this information with relevant government officials (eg sub-national governments, sector ministries) and development partners. This will ensure better design, planning and targeting of development programmes.

In countries where national [priority-setting](#) systems do not exist and where mine/ERW operators set their own clearance priorities, ensure operators conduct pre- and post-clearance assessments whenever relevant.³⁶ Make sure the results inform mine action planning. This will promote standardisation in

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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.

Use [post-clearance assessments](#) to monitor the effectiveness of [priority-setting](#) and to document the resulting benefits.

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7. WORK WITH GOVERNMENT OFFICIALS TO ENSURE MINE ACTION IS REFLECTED IN NATIONAL, PROVINCIAL AND/OR SECTOR DEVELOPMENT PLANS, PROGRAMMES AND BUDGETS

Encourage [development](#) planners to include [mine action](#) as a cross-cutting issue in national, sub-national and/or sector development plans, programmes and budgets, where warranted by the degree of contamination.

Be proactive in securing financial commitments from the national government where mine/ERW contamination is a developmental priority and the government has the resources to address its own contamination problem.

a. Ensure mine action officials work closely with national budget and planning authorities

Make public sector agencies, relevant sector ministries and core budget and planning units:

- > aware of the impact of mine/ERW contamination on development investments using mine action data and other compelling evidence
- > identify where development programmes are avoiding contaminated areas due to lack of awareness or support
- > reflect mine action in development plans
- > allocate financial and in-kind support where possible by reflecting mine action in the national budget, public investment programme and [Medium-Term Expenditure Framework \(MTEF\)](#) ³⁷

To ensure mine action is reflected appropriately in development plans and budgets, it is vital that NMAA officials understand national development priorities and development planning, management and financing mechanisms³⁸. This includes understanding:

- > which decisions are made where, and by whom (ie how authorities are divided across ministries and among government levels)
- > how decisions concerning financial resource allocations are made, particularly the annual budget process
- > when budget decisions are made (ie understanding the [annual budget calendar](#) and key milestones)
- > aid modalities

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Align [mine action](#) planning with the annual budget cycle and ensure that meetings with budget and planning officials take place well in advance, during the preparatory phase.

b. Advocate for greater harmonisation and alignment of donor support to the mine action sector

Improved donor coordination, harmonisation and alignment with national mine action priorities and strategies will strengthen the effectiveness of mine action services in delivering [development](#) outcomes. (See Table 1 on the Paris Declaration)

Work with stakeholders in government and the international community to promote, where appropriate, a [Programme-Based Approach](#) for mine action. This will ensure there is one common strategy for mine action, based on a common assessment of needs. Include common plans for monitoring and evaluation in the strategy so that all key stakeholders can monitor progress toward the outlined objectives.

Table 1 | The Paris Declaration principles and indicators³⁹

The Paris Declaration on Aid Effectiveness outlines principles for improving the effectiveness of aid. The following indicators track progress in a measurable way.

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

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Table 1 contd. | The Paris Declaration principles and indicators

Managing for results	11. More countries will have results based frameworks for monitoring progress of national development programmes
Mutual accountability	12. More countries will undertake mutual accountability assessments of progress in improving aid effectiveness

Box 7 | Coordination challenges: Integrated [mine action](#) and development programmes in northwest Cambodia

[Integrated mine action and development](#) programming is increasingly being embraced by development and mine action actors in mine-affected countries. Cambodia is an example, with several development agencies implementing integrated programming in some of the same provinces of northwestern Cambodia:

- > the CIDA-funded Agricultural Development in Mine-Affected Communities (ADMIC) project targets 155 villages in Battambang and Banteay Meanchey provinces and the municipality of Pailin and is being implemented through the Ministry of Agriculture, Forestry and Fisheries (MAFF)
- > the AusAID-funded and CARE-implemented Australia-Cambodia [Integrated Mine Action](#) (ACIMA) project targets 28 villages in Sala Krau and Pailin districts of the municipality of Pailin
- > the AusAID-funded and Austcare-implemented Integrated Mine Action and Development (AIMAD) Programme targets 16 villages in Banteay Meanchey province
- > the EC-funded Economic and Social Relaunch of Northern Provinces (ECOSORN) targets 90 villages in Battambang, Banteay Meanchey and Siem Reap provinces and is also being implemented through MAFF
- > the AusAID-funded Community Strengthening and [Gender Mainstreaming](#) in Integrated Mine Action (CSGMIMA) programme, implemented by World Vision and the International Women's Development Agency, targets 15 villages in Battambang and Preah Vihear

While these programmes illustrate increasing support for integration, they also highlight the need for effective coordination and harmonisation among official development cooperation agencies. Failure to coordinate and share information can lead to duplication and other problems. In the case of Cambodia, insufficient coordination among development agencies about project plans led to initial duplication in target villages, for example between the ACIMA and ADMIC programmes.⁴⁰ As the projects are similar in several aspects, the relevant agencies would have benefited from greater information sharing among donors and implementing partners during the project design phases to ensure better use of resources.

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8. STRENGTHEN INFORMATION SHARING AND COLLABORATION AMONG DIFFERENT ACTORS

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

[Mine action](#) organisations often possess information and maps that could be useful to [development](#) agencies. Find out what they need to help them achieve their objectives. Direct the NMAC to

- > Regularly share information about the impact of mine/ERW contamination and the activities of the national mine action programme. For example, mine action surveys describe the nature and location of contaminated areas, the numbers of deaths and injuries in those areas and vulnerable groups engaging in high-risk behaviour (eg foraging or farming on suspected mined areas). Information about clearance operations, the location of damaged infrastructure and inaccessible assets (eg agriculture and grazing land) and communities requiring development assistance is useful.
- > Find out which public sector agencies and other development partners have data that may be useful to mine action operations. Cultivate relationships with these agencies and share information. For example, ministries of land management, transportation, forestry, rural development, water and sanitation, etc may have useful sector-related data, often in GIS format.⁴¹ Municipalities and public utilities often have physical planning data that may be of use.



- Facilitate, in association with the NMAC, formal coordination bodies at national and sub-national levels to promote cooperation and information sharing

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NMAAs and NMACs often coordinate regular meetings of [mine action organisations](#). In some cases, [government officials](#), donor agencies and [humanitarian and development NGOs](#) also attend. Such meetings provide a forum for mine action organisations to share information and discuss key issues. In situations where there is no NMAC, assist these coordination bodies. Encourage humanitarian and development NGOs working in mine-affected areas to take part in these meetings.

Ensure mine action representatives participate in donor or NGO coordination forums to share information about planned and current activities. Use these meetings to inform humanitarian and development actors about the mine action services available and the time-frames and processes for requesting mine action assistance. Find out about government and development NGO plans and schedules to provide well-timed input regarding how mine/[ERW](#) contamination can affect development projects.

c. Establish and coordinate a national mine action information management system and database

In instances where no NMAC exists, ensure there is an effective information management system in place to support decision-making at both the strategic and operational levels. Ensure a mine action database is in place and kept up-to-date with accurate data. Ask mine action organisations to provide accurate and up-to-date data. Regularly share relevant information with development actors regarding the extent and nature of contamination, casualties, mine action activities and results achieved.

Box 8 | Using mine action information to promote development

Mine action programme managers typically use databases to:

- > plan, manage, report and map the results of survey and field data collection
- > report on 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 GIS capability with a relational database to assist those working on field survey, casualty surveillance, MRE, clearance and other mine action activities.

Development partners can also use mine action data to inform the targeting and design of development programmes in mine-affected countries. Users can request data on a wide range of issues, for example, data generated in the form of lists, reports and maps indicate:

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Box 8 | Using mine action information to promote development

- > which parts of the country are safe and which contain some form of mine/[ERW](#)-related hazard
- > areas where clearance (marking, fencing, clearance, land release, etc) has taken place, is currently taking place and 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, agriculture 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 often provide [development organisations](#) with useful information to compare against poverty-related data. For example, as part of Handicap International's [Battle Area Clearance](#) programme (2007-2008) in South Lebanon, HI [Community Liaison Officers](#) collected data from UXO-affected communities using IMSMA forms. These forms, such as 'Town Data Sheets', 'Dangerous Area Forms' and 'Victim Reports', were fed into the data system managed by the UN [Mine Action](#) Coordination Centre for South Lebanon (UNMACC SL). Community Liaison Officers also collected data related to the livelihoods of affected communities, population size and movements and community members entering contaminated areas despite knowing the risks. This data is of interest to humanitarian and development actors.⁴²

d. Ensure mine action policies, programmes and operations are inclusive and respond to the needs of all those affected, without bias

Mine/[ERW](#) contamination affects women, men, girls and boys differently. NMAAs therefore have a role in promoting inclusive, [gender-sensitive mine action](#) policies. Ensure all aspects of mine action, from [planning and priority-setting](#), to clearance and [post-clearance assessments](#), are gender-sensitive, and include landmine survivors and mine-affected communities.⁴³ A gender-sensitive approach to mine action can increase the participation of women in mine action planning and implementation. It is equally important to recognise that men and boys are more often the victims of mine/[ERW](#) and are more likely to engage in high risk activities.

The UN Gender Guidelines for Mine Action Programmes are an important starting point when considering gender within the context of mine action.⁴⁴ The United Nations Mine Action Service (UNMAS) developed the guidelines in 2005 to encourage policy-makers and field staff to incorporate gender

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perspectives in [mine action](#) initiatives. For example, the guidelines highlight the benefits of disaggregating data by [gender](#) when collecting and analysing mine/ERW contamination information and mine action achievements.⁴⁵

Box 9 | Benefits of a gender-sensitive mine action assessment in Jordan⁴⁶

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.

Encourage mine/ERW operators to use participatory, inclusive approaches when engaging local communities. Ensure that the needs of all groups within the community are considered. This may require consulting women and men separately, as well as other groups (eg the disabled), as their specific needs may not be recognised by community leaders.

Encourage mine/ERW operators to ensure that the benefits arising from employment opportunities are open and accessible to all individuals within the community: women, men, people with disabilities, ethnic groups.



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- e. Ensure the mine action programme supports the broader peace building and security agenda

Mines/ERW, [small arms and light weapons \(SALW\)](#) are all tools of armed violence that negatively affect lives and livelihoods after conflict.⁴⁷ Efforts to address mine/ERW contamination and SALW are often addressed separately. However, [mine action](#) can contribute to programmes focused on armed violence reduction, peace building, [security system reform \(SSR\)](#) and the disarmament, demobilisation and reintegration (DDR) of former combatants. 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 earn 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.⁴⁸

Box 10 describes how mine action was used as a confidence-building measure in Sudan.

Box 10 | Promoting peace and building confidence: Mine action in Sudan

More than two decades of conflict have left Sudan with a legacy of [landmines/ERW](#) that continues to threaten security and human [development](#). Both the Sudan Armed Forces (SAF) and the Sudan People's Liberation Movement/Army (SPLM/A) laid mines.⁴⁹ Despite the conflict, various mine action initiatives have been ongoing since 1996. In 1997, the Government of Sudan (GoS) signed the Anti-Personnel Mine Ban Treaty and in 2001 the SPLM/A signed the Geneva Call Deed of Commitment.⁵⁰ This opened a channel of communication and a realisation that, in the event of a ceasefire, mine action could play an important role in building peace.

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

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Box 10 contd. | Promoting peace and building confidence: Mine action in Sudan

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

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

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9. IMPLEMENT INTERNATIONAL LEGAL OBLIGATIONS RELATING TO WEAPONS CONTAMINATION⁵¹

Fulfil international legal obligations to destroy stockpiles of [landmines](#) and to locate and clear areas contaminated with mines/[ERW](#). Take steps to reduce the number of mine/ERW-related deaths and injuries and provide support to survivors.

Report on progress and support efforts to extend and universalise the Anti-Personnel Mine Ban Convention, Convention on Conventional Weapons (in particular Amended Protocol II and V on ERW), Convention on the Rights of Persons with Disabilities and the Convention on Cluster Munitions.

Box 11 | The Nairobi Action Plan: Actions relevant to Linking Mine Action and Development

States Parties to the APMBC agreed the Nairobi Action Plan⁵² during its first Review Conference in 2005. The following are extracts that call on mine-affected states to ensure [mine action](#) promotes [development](#).

Action #19: Urgently develop and implement national plans, using a process that involves, where relevant, local actors and mine-affected communities, emphasising the clearance of high and medium impact areas as a matter of priority, and ensuring that task selection, prioritisation and planning of mine clearance where relevant are undertaken in mine-affected communities.

Action #32: Actively support the socio-economic reintegration of mine victims, including providing education and vocational training and developing sustainable economic activities and employment opportunities in mine-affected communities, integrating such efforts in the broader context of economic development, and striving to ensure significant increases of economically reintegrated mine victims.

Action #40: Ensure that clearing mined areas and assisting victims are identified as priorities, wherever this is relevant, in national, sub-national and sector development plans and programmes, [Poverty Reduction Strategy Papers \(PRSPs\)](#), UN Development Assistance Frameworks, and other appropriate mechanisms, thus reinforcing national commitment and increasing ownership in fulfilling Convention obligations.

Action #47: Encourage the international development community – including national development cooperation agencies where possible and as appropriate – to play a significantly expanded role in mine action, recognising that mine action for many States Parties is fundamental to the advancement of the UN [Millennium Development Goals](#).

Action #48: Use, where relevant, their participation in decision making bodies of relevant organisations to urge the UN and regional organisations and the World Bank and regional development banks and financial institutions to support States Parties requiring assistance in fulfilling the Convention's obligations, inter alia by calling for the integration of mine action into the UN Consolidated Appeals Process and for the World Bank and regional development banks and financial institutions to make States Parties aware of opportunities for loans and grants.

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ENDNOTES

- ²⁰ Where National Mine Action Standards do not exist, refer to International Mine Action Standards (IMAS), <http://www.mineactionstandards.org/imas.htm>
- ²¹ A PBA is based on a common assessment of needs and a commonly agreed strategy to meet those needs. It also incorporates common plans for monitoring and evaluation to enable stakeholders to monitor progress toward the objectives outlined in the strategy.
- ²² For more information on measuring success and performance targets or indicators, see GICHD and UNDP. Socio-Economic Approaches to Mine Action: An Operational Handbook. May 2002, Chapter 6. http://www.undp.org/cpr/documents/mine_action/training/Socio-Economic_Approaches_to_Mine_Action.pdf
- ²³ 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
- ²⁴ Ted Paterson, Evaluation Workshop, GICHD, 24-27 February 2004; Ted Paterson, Evaluating Mine Action Workshop, IPDET and GICHD, 2-6 March, Bangkok, 2009, <http://www.gichd.org/operational-assistance-research/evaluations/ipdet-workshops/ipdet-workshop-2009/>
- ²⁵ For definitions of relevance, efficiency, effectiveness, sustainability, impact appropriateness, coverage, coherence and connectedness, see: OECD Development Assistance Committee. Guidance for Evaluating Humanitarian Assistance in Complex Emergencies. Paris, 1999, <http://www.oecd.org/dataoecd/9/50/2667294.pdf>
- ²⁶ 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)
- ²⁷ UNDP, Mainstreaming mine action into development. http://www.undp.org/bcpr/documents/mine_action/development/UNDP_Brochure_B_-_Mainstreaming_Recommendations.pdf
- ²⁸ UNDP, Mainstreaming mine action into development. http://www.undp.org/bcpr/documents/mine_action/development/UNDP_Brochure_B_-_Mainstreaming_Recommendations.pdf
- ²⁹ GICHD, A Guide to Socio-Economic Approaches to Mine Action Planning and Management, Geneva, 2004. http://www.gichd.org/fileadmin/pdf/publications/Guide_Socio_Economic_Approaches.pdf
- ³⁰ Cambodian Mine Action and Victim Assistance Authority, Policy Guidelines and Operational Guidelines on Socio-economic Management of Mine Clearance Operations, First amendment, November 2006
- ³¹ 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>
- ³² UNICEF. Community Mine Action Liaison, IMAS Mine Risk Education Best Practice Guidebook 6, November 2005, p.21. <http://www.mineaction.org/downloads/1/6%20-%20Community%20Mine%20Action%20Liaison.pdf>
- ³³ In mine action, 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 use "impact" only for

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- the long-term effects. To avoid confusion, we recommend using the term post-clearance assessment (PCA) rather than PCIA.
- ³⁴ Although post clearance assessments are an important component of quality management in mine action, currently no international mine action standards are in place.
- ³⁵ 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 therefore contact and alert development partners to community needs, or investigate why communities lack confidence in the clearance process and take steps to address this.
- ³⁶ Pre-clearance assessments may not be feasible when responding to emergencies, and pre- or post-clearance assessments may not be warranted for small tasks.
- ³⁷ The MTEF provides a three- to five-year projection of government resource allocation across sectors and levels of government. It also sets sustainable expenditure limits for overall government spending and for each the sector programmes.
- ³⁸ *ibid.*
- ³⁹ OECD. Paris Declaration on Aid Effectiveness; Ownership, harmonisation, Alignment, Results and Mutual Accountability, Paris, 2005. <http://www.oecd.org/dataoecd/11/41/34428351.pdf>
- ⁴⁰ AusAID. Midterm Review of NGO Integrated Mine Action Programs, Cambodia, April 2008.
- ⁴¹ 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
- ⁴² Aneesa Pasha, "Humanitarian Impact Evaluation: Battlefield Area Clearance in South Lebanon", Journal of Mine Action, Issue 12.2, Winter 2008/2009, <http://maic.jmu.edu/journal/12.2/feature/pasha/pasha.htm>
- ⁴³ 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
- ⁴⁴ UNMAS. Gender Guidelines for Mine Action Programmes. 2005. http://www.mineaction.org/downloads/Gender_guidelines_mine%20action.pdf
- ⁴⁵ See the Supplementary Reading List for additional information on gender and mine action. The Swiss Campaign to Ban Landmines (SCBL) is producing additional gender mainstreaming tools and resources to assist NMAAs, NMACs and other mine action and development practitioners. SCBL's gender and mine action portal can be accessed at: <http://www.scbi-gender.ch/>
- ⁴⁶ National Committee for Demining and Rehabilitation (Jordan) in: SCBL. Gender and Landmines: from Concept to Practice, April 2008.
- ⁴⁷ 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.

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- ⁴⁸ Ted Paterson, "Time to go MAD" in Stuart Maslen, Mine Action After Diana: Progress in the Struggle Against Landmines. University of Michigan Press, 2004.
- ⁴⁹ Due to the nature of the conflict, records of minefields were rarely kept, and those that exist are often inaccurate or out of date. As a result, it is not yet possible to quantify the extent of mine/ERW contamination and their full impact on the life of the affected population in a comprehensive manner.
- ⁵⁰ The SPLA/M reaffirmed the Geneva Call "Deed of Commitment" in August 2003 that the SPLA/M had signed on 04 October 2001. At the meantime, the GoS of ratified the Mine Ban Convention on 23 October 2003. GoS had signed the Convention in December 1997 but put on hold the ratification due to its security concerns.
- ⁵¹ Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction http://www.apminebanconvention.org/fileadmin/pdf/mbc/text_status/Ottawa_Convention_English.pdf; Protocol V and amended Protocol II of the Convention on Certain Conventional Weapons, [http://www.unog.ch/unog/website/disarmament.nsf/\(httpPages\)/BE5FA935703D981BC12571DE0062261C?OpenDocument&unid=4F0DEF093B4860B4C1257180004B1B30](http://www.unog.ch/unog/website/disarmament.nsf/(httpPages)/BE5FA935703D981BC12571DE0062261C?OpenDocument&unid=4F0DEF093B4860B4C1257180004B1B30); Convention on Cluster Munitions, http://www.clusterconvention.org/downloadablefiles/ccm77_english.pdf. See also Convention on the Rights of People with Disabilities, <http://www.un.org/disabilities/documents/convention/convoptprot-e.pdf>;
- ⁵² Nairobi Action Plan, Ending the Suffering Caused by Anti-Personnel Mines: Nairobi Action Plan 2005-2009, http://www.mineaction.org/downloads/1/Nairobi_Action_Plan%5B1%5D.pdf

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10. DEMONSTRATE OWNERSHIP OF THE MINE/ERW CONTAMINATION PROBLEM. DEVELOP SUSTAINABLE LOCAL CAPACITIES TO UNDERTAKE ALL ELEMENTS OF MINE ACTION OVER THE MEDIUM AND LONG-TERM

The developmental impact of mine/ERW contamination is often localised. Sub-national governments are in a good position to determine appropriate priorities. Where mine/ERW contamination impedes reconstruction and development at the sub-national level, reflect mine action as a cross-cutting issue in sub-national plans, programmes and budgets.

Allocate sufficient domestic human, financial and technical resources to support all elements of mine action at the sub-national level.

Maintain a comprehensive overview of all mine action operations taking place. This will help ensure an effective and efficient use of mine action capacity at the sub-national level.

Encourage mine action and development organisations to coordinate with and support sub-national government structures where possible. This will help to avoid duplication resulting from the establishment of parallel structures.

Box 12 | Integrating mine action in the Kukes Regional Development Initiative (KRDI), Albania

Albania's landmine contamination resulted from the Kosovo conflict in 1998-99; unexploded ordnance (UXO) from Serbian and NATO cluster munitions also contributed the country's ERW problem. The impacted area encompasses three districts in Kukes region, along the border with Kosovo. Even before the war, Kukes was the poorest and most marginalised region of Albania. It suffered from fifty years of isolation and then from a population exodus after the collapse of the communist government in the early 1990s. The Kosovo conflict severely damaged the region's already poor infrastructure.

The 2004 Kukes MDG Regional Development Strategy highlights landmine contamination and its impact on development in the region. In 2005, the EC-funded and UNDP-implemented Kukes Regional Development Initiative Community Infrastructure Project was initiated to improve livelihoods through the rehabilitation of community infrastructure and labour intensive projects. The three-year KRDI was based on the UNDP's Area Based Development Programme targeting poorer communities in Northern Albania. Communes affected by landmine and UXO contamination were prioritised. By the end of 2006, 19 infrastructure projects were complete, resulting in improvements in household incomes, education, health, employment and overall quality of life.⁵³

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11. WHEN PLANNING RECONSTRUCTION OR DEVELOPMENT PROGRAMMES, DO NOT AVOID CONTAMINATED AREAS AND COMMUNITIES. THERE ARE SOLUTIONS TO EXPLOSIVES CONTAMINATION

Use information about the nature of the contamination problem and its socio-economic impact to design and target reconstruction and [development](#) programmes.

Avoiding contaminated communities because of the perceived complications involved in accessing [mine action](#) services is short-sighted. Work with mine action organisations to assist contaminated communities. They have the skills, tools and information required to clear contaminated communities safely and efficiently.



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12. ENSURE MINE ACTION PROMOTES DEVELOPMENT IN AFFECTED AREAS AND COMMUNITIES

Ensure that, at the sub-national level, the [mine action](#) programme responds to the needs of all women, men, boys and girls impacted by explosives contamination.

- a. Prioritise affected communities for sub-national reconstruction and development initiatives
- b. Encourage mine action organisations to align their planning and priority-setting processes with sub-national development priorities and plans

For example, in Croatia, the mine action planning process is aligned with the [development](#) planning process at the county level. County authorities establish their regional clearance priorities based on county development plans and policy direction (criteria, budget, etc) from the Croatian Mine Action Centre (CROMAC).



- c. Require mine action and development organisations working in affected communities to conduct pre- and post-clearance assessments to ensure that:
 - > vulnerable communities are target beneficiaries of clearance
 - > cleared land is handed over quickly after clearance and is used as intended
 - > vulnerable communities receive the assistance required to use land productively

Encourage mine action organisations to share reports on how mine action operators contribute to development outcomes at the sub-national level.

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13. STRENGTHEN INFORMATION SHARING AND COLLABORATION ACROSS SECTORS AND AMONG KEY ACTORS

Share information and work together with [mine action](#) and [development](#) organisations and authorities at the sub-national level. Where appropriate, lead coordination bodies to facilitate collaboration. Share information about mine action operations in a transparent and timely manner with the NMAA, NMAC and other key actors at the national level. Consult affected communities and regularly provide them with information about mine action operations.

ENDNOTES

⁵⁵ GICHD. Evaluation of the Albanian Mine Action Programme. August 2007; Victims of Mines & Weapons Association in Kukes (VMA-Kukes). Beneficiary Assessment of the Kukes Regional Development Initiative (KRDI) project. April 2007

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14. WHEN PLANNING RECONSTRUCTION OR DEVELOPMENT PROGRAMMES, DO NOT AVOID CONTAMINATED AREAS AND COMMUNITIES. THERE ARE SOLUTIONS TO EXPLOSIVES CONTAMINATION

[Landmines](#) and other [explosive remnants of war](#) often impede post-conflict reconstruction and [development](#) efforts in many mine-affected countries. Obstructions include damaging infrastructure essential for economic development, increasing rebuilding costs, deterring public and private investment and preventing the use of assets vital to sustainable livelihoods.

Find out about the impact of mine/[ERW](#) contamination on development investments. Work with [mine action](#) officials to identify gaps where development programmes are avoiding contaminated areas due to lack of awareness and where lack of mine action support is holding back the progress of development programmes.

Reflect mine action services in reconstruction and development plans, programmes and budgets.

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15. ALLOCATE SUFFICIENT RESOURCES TO THE NATIONAL MINE ACTION PROGRAMME OVER ITS LIFESPAN, PAYING SPECIAL ATTENTION TO THE REDUCTION OF INTERNATIONAL SUPPORT

- a. Reflect mine action in the national budget, public investment programme and MTEF

If [mine action](#) officials and other relevant government officials communicate that mine action is a priority, allocate sufficient human, financial and technical resources to the national mine action programme.⁵⁴ Ensure the proper allocation of resources to contaminated areas and across various sectors.

Ensure infrastructure projects submitted to the national budget include allocations for mine action services. Encourage relevant government ministries to adopt a policy requiring that all multilateral [development](#) bank loans for infrastructure programmes include a budget allocation for mine/[ERW](#) clearance.

- b. Where external resources are required, emphasise the harmful impact of mine/[ERW](#) contamination in government-donor aid coordination forums

Consultative Group meetings and other government-donor aid coordination forums (eg technical working groups, sector working groups and roundtable meetings) represent concrete opportunities to raise the issue of mine/[ERW](#) contamination and obtain financial and/or technical support from donors. Identify development-funding opportunities for mine action and reflect mine action in funding proposals.

Box 13 | Consultative Groups and Development Cooperation Forums⁵⁵

When the World Bank takes a lead role in aid coordination for a developing country, it and the government establish a Consultative Group (CG). The Bank and government usually co-chair the CG. The CG comprises senior government, donor and international organisation officials who meet annually, or less frequently, with a smaller steering committee that meets more often. In addition to aid coordination, the CG plays an important role in resource mobilisation and government-donor policy dialogue.

In recent years, 'local ownership' has been emphasised to encourage recipient governments to play a more central role in the CG process and in determining the country's development agenda. Donors are also making efforts to coordinate their support for key sectors (leading in some cases to a [Sector Wide Approach](#) to planning and managing aid flow into a sector⁵⁶). This has led to elaborate donor coordination frameworks, with numerous sector working groups feeding into the CG Steering Committee and the full CG. As government officials chair or co-chair most of these groups, the government is, in appearance at least, more firmly in control.

In a number of countries, including Cambodia, CGs have evolved into Development Cooperation Forums. These are similar except for the reduction of the World Bank's role from co-chair to 'lead donor facilitator'.⁵⁷

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- c. Encourage multilateral development banks to include the cost of mine/[ERW](#) clearance when financing reconstruction and development programmes in mine-affected areas

[Multilateral development banks \(MDBs\)](#) play an important role in countries emerging from conflict, often funding priority reconstruction programmes and new infrastructure investments. To ensure that reconstruction and development programmes supported by MDBs do not avoid mine-affected areas and communities, bank officials must recognise that contamination is a developmental constraint that is prioritised at the national, sub-national and/or sector levels.

Encourage MDB officials to include the costs of mine/[ERW](#) clearance and other [mine action](#) services in project financing plans. Assure them that mine action services can effectively address programme needs.⁵⁸ See Box 14, which describes the World Bank's experiences in Mozambique.



Box 14 | Demining in support of road and rail reconstruction: Lessons from Mozambique⁵⁹

Mozambique's National Administration for Roads (ANE) first encountered serious problems with landmine and UXO contamination during its Emergency Road Programme (1994-96). Under intense time pressure, it worked with the UNDP and donors to arrange stand-alone demining services that would not delay the work of the civil engineering firms selected as prime contractors for each rehabilitation project. These services were typically mechanical 'treatment' followed by survey and clearance. This proved extremely unsatisfactory as many explosive devices were missed,⁶⁰ causing the roadwork to stop, with the ANE bearing the cost of delays.

As a result, ANE has developed a system in which the prime contractor assumes complete responsibility for demining services. Tender documents make it clear that the bidders must include an accredited sub-contractor for demining. After the award of contract, the prime contractor is not allowed to mobilise the road works crews until the demining sub-contractor produces a certificate from the [national mine action authority](#)

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Box 14 contd. | Demining in support of road and rail reconstruction: Lessons from Mozambique

that the roads, bridges, gravel pits and other worksites relating to the roads rehabilitation project have been cleared. Subsequently, any missed device incidents are the responsibility of the prime contractor.

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

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

The World Bank's experience in [mine action](#) is largely confined to post-conflict 'priority reconstruction programmes'. Its first significant venture was in the countries that emerged following the break-up of the former Yugoslavia. The Bank supports medium to long-term sector reconstruction and development programmes, including in mine-affected countries and areas. For example, in 2005, World Bank officials approved a 60 million euro loan to the Croatian government for reconstruction in areas of special state concern, with approximately 17 million euro of the loan allocated to demining.⁶¹ World Bank support provided to the governments of Ethiopia and Afghanistan has included mine action services. See Box 15 for more detail on World Bank policy regarding support for mine action.

The Asian Development Bank (ADB) also recognises the negative developmental impact of explosives contamination in countries like Lao PDR and Afghanistan. For example, ADB support for a range of sectors in Lao PDR (eg agriculture, energy, transport and water supply and sanitation) includes UXO clearance and other services. A nine-year road improvement project in Xiengkhouang province (1997-2005) included funding for a UXO specialist and UXO quality assurance specialist. It also included support for survey, clearance and purchase of necessary equipment.⁶²

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Box 15 | World Bank support for mine action⁶³

In 1997, the World Bank issued its Operational Guidelines for Financing Land Mine Clearance⁶⁴ that outlined the following key points in relation to its policy on financing mine/ERW clearance:

- > "clearance must be an integral part of a [development](#) project or a prelude to a future development project or programme...[as]... It is this development activity that the Bank seeks to support, rather than land mine clearance per se"
- > "clearance activities must be justified on economic grounds"⁶⁵
- > "clearance in Bank-financed projects must be carried out under the responsibility of civilian authorities...[but this]... does not preclude collaboration with the military (eg, on maps, surveys, removal of mines)"

The Guidelines stress that the Bank does not engage in humanitarian work, and does not have capacity in the technical aspects of demining. It advises Bank staff to consult with UN agencies, the ICRC, [bilateral donors](#) and NGOs active in (or considering support to) [mine action](#) in the country. The guidelines limit mine action to the area of demining, as opposed to taking a wider view and including [survivor assistance](#), [mine risk education](#) and stockpile destruction in loans. The guidelines also make it clear that the projects must be justified on economic grounds.⁶⁶

In November 2003, the Guidelines were supplemented by a Task Manager's Guide to Landmine Clearance Projects⁶⁷ that provides more extensive guidance and identifies areas in which the Bank considers it has a comparative advantage, including:

- > setting priorities based on socio-economic analysis
- > establishing effective national institutions to oversee a national mine action programme
- > developing procurement systems for survey and clearance work to enhance both safety and productivity
- > introducing sound economic and project management concepts
- > in conjunction with UNMAS, UNDP and donors, convening stakeholders to set the agenda for mine action in a country and to assist in resource mobilisation for reconstruction

One large project (Emergency Landmine Clearance project in Bosnia) has been formally evaluated by the Bank's Operations Evaluation Department as part of its 1997-98 multi-country assessment, which is published as The World Bank's Experience with Post-Conflict Reconstruction. The evaluation team concluded: "The decision to implement a self-standing project in an area in which the Bank did not have experience and where it does not have a comparative advantage was, in retrospect, a mistake...the [Landmines](#) Clearance Project was unanimously mentioned by interviewees as an example of a less successful exercise within the very successful first generation of reconstruction projects."⁶⁸

This negative evaluation may well have made Bank staff reluctant to get involved in demining projects, particularly in countries where many agencies are involved in mine action. However, the Bank has financed landmine survey and clearance work via infrastructure projects (principally road projects) in heavily contaminated countries where the Bank has an active lending programme (such as Cambodia). More recently, the researchers in the Bank's Economics of Conflict programme⁶⁹ have initiated work on the economics of landmine/ERW contamination and mine action.

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- ⁵⁴ It is not the role of core budget and planning units to determine whether mine action is a national, sub-national and/or sectoral priority. However, if others in the national or sub-national government decide that it is, the core budget and planning units need to make financial provisions to sustain the mine action programme.
- ⁵⁵ Schiavo-Campo, S. Financing and Aid Arrangements in Post-Conflict Situations, CPR Working Paper No. 6, Conflict Prevention and Reconstruction Unit, The World Bank, Washington, 2003; Afghanistan – State Building, Sustaining Growth, and Reducing Poverty: A Country Economic Report, Report No. 29551-AF, The World Bank, Washington, 2004; and Ted Paterson, unpublished research for GICHD, 2005.
- ⁵⁶ A SWAp should feature at least (i) a single needs assessment, accepted by the government and all donors and (ii) a single strategy, adopted by the government and supported by all the main donors to the sector. In some cases when a SWAp is in place, some donors will channel their funds through the government budget rather than financing distinct projects. Well functioning SWAps decrease the costs of managing the aid flowing to a sector, increase the effectiveness of that aid and enhance government capacities.
- ⁵⁷ See, for example, http://www.cdc-crdb.gov.kh/cdc/gdcc/eighth_objectives_procedures.htm
- ⁵⁸ United Nations Development Programme (UNDP) Mine Action Team, Mainstreaming Mine Action into Development: Rationale and Recommendations, UNDP, December 2004. http://www.undp.org/bcpr/documents/mine_action/development/UNDP_Brochure_B_-_Mainstreaming_Recommendations.pdf
- ⁵⁹ GICHD, A Review of Ten Years Assistance to Mine Action in Mozambique. Agencia de Informacau de Mocambique, 28 Sep 2006, Mozambique: Sena Line Declared Free of Land Mines.
- ⁶⁰ In some cases, the ANE suspects that roads contractors planted mines themselves in order to justify work stoppages (ie they were delayed for other reasons, so created a "missed device incident" to justify a work stoppage and shift the cost of the delay onto ANE).
- ⁶¹ Croatian Mine Action Centre (CROMAC). Representatives of the World Bank visited CROMAC, 7 December 2005. <http://www.hcr.hr/en/aktualnost/Cijela.asp?ID=81>; Government of the Republic of Croatia. 2006 Humanitarian Demining Plan, January 2006. http://www.hcr.hr/pdf/humanitarian_demining_plan.pdf
- ⁶² Asian Development Bank. Completion Report - Lao People's Democratic Republic: Xieng Khouang Road Improvement Project, September 2006. <http://www.adb.org/Documents/PCRs/LAO/27511-LAO-PCR.pdf>
- ⁶³ Ted Paterson for UNDP on behalf of the Resource Mobilisation Contact Group, June 2004.
- ⁶⁴ World Bank, Operational Guidelines for Financing Landmine Clearance, 1998
- ⁶⁵ An exception to this rule is made for projects delivered as 'emergency recovery assistance'.
- ⁶⁶ Kristian Berg Harpviken & Jan Isaksen. Reclaiming the Fields of War: Mainstreaming Mine Action in Development. PRIO and UNDP, 2004. <http://se1.isn.ch/serviceengine/FileContent?serviceID=47&fileID=BB3BE1B7-33E0-9F93-9A5F-C6DA217C67B6&lng=en>
- ⁶⁷ World Bank, Landmine Clearance Projects: Task Manager's Guide, 2003, <http://siteresources.worldbank.org/INTRANETSOCIALDEVELOPMENT/214578-1111661180807/20488066/WP10nov14.pdf>. As well, a CD-ROM has been issued to support the Handbook. The CD contains the text of the Ottawa Convention, UN policies, IMAS, key reports, and samples of contracts, bid tender documents, etc.
- ⁶⁸ World Bank Operations Evaluation Department. Bosnia and Herzegovina Post-Conflict Reconstruction: Country Case Study Series, Washington D.C., 2000.
- ⁶⁹ The World Bank. The Economics of Conflict Programme. <http://econ.worldbank.org/WBSITE/EXTERNAL/EXTDEC/EXTRESEARCH/EXTPROGRAMS/EXTCONFLICT/0,,menuPK:477971~pagePK:64168176~piPK:64168140~theSitePK:477960,00.html>

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16. DEMONSTRATE OWNERSHIP OF THE MINE/ERW CONTAMINATION PROBLEM. DEVELOP SUSTAINABLE NATIONAL CAPACITIES TO UNDERTAKE ALL ELEMENTS OF MINE ACTION OVER THE MEDIUM AND LONG-TERM. SECTOR MINISTRIES AND STATUTORY BODIES ARE IN THE BEST POSITION TO UNDERSTAND HOW CONTAMINATION AFFECTS THEIR WORK PROGRAMMES

- a. Get information on the extent of mine/ERW contamination and its impact on planned work programmes

Find out about the extent of mine/ERW contamination and its impact on development investments and planned work programmes. Use this information to design sector development programmes and identify avoidance of contaminated areas.

Where there is a significant degree of explosives contamination, reflect explosives contamination and mine action as a cross-cutting issue in sector development plans, programmes and budgets.

- b. When planning reconstruction or development programmes, do not avoid contaminated areas and communities. There are solutions to explosives contamination

Discuss your work programme with mine action organisations to ensure contaminated communities are not bypassed. Avoiding contaminated communities because of the complications involved in obtaining mine action support is short-sighted. Inform mine action organisations of sector priorities and work in partnership to address mine/ERW contamination and its impacts. They have the skills, tools and information required to clear contaminated communities safely and efficiently.

If your agency has issued a specific policy or directive to ensure that there is no avoidance of contaminated areas, make sure your development partners are aware of this and work with you.

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Box 16 | Avoiding the problem: Experiences from Mozambique

In 2005, a review of [mine action](#) in Mozambique for the period 1995-2005⁷⁰ revealed weak coordination between mine action and [development](#) actors. In theory, the National Demining Institute's (IND) Technical Council should provide a platform for solid working relations between the national mine action programme and relevant government departments. In addition to the Ministries of Planning and Finance and Foreign Affairs, the seven sector ministries represented on the Technical Council are the ministries of Defence, Interior, Public Works & Housing, Agriculture & Fisheries, Social Affairs, Labour and Health. Unfortunately, the review revealed little engagement between IND and other government units.

Officials responsible for irrigation within the Ministry of Agriculture and Rural Development acknowledged the lack of information exchange with IND and mine/[ERW](#) operators. For example, when irrigation officials planned their annual work programmes, they obtained information from district officials regarding the presence of landmine contamination in a given district. They then dropped any contaminated communities from the work programme for small-scale irrigation. They did not check with IND or demining operators in the area whether the suspected contamination would interfere with an irrigation project. This dramatically reduced the development prospects of mine-affected communities.

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17. WHEN PLANNING RECONSTRUCTION OR DEVELOPMENT PROGRAMMES, DO NOT AVOID CONTAMINATED AREAS AND COMMUNITIES. THERE ARE SOLUTIONS TO EXPLOSIVES CONTAMINATION

Avoiding contaminated communities because of the perceived complications involved in accessing [mine action](#) services is short-sighted. Discuss your work programme with mine action officials to ensure it does not avoid contaminated communities. Inform them of sector priorities and work in partnership with them to promote sector [development](#) programmes and assist contaminated communities. They have the skills, tools and information required to clear contaminated communities safely and efficiently.

If your agency has issued a specific policy or directive to ensure that contaminated areas are not avoided, make sure your development partners are aware of this and work with you.

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18. WSHARE INFORMATION AND COLLABORATE WITH MINE ACTION AUTHORITIES

Participate in formal coordination bodies at the sector level and, where appropriate, national and sub-national levels to promote coordination among government authorities, mine/[ERW](#) operators and [development](#) organisations.

Encourage [mine action](#) officials to participate in relevant sector coordination groups (eg sector working groups), particularly for those sectors affected by explosives contamination.

ENDNOTES

⁷⁰ GICHD. A Review of Ten Years Assistance to the Mine Action Programme in Mozambique. Geneva, October 2005.

WHERE TO ACCESS ADDITIONAL INFORMATION

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



Annual Budget Calendar A calendar indicating the key dates in the process of preparing and approving the budget. These typically include the date the budget circular is issued, the time period for discussing estimates with ministries and departments, the date the executive budget is submitted to the legislature, the legislative review including dates for budget hearings and the date the budget appropriations bill should be passed by the legislature. There may be other important steps in the process, which varies by country.⁷¹

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.

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

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.

Budget Management In the context of managing government development efforts two processes are fundamental: budget management and development planning. The budget is the financial reflection of the government's annual work programme. It is also the authorisation for the government to spend funds for specific purposes and is the principal mechanism for the legislature to hold the executive to account. Budget management is a dynamic process, a complete budget cycle usually covering three years.⁷²

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

Community Liaison⁷⁵ Is the system and processes used to exchange information between national authorities, mine action organisations and communities, on the presence of mines and ERW and of their potential risk. It is typically carried out by all organisations conducting mine action operations, such as MRE-specific organisations, or MRE individuals and/or 'sub-units' within a mine action organisation. Community liaison

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

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

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

Development Development is often defined solely in terms of progress towards achieving greater income per person. However, for the purposes of these guidelines, development also comprises the need to ensure a high standard 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.⁷⁴

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.⁷⁵

Disarmament, Demobilisation and Reintegration In a peacekeeping context, disarmament refers to the collection, control and disposal of small arms, ammunition, explosives and light and heavy weapons of combatants and often also of the civilian population. It includes the development of responsible arms management programs. Demobilisation is the process by which armed forces (government and/or opposition or factional forces) either downsize or completely disband, as part of a broader transformation from war to peace. Typically, demobilisation involves the assembly, quartering, disarmament, administration and discharge of former combatants, who may receive some form of compensation and other assistance to facilitate their reintegration to civilian life.⁷⁶

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, EOD disposes of ERW discovered outside hazardous areas (this may be a single item of ERW or a large number inside a specific area) or disposes of EO that has become hazardous by deterioration, damage or attempted destruction.

Explosive Remnants of War (ERW)⁷⁷ 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.⁷⁸

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

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

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

Gender mainstreaming 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; promoting sustainable livelihoods as a long-term means of helping poor communities to help themselves.

Human Security⁷⁹ 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)⁸⁰ 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.

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 also involves development actors working with mine action organisations to actively promote the development of mine-affected communities and regions. This requires the integration of mine action in development policy and programming, and effective coordination between mine action and development actors at all levels (community, subnational, national and international).

International Mine Action Standards (IMAS) 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. 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; 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.⁸⁵

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.

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

Livelihood⁸⁵ 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.

Medium Term Expenditure Framework (MTEF) Provides the framework for allocating resources within which policy choices are made based on resource availability (medium term budget planning). An MTEF is part of the annual budget cycle. It consists of three elements: a resource envelope based on short-term imperatives of macro-economic stabilisation and broad policy priorities; an estimate of the current and medium-term cost of existing national programmes; an iterative process of decision-making, matching costs and new policy ideas with available resources over a three to five year period.⁸⁶

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

Millennium Development Goals (MDGs) The eight Millennium Development Goals (MDGs) 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.

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; 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 educating people about behavioural changes.⁸⁸

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.⁸⁹

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.⁹⁰

National Mine Action Centre (NMAC) Usually refers to the operational office of the National Mine Action Authority (NMAA).⁹¹ 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,⁹² carries out MRE training and conducts reconnaissance of hazardous areas. It also collects and centralises mine data and ensures they form part of a coherent

integrated programme that addresses priority needs in a rational and cost-effective manner.⁹³

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; 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 processes 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.

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.⁹⁴

Security System Reform⁹⁵ 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 the 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)⁹⁶ 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); the World Bank.⁹⁷

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

ENDNOTES

- ⁷¹ International Monetary Fund. Manual on Fiscal Transparency, IMF, Washington DC, Glossary. 2007. <http://www.imf.org/external/np/pp/2007/eng/101907m.pdf>
- ⁷² Paterson, Ted. (2007), PowerPoint Presentation, Mine Action & Development – How mine-affected countries plan & manage their development efforts, GICHD, Geneva, GICHD and Department for International Development (UK). Understanding the politics of the budget: What drives change in the budget process? A DfID practice paper. August 2007
- ⁷³ UNMAS. IMAS 12.10 – Planning for Mine Risk Education Programmes and Projects, December 2003, http://www.mineactionstandards.org/IMAS_archive/Amended/Amended3/IMAS%2012.10%20Planning%20for%20MRE%20programmes%20and%20projects%20Edition%201.pdf
- ⁷⁴ Amartya Sen, Development as Freedom, Oxford, Oxford University Press, 1999.
- ⁷⁵ Organisation for Economic Cooperation and Development (OECD) website: http://www.oecd.org/about/0,2337,en_2649_33721_1_1_1_1_1,00.html
- ⁷⁶ UNDPKO, Disarmament, Demobilization and Reintegration of Ex-Combatants in a Peacekeeping Environment: Principles and Guidelines, 2000. <http://www.un.org/Depts/dpko/lessons/DD&R.pdf>
- ⁷⁷ The exact legal definition is given in article 2 of the Protocol on Explosive Remnants of War (Protocol V to the 1980 Convention), <http://www.icrc.org/ihl.nsf/FULL/610?OpenDocument>.
- ⁷⁸ Department for International Development (UK), Millennium Development Goals Aid, Trade Growth & Global Partnership, February 2006; <http://www.gsdrc.org/go/topic-guides/fragile-states>

GLOSSARY OF TERMS

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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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