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2006 UNMAO Planning Process in Sudan

A national strategic framework for mine-action efforts in Sudan drives the development of several planning documents that involved several national and international organisations to ensure the successful implementation of a successful framework. The author discusses the development process for the various national mine-action planning documents.

By Hansie Heymans [United Nations Mine Action Office in Sudan]



The Annual Operational Plan is the final output for the overall mine-action planning process. This process follows directly from the *Mine Action Strategic Framework*¹ that was developed and signed in 2004. Based on the Framework, the United Nations used the *Portfolio of Mine Action Projects*² process to develop a list of proposed projects for various mine-action players. From the portfolio process, mine-action stakeholders such as the United Nations, local authorities and nongovernmental organisations (local and international) developed and agreed upon the *United Nations and Partners 2006 Work Plan for Sudan*.³ Based on both these processes, stakeholders developed the 2006 Annual Operational Plan⁴ using the logical framework analysis.

Figure 1 illustrates the overall process followed in Sudan to develop three separate but interrelated documents for mine-action planning. The results of these three processes are:

- *Portfolio of Mine Action Projects* for Sudan
- *United Nations and Partners 2006 Work Plan for Sudan*
- *Mine Action Annual Operational Plan* for Sudan

The processes are listed in the centre blocks of the figure (e.g., input from stakeholders, Portfolio and Work Plan; and regional priority development and priority setting). The final products of the three processes were the 2006 MAP document, the Work Plan for 2006 and the 2006 Annual Operation Plan.

Mine Action Strategic Framework

The Mine Action Strategic Framework was developed in 2004. The United Nations Mine Action Service and the United Nations Development Programme jointly led this process, which involved the authorities from both North and South Sudan. The government of Sudan (GoS) and the Sudan People's Liberation Movement both agreed upon and approved the MASF. The document was developed before the GoS and the SPLM signed the Comprehensive Peace Agreement and consequently was revised in 2006; therefore the MASF will be used to guide the planning process. The development of the Portfolio and the 2006 Work Plan should be guided by the overall strategic priorities identified in the document.

Planning Process in Sudan

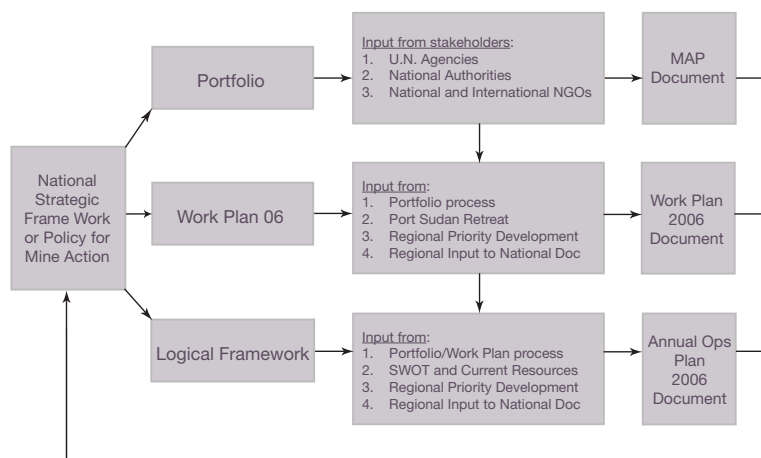


Figure 1: Illustration of overall planning process followed in Sudan.
GRAPHIC COURTESY OF HANSIE HEYMANS

Portfolio of Mine Action Projects

The preparation and development of the *Portfolio of Mine Action Projects* started in June 2005. Input was requested from U.N. agencies, national authorities and nongovernmental organisations. The MASF strategic priorities were used to develop project sheets supporting the MASF. Project sheets are used to submit and register a project in the MAP. The development of the MAP was facilitated through two review panels—one in the south representing the SPLM and one in the north representing the government of Sudan. The panels consisted of members from nongovernmental organisations, demining authorities and the UNMAO. The panels reviewed all project sheets, ensuring all projects support the MASF strategic priorities and were overseen and approved by both mine-action authorities. Participating U.N. agencies, national and international NGOs and the national mine-action authorities completed the final in-country review of all project sheets in August 2005 and submitted them to UNMAS–New York for review. Together, they submitted well over 30 projects.

2006 Work Plan

In June 2005, the U.N. Country Team started work on the Work Plan for 2006, developing U.N. Strategic Priorities for Sudan. Mine-action stakeholders developed the mine-action sector priorities using the MASF as a starting point. After these priorities were finalised, mine-action objectives were developed involving all mine-action partners. Both national mine-action authorities approved these objectives before they could be presented to the U.N. Country Team. As with the MAP, this process included other U.N. agencies, demining

authorities (the National Mine Action Office and the New Sudan Mine Action Directorate) and NGOs (local and international). UNMAO did all of the work but involved all stakeholders and local authorities.

U.N. Strategic Priorities for 2006. The priorities for 2006 support the implementation of the Comprehensive Peace Agreement and efforts for a peaceful resolution of conflict throughout the country, and provide effective and efficient humanitarian assistance. These goals will be achieved through:

- Supporting the development of government and community institutional capacity
- Supporting the expansion of the delivery of basic social services
- Assisting with a comprehensive response to HIV/AIDS
- Supporting conflict management and reconciliation
- Supporting comprehensive livelihood programmes
- Supporting the spontaneous and organised voluntary return and reintegration of displaced people
- Supporting the implementation of a national demobilisation, disarmament and reintegration programme
- Providing humanitarian assistance for vulnerable people
- Supporting the promotion and protection of human rights and the rule of law

National Planning Assumptions for 2006. The U.N. Country Team and Work Plan Team formulated the following national planning assumptions to guide planning for 2006:

- All Comprehensive Peace Agreement mechanisms will be in place: The Government of National Unity, Government of Southern Sudan and state governments will be established.
- GNU, GoSS and local government institutions will be hampered by limited capacity.
- International assistance will begin to shift from humanitarian to recovery and development throughout the year.
- The gap between expectations and improvement of service delivery will remain.
- Peace agreements will be in place in the eastern and Darfur planning regions by the end of 2005 or in 2006 to be followed by improvements in security and the ability to support humanitarian, recovery and development assistance.
- Localised conflicts will remain and could escalate as a result of inequitable distribution of resources and/or political/ethnic/religious tensions.
- Large-scale returns will take place throughout the country, particularly the movement of IDPs from one area of South Sudan to another.

Mine-action sector priorities. *The United Nations and Partners 2006 Work Plan for Sudan* differentiates between two main groups of priorities: humanitarian and recovery/development. The U.N. Country Team delegated the development of the definitions for the two groups of priorities to the sector leads. The mine-action sector based the definition for humanitarian priorities on the returnees' short-term emergency needs (i.e., to alleviate human suffering and assist people in distress). The sector further based recovery/development priorities on activities in support of longer-term objectives and supporting the establishment of mine-action structures through capacity-building.

The mine-action sector priorities were developed using the MASF as a starting point, Work Plan assumptions and priorities, and the following guidelines for "humanitarian activities" and "recovery and development activities":

- Humanitarian activities:
 - Activities conducted to alleviate human suffering in emergency situations.

- Activities contributing to the U.N. values of respect and dignity for people.
- Activities directly assisting people in distress to relieve suffering with life-saving interventions.
- Recovery and development activities:
 - Activities that trigger the transition of activities from humanitarian into development.
 - Decisions and actions taken after an emergency situation with a view to restoring or improving the pre-emergency living conditions of the stricken community.
 - Managing the use, development and protection of natural and physical resources in a way, or at a rate, that enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety.
 - Benefits should not only outweigh the social and ecological costs but should also be founded on a rational use of resources (human and natural).

Based on the above guidelines and extensive consultation with stakeholders and partners, the 2006 Work Plan priorities for the mine-action sector were defined as follows:

- Humanitarian priorities:
 - Emergency survey, clearance and marking of dangerous areas
 - Emergency route verification and clearance (primary/secondary roads⁵)
 - Emergency and targeted mine-risk education
 - Collect data on victim assistance to define the extent of the problem
- Recovery and development priorities
 - Coordination and capacity building for mine action
 - Development of national, operational mine-action capability
 - Integration of MRE into education, health and other basic social services
 - Support to Ottawa Convention⁶ implementation (advocacy, stockpile destruction)

Mine-action sector objectives. The mine-action sector objectives were derived from the defined priorities and related to the strategic framework. The objectives are also closely related to the five defining pillars of mine action: mine clearance, mine-risk education, victim assistance, advocacy and stockpile destruction. The following objectives were derived from a high-level planning process and formed the basis for the development of the Annual Operational Plan:

- **Survey, marking and clearance:** Conduct emergency survey and identify, record and map known dangerous areas; evaluate impact of mines and ERW on proposed activities; and conduct humanitarian clearance of highly impacted mine-affected areas.
- **Emergency-route clearance:** Conduct emergency-route clearance based on mission and other humanitarian road priorities.
- **Advocacy and stockpile destruction:** Give support to treaty implementation.
- **Mine-risk education/humanitarian activity:** Conduct emergency and targeted mine-risk education.
- **Mine-risk education/recovery and development activity:** Integrate MRE into education, health and other basic social services.
- **National capacity building:** Develop a national capacity in the north and south capable of addressing the long-term socio-economic consequences of landmine and ERW contamination in Sudan.
- **Victim assistance:** Define the scale of the challenge, identify needs, monitor the responses to needs and evaluate the responses.

While these objectives relate to the pillars of mine action with either a humanitarian or recovery and development focus, they do not make explicit provision for the definition of support services and information management. It was decided that three more "internal objectives" would be added to ensure that the mine-action support services and information management can develop internal operational plans to support these objectives:

- **Information management:** Establishing an efficient and effective information section in support of UNMAO mine-action operations through:
 - Institutionalising the Information Management System for Mine Action as the information-management system within the Sudan Mine Action Program through the implementation of information-management policy and training
 - Developing and maintaining a fully functional IT infrastructure to provide networking and inter-networking capabilities at UNMAO headquarters, regional offices and sub-offices
- **Support services:** Providing professional and effective administrative, financial and logistical services in support of UNMAS operations at the national and regional level
- **Coordination and facilitation:** Efficiently and effectively coordinating

and facilitating mine-action stakeholders and participants in Sudan

Mine Action Annual Operational Plan for 2006

SWOT analysis. As part of the comprehensive planning process, the programme took the opportunity to conduct an internal review using a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis. This analysis allowed the group to make sound deductions leading to the identification of responsibilities and the setting of target dates.

Logical framework analysis. The LFA process is used to take the defined objectives and further develop them into operational plans to define expected accomplishments, output and activities. In addition, it provides a mechanism for measuring these components and recording assumptions made for each of the components. In the *United Nations and Partners 2006 Work Plan for Sudan*, the LFAs for each objective are discussed, and the Plan illustrates the outcome for each of the objectives.

Conclusion

The planning process in Sudan is an inclusive, proven and holistic approach that aims at developing various planning tools that are linked and consistent with each other. The process is driven by the MASF and strategic priorities set in the framework. From these priorities, the MAP and Work Plan follow, developing projects in support of the objectives contributing to the MASF.

The process takes into consideration input from all mine-action implementing partners, local authorities and setting of priorities to relieve human suffering more effectively and efficiently. ♦

See Endnotes, page 111



Hansie Heymans is the Planning Officer for the U.N. Mine Action Office in Sudan. He arrived in Sudan in June 2005 having previously been Information/Planning Technical Advisor/Survey Technical Officer in Eritrea and Quality Assurance Monitor for the Bosnia and Herzegovina Landmine Impact Survey. He also assisted the Afghanistan MAC with establishment of an information office and spent three years in northern Iraq as the Chief of Information.

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News Brief

Landmines Affect Civilians and Military Forces

Landmines in two of the most heavily mined countries in the world, Afghanistan and Iraq, pose a constant threat to local populations. In 2004, the U.S. Campaign to Ban Landmines cited 261 Iraqi injuries or deaths from landmines. In the same period, 895 Afghans were injured or killed by landmines.

The landmine contamination also seriously affects United States Armed Forces serving in the two countries. Since 2003, more than 100 U.S. soldiers and service members have been victims of landmines in Afghanistan and Iraq. A fact sheet prepared by the USCBL cited 75 American casualties in Iraq and 50 in Afghanistan since 2003. The accidents have resulted in 35 deaths total.

For a complete report and to view the fact sheet, visit <http://tinyurl.com/k7ozq>