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## Mine Action and Development: Challenges of Inter-Organizational Relationships

Brian da Cal

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**MSc (Development Management) Programme  
TU874 Project**

# **MINE ACTION AND DEVELOPMENT: CHALLENGES OF INTER-ORGANISATIONAL RELATIONSHIPS**



PHOTO: Mine action team at work in Devapuram village, Sri Lanka. (MAG, 2012)

**Submission date:** 17 October 2012  
**To:** Open University  
**Author:** Brian da Cal

## **EXECUTIVE SUMMARY**

**Mine action and international development are two sectors which have historically operated in an entirely separate manner from one another. The clearance of landmines and other unexploded ordnance left behind from aftermath of war was something that was originally considered to be the responsibility of the military in affected countries. From the late 1980's, landmines and their devastating impact upon communities began to be highlighted by non-governmental organisations who brought the issue onto the international agenda, eventually leading to the state party Mine Ban Treaty of 1997. At around the same time, the nature of demining was being both questioned and redefined and the term "humanitarian mine action" was to eventually emerge. This term included the traditional, technical and outputs-focussed, landmine clearance activities such as surveying and clearing and stockpile destruction. However it was to also include three new, outcomes-focussed, humanitarian "pillars": mine risk education, victim assistance and advocacy. This not only reflected the view that mine action was a humanitarian relief activity but a growing realisation that landmines were also having a deleterious effect on longer term development.**

**This project examines the history of mine action as well as the debated link between landmines and development. It also explains why strong, inter-organisational relationships between the mine action and development sectors are so critical for both humanitarian and socio-economic, development reasons. It examines major influences and challenges to establishing and sustaining such relationships, characterised by a lack of coordination on policy, planning and practice, at the international, national and field level. The likely causes for these challenges are examined, ranging from historical differences in the culture, vision and values of people and organisations within those sectors, segregated donor funding mechanisms, vertical organisational structures and weak government. It ends with a number of recommendations for donors, states and NGOs, reflecting findings from a series of semi structured interviews and a review of published studies and books which make the case for mainstreaming mine action into development planning at all organisational levels.**

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## 1. AIMS AND OBJECTIVES

The central aim of this project is to examine the types of relationships that exist between development organisations and those working in mine action and to highlight those factors and challenges which make effective and efficient inter-organisational relationships between the two sectors difficult to achieve. Effective organisational relationships would be characterised by evidence of coordination and cooperation between the two sectors.

Through a literature review and a set of semi-structured interviews, this project will therefore set out to do the following:

- Provide a definition of “mine action” and the importance of its link to intentional development and humanitarian action.
- Trace the history and development of the mine action sector and its parallel developing relationship with the development sector.
- Trace the landscape of the mine action and development, identifying the main actors and key stakeholders in the mine action and development nexus and their relationships.
- Apply several development management concepts to study these inter-organisational relationships, such as influence, structure and value based conflicts
- Identify key tensions and challenges that negatively affect these inter-organisational relationships from being established and sustained.
- Identify conclusions and recommendations that may help the two sectors overcome these central tensions and challenges.
- Provide suggestions for further research relevant to this project.

In short, this project is going to examine what good inter-organisational relationships between mine action and development sectors mean, why these relationships matter, why they are challenging to establish and maintain and what can possibly be done to improve them. The next section goes further into the background of mine action and development and nature of the problem concerning the inter-organisational relationships between respective stakeholders and poses several research questions that shall guide the rest of the project.

## 2. INTRODUCTION AND BACKGROUND

### 2.1 Origins and the changing definitions of mine action

Rudimentary anti-personnel landmines (APMs) were first used in the American civil war (McGrath, 2000). However, it was not until the 20<sup>th</sup> century that the deadly effectiveness and range of APM's, as well as anti-vehicle mines and anti-tank mines was really perfected. Moreover, it was not until the latter half of the 20<sup>th</sup> century, in the aftermath of proxy wars in Afghanistan, Vietnam, Lao, Cambodia and Angola, that the lingering and insidious effects of landmines finally began to be realised as having a devastating effect on communities that were trying to rebuild lives, already shattered by conflict.

Prior to the 1980's it was mainly seen as the responsibility of the military in affected countries to clear landmines and other Unexploded Ordnance (UXO), also termed Explosive Remnants of War (ERW). There was no international framework to address the landmine threat in post conflict countries and there were scant resources to deal with them and even less awareness and understanding within the international community with regard to their destructive impact on communities and individuals.

In *Landmines and Unexploded Ordnance, A Resource Book*, Rae McGrath states that it was the humanitarian organisations working with mine affected communities in the 1980's who were the first to define why landmines had become such a problem and needed the urgent attention of the international community:

- “1. They are indiscriminate once deployed,
2. They are victim-triggered.
3. They are persistent in that their effects continue indefinitely after a war ends”

(McGrath, 2000, p.17)

The International Peace Research Institute, Oslo (PRIO) recalls that one of the first ever NGO led mine clearance projects was carried out by World Vision in Afghanistan in 1987 (PRIO, 2004). This was then followed by a larger UN funded programme in 1988 which created a number of Afghan national NGOs to carry out the actual implementation of the programme. Following the first Gulf War in 1991, commercial mine clearance operators began to emerge, chasing lucrative clearance contracts. The following year, NGO-led mine clearance operations began in Cambodia, one of the most heavily mined countries in the world and over the next few years, further programmes were established in northern Iraq, Mozambique and Angola. By 2003, mine action programmes were in operation in at least 35 countries (PRIO, 2004). Landmine Monitor's, 2011 Global Report states that in 2011, there were still a total of seventy-two states affected by landmines. In 2010, 4,191 landmine casualties were recorded globally (not counting those that were unreported). This was despite the fact that at least 200 square km of mined areas had been cleared by forty-five mine action programs in that year, with more than 388,000 antipersonnel mines and over 27,000 anti-vehicle mines destroyed during the clearance (Landmine Monitor, 2011). The largest total clearance of mined areas was achieved by programs in Afghanistan, Cambodia, Croatia, Iraq, and Sri Lanka, which together accounted for more than 80% of recorded clearance (Landmine Monitor, 2011).

Residual landmine contamination represents a significant threat to life and limb and it is still a core objective of landmine operators to survey, map and, where possible, remove the landmine and UXO (Unexploded Ordnance) threat. However, the range of activities and approaches to doing this has also changed considerably over the last three decades. Up until the late 1990's, mine clearance operations were mainly about surveying, mapping and clearing the landmines themselves, with a focus on technical outputs such as number of mines cleared and amount of land cleared. However, a group of six NGO's was about to initiate real change in how landmines were viewed, beginning with the International Campaign to Ban Landmines (ICBL) which was launched in 1992. This eventually laid the foundation for the 1997 Landmine Convention, also known as the Mine Ban Treaty. This was primarily an NGO led initiative but, crucially, a state level agreement which opened for signature, in Ottawa, on 3<sup>rd</sup> December 1997 and entered into law on 1<sup>st</sup> March 1999. The convention placed upon all state signatories the obligation to end the production and sale of landmines, as well as to assist mine affected countries in clearing landmines in their territories within ten years of signing (by 2009), although the principal responsibility for mine clearance would rest with the affected states themselves. There are currently 156 state parties to the Mine Ban Treaty and 39 states *not* party, of which the United States, China and Russia are three (Landmine Monitor, 2012).

The Mine Ban Treaty of 1997 was a momentous milestone and achievement which put the issue of landmines firmly upon the political agenda. However, it also allowed the door to be opened to criticism of how mine action activities were being conducted with many seeing:

*"...the emerging sector... overly focussed on technicalities rather than affected populations."* (PRIO, 2004, p.9)

The treaty therefore led the way for a refocusing of what mine action should be defined as, with a need to look at the wider socio-economic impacts of landmines upon communities. With initiatives like the International Mine Action Standards (IMAS) launched by the UN in 1997, which all mine action operators are now expected to follow, and the launch of UNMAS in the same year to coordinate demining operators, there was plenty to suggest that there a growing international effort to do something about the threat on a grand scale. However, it was three demining NGOs, Handicap International, Mines Advisory Group and Norwegian Peoples Aid, who in November 1997, first coined the term "humanitarian mine action" (PRIO, 2004), a clear move away from a hitherto highly technical sector. The various meetings of NGOs, UNMAS and Geneva International Centre for Humanitarian Demining (GICHD) in 1997 and again in 1998, when the Global Landmine Survey Initiative was launched, all centred around trying to redefine what mine action should mean in terms of its humanitarian aspect with many of the suggestions coming from the field, from individuals who were frustrated by common issues relevant to the closed technical nature of mine action programming.

A new and expanded definition of Mine Action began emerge from this period in an attempt to encapsulate all these insights. In 2001, the International Mine Action Standards (IMAS) defined Mine Action as

*"...activities which aim to reduce the social and environmental impacts of mine and ERW."* (PRIO, 2004, p.10)



On a practical level, mine action activities came to be subdivided into five distinct areas or “pillars” with a clear distinction between the traditionally technical pillars and the newly emerging humanitarian ones. (PRIO, 2004):

- Demining - including survey, mapping and marking of anti-personnel mines and other mines or ERW) (**technical**)
- Stockpile destruction (**technical**)
- Mine risk education (**humanitarian**)
- Victim assistance – including rehabilitation and reintegration (**humanitarian**)
- Advocacy to stigmatise the use of landmines (**humanitarian**)

As PRIO says in its paper on mainstreaming mine action into development, an additional ambition of this newly defined term and these three additional pillars to mine action was to:

*“...emphasise the close relationship between mine action and reconstruction, as well as development efforts more generally”* (PRIO, 2004, p.10)

At the beginning of this introduction section, it was stated that one of the first mine clearance activities took place in 1987 in Afghanistan. This was actually in order to allow for the rehabilitation of roads and irrigations channels, a clear development objective (PRIO, 2004). There is a very strong link between development and mine action and indeed many would argue that mine action is an issue that cuts right across all areas of development. The Peace Research Institute, Oslo clearly believes so hence its paper making the case for mainstreaming mine action into development and the Geneva International Centre for Humanitarian Demining (GICHD) released a comprehensive set of LMAD (Linking Mine Action and Development) guidelines for use by NGOs, states and donors (GICHD, 2008).

## 2.2 Problem Description

The problem that is being addressed in this project is why, despite all this recognition of the importance of linking mine action to development, there are still significant and fundamental challenges inherent in establishing and sustaining inter-organisational relationships between the mine action and development sectors. Firstly, early indications from a literature study suggest that there has been intense debate over the last few years as to whether mine action could even be classed as a development related activity as well as a humanitarian relief activity. Secondly, the literature suggests that the challenges of inter-organisational relationships are rooted in major differences between the organisational structures and priorities of mine action and development actors, and differences in vision and values of people working within these sectors. There is also evidence that these different values exist within the mine action sector itself. Differing timescales for different objectives, along with traditionally separated donor funding streams have also exacerbated this disconnect. It is these structural and value-based conflicts that at best cause tensions between these stakeholders, hindering their ability to coordinate their operations and at worst, leading to competition, duplication or vertically structured ways of working which means that they are not even aware of each other.

The problem of non-existent or ineffective inter-organisational relationships is important to both the mine action and development sectors and the communities they aim to serve because the consequences of not having such range from wasted resources and duplication of efforts to the continuing fear and

insecurity of affected communities, not to mention injury and death. Ultimately, this means that development efforts are impeded, halted or even reversed. It should also be remembered that from the point of view of affected communities, the diverse goals of these two sectors affect their communities in a very combined way. A simple example would be to say that a child will not benefit from an education input by a development NGO if he steps on a landmine on his way to school or a farmer will not grow, harvest and sell his crops at market and contribute to the development of the local economy if he is afraid to go back onto his land or takes the risk and is then killed or injured. Therefore, efforts made by actors within the two sectors should also be combined to reflect the combined impact upon communities. The need to build effective inter-organisational relationships exists at all levels - international donors, demining and development NGOs, state and national authorities, UN agencies, right down to field level. Overcoming these challenges has major implications for both policy at international and national level, and practice at field level.

### **3. NATURE OF THE PROBLEM**

This section provides greater background and detail on the link between mine action and development, on-going debates as well as the characteristics of the mine action and development relationship. In the context of this report, when the term “landmine” is used, it shall also refer to other kinds of unexploded ordnance (UXO) or ERW (Explosive Remnants of War), on or under the ground, which may be triggered accidentally by civilians. The definition of “development” in the context of this report refers both to international development by actors such as NGOs, donors and UN agencies, as well as development by communities themselves or people-led development. It also covers all sub-sectors of development, relating to the Millennium Development Goals.

#### **3.1 Debates within mine action, development and humanitarian action**

The link between landmines and their impact on socio-economic development of affected countries is well documented in published and grey literature. A 2004 report by PRIO claimed that landmines:

*“...inhibit rehabilitation and reconstruction, agriculture, health, education, water supply, infrastructure development, environmental protection, industrial and commercial growth, and domestic and foreign investment”*. (PRIO, 2004, p.1)

In another report by the Disarmament Forum, looking at the linkages between disarmament, development and security, Kerstin Vignard argues that landmines:

*“...proscribe development in numerous insidious ways: land cannot be cultivated, refugees are prohibited from return, lives and livelihoods are destroyed; transportation and communications are obstructed”* (Disarmament Forum, 2003, p.9)

The Geneva International Centre for Humanitarian Demining (GICHD) provides a specific example regarding the impact of landmines or UXO on the development of agricultural land:

*“UXO contamination affects over 37% of all agricultural land in Laos and is a critical constraint on development. It limits access to potentially productive land, kills people and animals, and hinders fuel and water collection, communications and transport.”* (GICHD, 2008, p.42)

Landmine injuries occur mainly in rural areas, those inhabited by subsistence farming communities. There is much evidence in the literature to suggest that communities and, in particular, farmers will not

be prevented from working their land because of the threat of landmines, not because they are blasé about it but because the threat of starvation is greater than their fear and because they have a profound connection with their land, which McGrath, 2000 sums up:

*“Subsistence farmers are a direct human interface with the physical environment, they must understand their land in order to survive, to say they love the land is a misnomer, they need it”* (McGrath, 2000, p.43)

Aside from the human tragedy of injuries, when a member of a family in a community steps on a landmine, that family is in serious danger of losing its main provider. In contaminated communities, every action by every member of that community, be it collecting firewood or water, herding animals, tending crops, going to market, playing etc., leaves them at risk of injury or death and this is increased even more so if they try to clear their land of landmines themselves. If they do not die doing this, they may be badly injured and with little or no access to medical care, will become an extra strain on the rest of the family who must look after them, further damaging fragile livelihoods. If the victim is a parent, their child may need to drop out of school to care for them or go to work as the main provider. A child who steps on a mine, whether they die or are maimed for life, has their future ruined and their contribution to their country or their community’s development taken away.

Medical facilities in countries with landmine victims are stretched further than they should be, with scant state and provincial resources redirected away from other health priorities such as immunisation programmes. In addition, the injuries from landmines are usually for life and so the state must bear medical and social care costs for an indefinite period, assuming the state even has these resources to begin with.

The on-going fear of landmines is something else that communities have to deal with and at the same time this impacts on commercial investment into affected areas:

*“The presence of landmines and UXO is frequently an obstacle to progress towards the Millennium development Goals through preventing participation by affected communities in economic development”* (Disarmament Forum, 2003, p16)

Roads which are still contaminated prevent the outside world reaching communities, including development NGOs and so communities remain cut off. Landmines can also prevent assistance by development workers who either put themselves at great risk working on contaminated land or avoid these areas altogether. As far back as 1994, in an attempt to close this gap and form a bridge between mine awareness (rather than mine action) and development practitioners, Rae McGrath wrote a book, in conjunction with Oxfam called *Landmines, Legacy of Conflict. A manual for development workers*. The book was a technical guide to recognising landmines, aimed at development workers going into the field who were often completely ignorant of the landmine threat. The idea was to keep them safe and also to stop them setting a bad example to the communities they worked with by walking anywhere and at anytime. In some ways, it was a first step at adding the Mine Risk Education pillar to mine survey and clearance because what the development workers learned in the book, (as the first beneficiaries of MRE), they could pass on to the communities they worked with.

### 3.1.1 Mine action: humanitarian relief or a development activity?

*“Some funders ...refuse to support demining as they consider it a humanitarian activity rather than one contributing to development.”* (Disarmament Forum, 2003, p12)

As some of the quotes at the beginning of this section might have suggested, mine action cuts right across areas that are not specifically development related but are closer to humanitarian relief and complex emergencies. These include clearing roads to allow emergency relief aid to move around a country and to allow for the return of refugees and helping with victim assistance and rehabilitation. As mentioned in the previous section, the realisation that the clearance of landmines was a humanitarian activity began to be put forward by NGOs in the 1990s. This was clearly accepted by most stakeholders. The link to development was harder to accept by some but the arguments made for it were linked to a wider debate on the relationship between human security and human development, a link which is neatly summarised below:

*“While human development focuses on widening the choices available to individuals, human security permits the possibility to exercise those choices”* (Disarmament Forum, 2003, p.7)

This same concept is referred to more succinctly by Amartya Sen as “Development as Freedom”. Many mine action and development stakeholders, including donors, now agree therefore that mine action does indeed cut across both humanitarian and development activity and indeed all stages in between, as countries emerge from conflict, through to a post conflict stage and then into a development phase (with considerable overlap and blurring of edges). The Geneva International Centre for Humanitarian Demining divides mine action in the following areas, reflecting the different stages:

- Mine action for internal security
- Mine action for reconstruction
- Humanitarian mine action
- Mine action for development

(GICHD, 2008, p.17)

### 3.1.2 Mine free vs. impact free

Another important debate within the mine action sector which is worth referring to here is the debate between mine *free* and mine *safe* approaches to mine action work. The former term means the complete clearance of mines, the original and pure aim of demining programmes. The latter term reflects the growing realisation among many demining operators in more recent years that it is not going to be possible to clear all landmines globally, in as quick a time as all stakeholders would have liked but that it is nonetheless necessary to reduce their impact upon communities as soon as possible. The mine *safe* approach does this by making them aware of the threat, clearing the worst contaminated areas, which are highly populated, and clearly marking uninhabited contaminated areas. This new approach to mine action, which accepts the inevitably longer times that will be needed for clearance,

also supports the theory that they will affect development efforts which themselves are linked to a longer time period than emergency humanitarian relief.

### 3.2 Inter-organisational relationships: history, nature and characteristics

The building of inter-organisational relationships, as a general term for organisational conduct, matters. This is especially true in the field of development and mine action organisations as their key aims are:

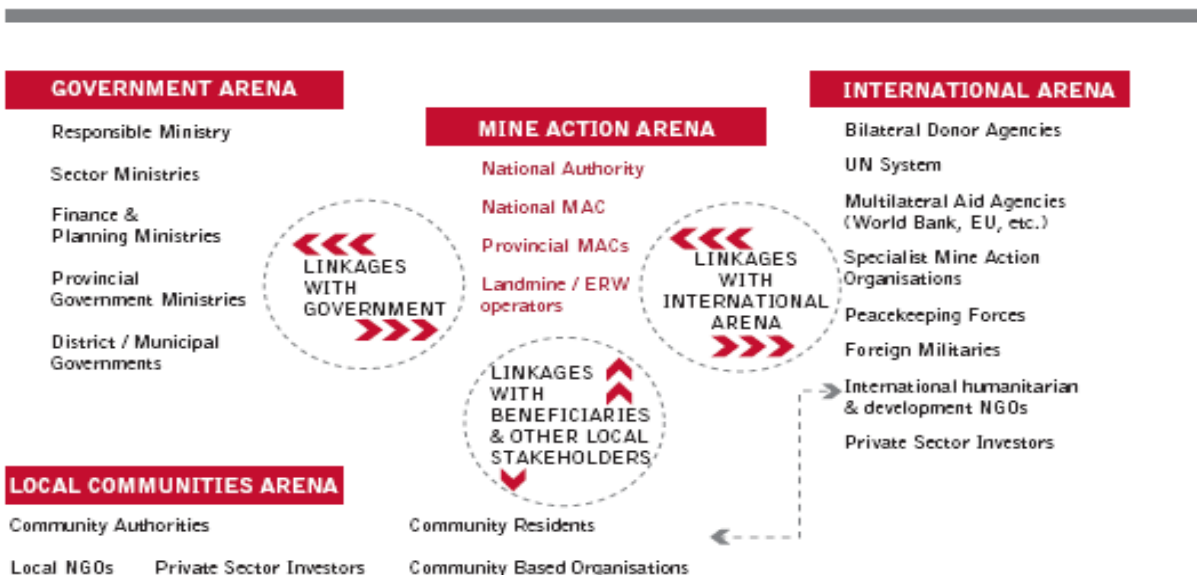
*“...externally directed to the public sphere rather than, as in most organisations, being principally internal.”* (Robinson et al, 2000, p.3).

There therefore has to be negotiation between these groups in order to achieve the best possible outcomes for everyone concerned. The mine action and development sectors share the same “public” after all and as mentioned before, their approaches should therefore be combined.

Inter-organisational relationships can be characterised by different kinds of partnerships as well as certain “ideal” types such as coordination, cooperation and competition (Bennett, 2000). Coordination between agencies is an important feature of reconstruction in the aftermath of complex emergencies and for development. It promotes division of labour, avoids duplication, shares expertise and builds on the individual strengths of different agencies be they donor, state, NGO or development or relief focussed. Cooperation enables the sharing of information in order to avoid duplication and increase efficiency and effectiveness and in the case of mine action, safety. However, conflicting interests, values and other variables will affect the degree to which coordination is possible and often, cooperation, competition or a combination of the three ‘C’s will occur. Effective coordination between agencies is often reduced to two fundamental questions: ‘who has the right to coordinate?’ and ‘whose approach is correct?’

There are many stakeholders working in both mine action and development and the links between them are numerous and offer both opportunities for them to coordinate with one another but also to compete. The table below, taken from GICHD’s Linking Mine Action to Development (LMAD) Guidelines illustrates just how many stakeholders are involved in mine action alone, from field level right up to international donor level. It also shows how they might link to one another.

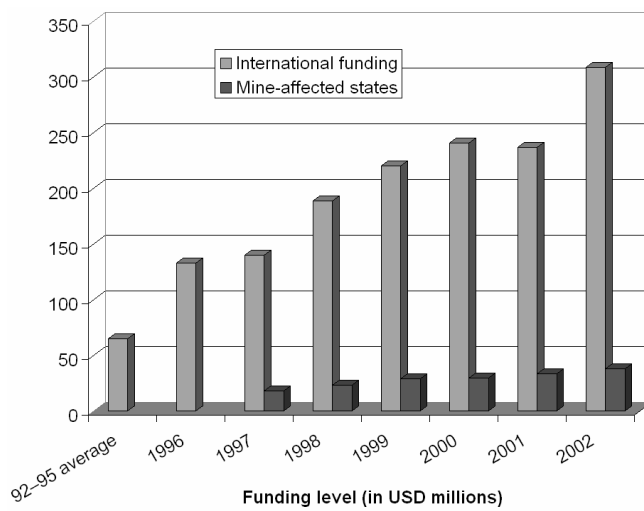
**Figure 1 | The Architecture of mine action: actors, arenas and linkages**



(GICHD, 2008, p.18)

This diagram does not explore how these organisations link with development institutions and stakeholders and what kinds of influences exist between them. This shall be explored later in the project, but it shows just how much complexity and potential there is for competition within just the mine action sector itself, which has made it more oblivious to external stakeholders from the development sector.

Funding is another important characteristic of the historical disconnect between mine action and development. In the 1980s and 1990s, in recognition of mine action as an urgent humanitarian activity, dedicated mine action donor funding began to increase dramatically as the PRIO chart shows below.



(PRIO, 2004, p13)

This rise continued upwards into the first decade of the 21<sup>st</sup> century until there was recognition by donors of the link between mine action and development and the need for a greater impact and accountability for money spent on demining. Up until then however, dedicated mine action funding did not encourage the building of inter-organisational relationships and as GICHD say:

*“... donor funding for mine action has... contributed to weak coordination between mine action programmes and development actors.”* (GICHD, 2008, p.19)

Other characteristics of the problem of inter-organisational relationships suggest differences in values between those working in mine action and those working within development which shall be explored in the following sections.

### 3.3 Research Questions

So far, this section has summarised how landmines negatively impact upon development and concluded that mine action is a development as well as a humanitarian linked activity. Therefore, effective inter-organisational relationships between mine action and development stakeholders matter, but they are hindered by several factors. The project will now examine these factors in more detail by posing the following research questions:

**1 What are the key relationships between mine action and development stakeholders and what level of influence do they have over one another?**

**2 What are the main causes of tension and failure that hinder effective coordination and cooperation between the two sectors and their ability to establish and sustain effective inter-organisational relationships?**

**3 How can these challenges to inter-organisational relationships be overcome?**

## **4. RESEARCH METHODOLOGY AND DESIGN**

The research methodology for this project consists of two parts.

### **4.1 Secondary Data Collection: Literature Review**

The initial stages of research and development of this project included a literature study and review of secondary data on both the history and nature of mine action and its relationship with the development sector. The results of this review have already been utilised in the preceding sections of this report and will be used further to support or counter findings from primary data research. The reference section lists all specific sources for the review but in short, the secondary data has mainly been sourced from:

- Organisational strategy papers from donors, UN agencies and think tanks
- Discussion papers and policy documents from the same
- Organisation websites
- Published books on landmines
- Assorted web based articles on mine action

### **4.2 Primary Data Collection: Semi Structured Interviews**

Primary data collection comes from a series of eight, semi-structured interviews held with key stakeholders in the mine action sector, and in some cases, working in both mine action and development. It was decided that structured interviews or questionnaires were not the best method of data collection for this report as the investigator did not have an in-depth knowledge of the informants or the mine action sector. The semi-structured interview:

*“...allows investigators to explore issues with informants in a much more flexible way, using supplementary questions to clarify complex responses and developing new lines of enquiry.”*  
(Woodhouse, 2000, p.166)

In addition, the boundaries of the responses to the questions had the potential to be rather wide, spanning as the informants did from international to field level. Using a set of open ended “what”, “who” and “how” questions, the ability to ask new questions while the enquiry is in progress would provide an “...iterative learning process” (Woodhouse, 2007, p.166) which would give the investigator the flexibility to build up an understanding of an unfamiliar organisational situation.

Interviews were estimated to take between forty-five minutes to one hour for each interviewee. All informants were recruited on a voluntary basis and were selected from a combination of two sets. The first set comprised of individuals approached as a result of the literature review, such as authors of

reports or books or via the contact pages of websites of key organisations that could bring valuable insight to the report. Access to a second set of informants was gained via an introduction from an informant in the first set.

They are divided below into those that work at an operational level, those that work at a policy level, between those that work on an international level and those that work on a more national and field level. It was recognised that there was obviously going to be a degree of overlap on the scale of their operation.

#### 4.2.1 Informant Set

<b>NAME</b>	<b>ORGANISATION TYPE</b>	<b>SCALE OF OPERATION</b>	<b>LOCATION OF INFORMANT</b>	<b>METHOD OF INTERVIEW</b>
United Nations Mine Action Service (UNMAS)	Policy/ Coordination	International	New York, USA	Telephone
Department for International Development, (DfID)	Donor	International	London, UK	Face-to-face
Danish Demining Group (DDG) (x2)	Mine Action NGO	International/ national	Nairobi, Kenya Copenhagen, Denmark	Skype
Tajikistan Mine Action Centre (TMAC)	Mine Action/ Coordination	National/field	Dushanbe, Tajikistan	Skype
Mine Action Coordination Centre in Afghanistan (MACCA)	Mine Action/ Coordination	National/field	Kabul, Afghanistan	Skype
Geneva International Centre for Humanitarian Demining (GICHD)	Policy/ Coordination	International	Geneva, Switzerland	Telephone
HALO Trust	Mine Action NGO	International	Kilbride, Scotland	Telephone

#### 4.2.2 The Interview Questions

The semi-structured interviews were based around a series of questions which invited qualitative responses with scope for the investigator to ask follow up questions. The series of interview questions can be seen in the appendix at the end of this report but three key interview questions (below) reflected the three, key research questions underlining this report:



- 1) *What* do you see as the major **influences** on the **mine action** and **development relationship** e.g. politics, donor funding etc, and what are their **affects**?
- 2) *What* are the main causes of **tension** and/or **failure** in **coordination** and **cooperation** between mine action and international development stakeholders at the **international level** and **national level**? Are there any examples of outright **competition** you can think of?
- 3) *How* can **coordination** and **cooperation** between development and mine action stakeholders be improved at the **international level** and **national level**? Can you think of any examples of successful **coordination** and/or **cooperation**?

While the research questions were around getting data on inter-organisational relationships, the investigator felt that asking the questions through the prism of the coordination, cooperation framework would illicit more targeted responses, relevant to the issues at hand. Because the majority of the respondents were based overseas, all of the interviews, except for the one with DfID, took place on the telephone or via Skype, as the confines of the report and financial resources of the investigator did not allow for international travel. Each informant was sent a list of the questions in advance of the interview in order to give them time to assimilate them and their prepare answers.

#### 4.2.3 Confidentiality

Before each interview began, the informant was told that their answers would remain anonymous within the main body of the report (analysis and findings and conclusions sections) but that they would be thanked individually for their overall participation in the acknowledgements section. Verbal agreement to proceed on this basis was agreed.

#### 4.2.4 Reliability and validity

The informants all work within the mine action sector and/or the development sector and it was presumed that they would have an in depth understanding of their area of work within mine action and/or development. However it was intended that secondary data gathered in the literature review would help to triangulate the data that was gathered from these interviews. It was also hoped that the fact that the informants themselves work at varying organisational levels would also provide a degree of triangulation and also a wider snapshot of the sector as a whole, as opposed to focussing on one particular level or case study. The danger in this approach was that within the confines of the report, it would be challenging to drill down into the miniature of a particular level and the findings would remain rather general. However, by looking at issues through a wide angle lens, it was hoped and expected that certain commonalities could be identified between the levels, which would be useful to all relevant stakeholders.

#### 4.2.5 Collection of data and analysis

An interview answer sheet was prepared and was divided into the various questions with space to write informant answers underneath in separate boxes. Continuation sheets were on hand where necessary. Following the interviews, the notes from the answers sheets were taken and interview “fragments”

were taken from each interview, assigned a letter so as to gain a measure of the frequency of similar responses and then placed into an analytical framework (annex 2) and a revised framework (annex 3).

#### **4.3 Dissemination of Report**

The final report shall be submitted electronically to the Open University by the set deadline of October 17<sup>th</sup> 2012. A copy of the report shall also be sent electronically to each informant with an expectation that it will help them in on-going strategy planning work for mine action at whatever level they work at.

### **5. ANALYSIS AND FINDINGS**

This section provides a summary of analysis and findings from the interviews carried out with the informant set and supported by findings from the literature review.

The first question sought to find out about the informants' backgrounds. The investigator had also introduced himself and explained the background of the project beforehand. The next question asked informants to define who they thought were the main stakeholders within the mine action and development nexus. These initial questions were designed to help build a rapport between interviewer and interviewee (more difficult when not face-to-face) and to put them more at ease, as well as set the scene for the rest of the interview and get them thinking early on about all relevant stakeholders.

#### **5.1 Definitions of inter-organisational coordination/cooperation and importance**

*“Coordination is very necessary. As Kofi Anan has said: ‘There is no development without security and no security without development.’”* (Informant C)

The third interview question, presented in two parts, was based on the premise, introduced in Section 3, that inter-organisational relationships between the two sectors, successful or otherwise, exists upon a certain degree of application of the Bennett's (2000), three ideal types. The informants were asked, what, in their view, successful coordination and cooperation between mine action and development stakeholders actually means at the international and national level and then whether they thought it was something that was necessary or not.

Most of the responses suggested that coordination could be defined by regular networking meetings and use of information sharing networks:

- Quarterly meetings of all donors (informant F) and (informant C)
- Coordination networks (informant B)
- Coordination between mine action entities themselves (informant D)
- Sharing information (informant B)

All of the above suggested horizontal coordination structures would be effective in building inter-organisational relationships. However, one informant cautioned that “Coordination is to give away power” (Informant B), suggesting that, by its very nature, coordination is a concept that can be viewed as an inter-organisational challenge from the outset.

At the national level, one informant suggested that coordination could be defined by:

*“Communities and beneficiaries determining what the best use of land is and making sure that national and international development and mine action NGOs are working together”* (Informant F).

This introduced the concept of people-led or beneficiary-led coordination.

The informants were then asked why they felt coordination was important. The most common response from around half of the informants was around achieving value for money and better resource allocation. With a general awareness among several of the informants that funding for mine action will start to reduce in the next few years, coupled with the high costs of landmine clearance, achieving value for money and efficiency with what resources are available is evermore important. One informant asked the question:

*“Is it better to spend a million dollars clearing a road or opening a school?”* (Informant D).

The link between security and development was highlighted by one informant who quoted Kofi Anan as above. This supports the previously explained theory that the establishment of human security is a necessary precondition for human development in countries recovering from the aftermath of war. Unintended consequences were also given as a reason by two informants as to why coordination was necessary. One informant gave an example where a lack of coordination between mine action and humanitarian workers meant that mine action in one area of Mozambique in 1994 had a negative, unintended consequence. This was when a road was opened after mine clearance, allowing people to come into an area, leading to a huge increase in HIV infections. However, it was not made clear how the mine action NGO could have coordinated with other development NGOs to prevent this, unless of course this outcome could have been predicted and the mine action NGO had coordinated its clearance with an HIV awareness programme.

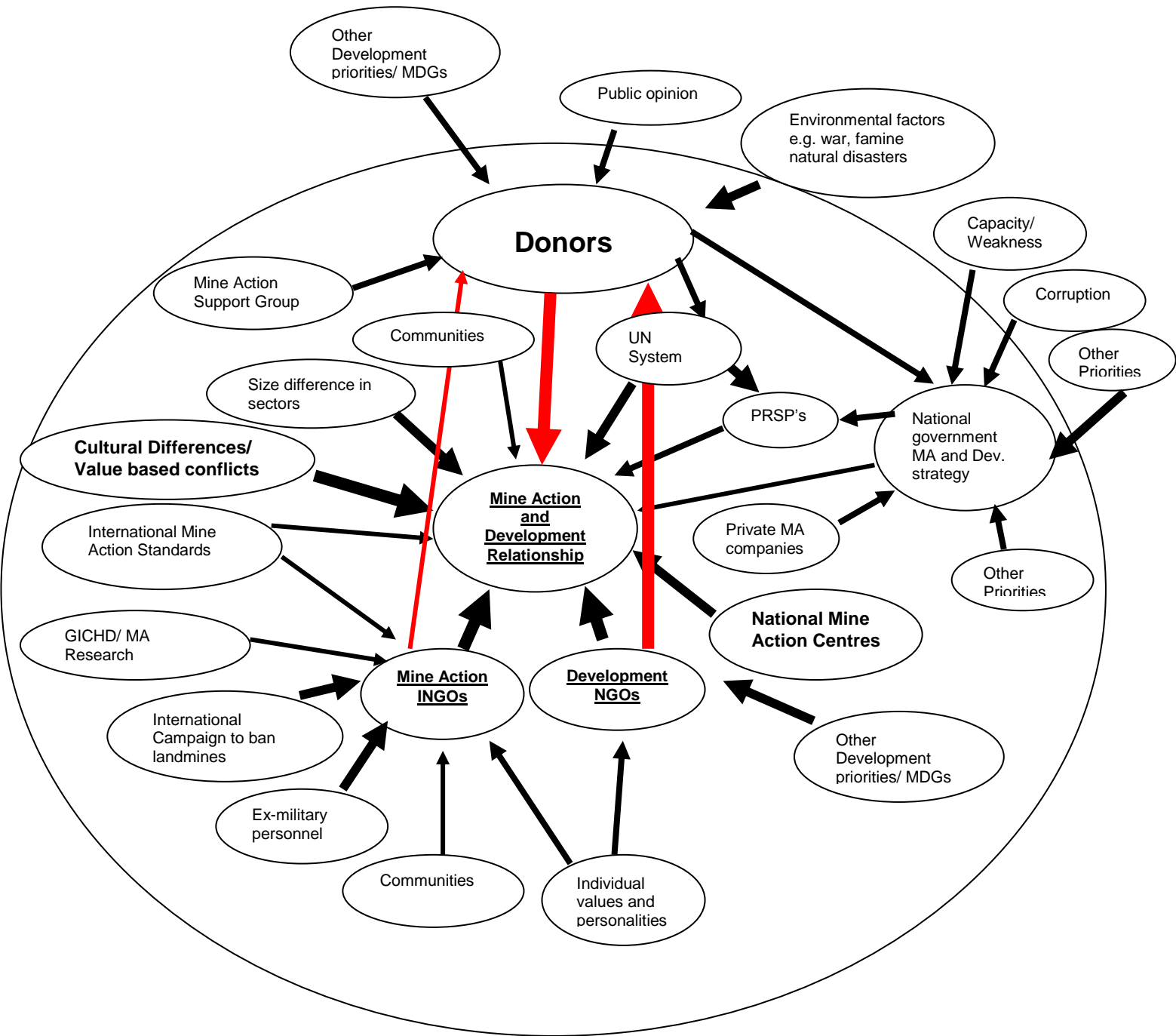
## **5.2 Power relations and influence**

The next question asked of informants was which organisations they felt had the greatest influence upon the mine action and development relationship. These responses, in combination with findings from the literature review, have been mapped into the below influence diagram. Mapping influence within inter-organisational relationships is useful because knowing what and who is influencing whom:

*“...puts us in a stronger position of knowing where things might be changed for the better or the route the repercussions might take if we were to intervene in a certain part of the system.”* (Hewitt & Robinson, 2000, p.307)

The thickness of the arrows in the diagram below represents the strength of the influence. The strength of the influence was determined from the frequency of responses by informants, as well as gathered data from the literature review, which also reflected the importance of donors.

### Influencing factors upon the Mine Action and Development Relationship



What can be seen from the diagram is that donors were believed to have the greatest actual and potential influence upon the mine action and development relationship, with 7 out of 8 informants making this point in different ways. Donors themselves are greatly affected by external forces such as public opinion (as they are government bodies), which is in turn influenced by environmental factors such as natural disasters and famine. Development NGOs are also a key influence on donors as the feedback loop (highlighted in red) illustrates and crucially, a stronger one than mine action NGOs. This relates to an important point to be made later in the project. An obvious point to make now is that mine action and development NGOs themselves are key influences on the relationship. Other key influences on the relationship were cultural differences between the two sectors as well as the difference in size between the two sectors. One key influence upon development stakeholders as well as governments, which affects the relationship, is other development priorities, reflecting the larger size of the development sector in relation to the mine action sector.

### **5.3 Tensions and failures that hinder coordination and cooperation**

Informants were next asked to explain what they felt were the main tensions and failures that hinder coordination and cooperation between the two sectors and therefore create challenges for effective inter-organisational relationships. Many of the most frequent answers corresponded to the previous question on key influences.

#### 5.3.1 Value Based Conflicts, Personalities and Organisational Culture

*“The mine action sector is often blamed for being too military focussed and isolated whereas some in mine action see other the side as ‘tree-huggers.’” (Informant B).*

Much of the literature, as well as many of the informants highlighted cultural differences between the two sectors which have, and continue to have, an impact on their ability and willingness to understand, communicate and work together. As both sectors have aims which are externally focussed and to do with the quality of people’s lives, these differences can be classed as value based conflicts (Thomas, 2000). Value based conflicts are always going to be inevitable as people and the organisations they work for have different values and aspirations. Five out of eight of the informants referred to the issue of the mine action sector comprising of a number of ex-military staff who understand the technical nature of mine clearance and stockpile destruction but who do not understand the language and nature of development actors and development issues. This is something that is repeated in the literature with the Peace Research Institute, Oslo claiming that:

*“The divergence between military and developmental organisational cultures has been identified as an obstacle to mine action becoming more developmental.” (PRIO, 2004, p.11)*

However, this is counter-balanced by another informant who said that there was also little understanding by development actors of the impact of landmines upon development projects. (Informant G)

It was also highlighted by the informants and is again supported in the literature that similar tensions between the two types, “military” and “development”, exists within the mine action sector itself, reflecting the differences between the five pillars of mine action as referred to earlier in this project. The stockpile destruction and mine clearance pillars, technical in nature, are likely to be the responsibility of those with military backgrounds whereas mine risk education, advocacy and victim

assistance are more likely to be managed by those with a development or humanitarian background. The table below summarises the differences in the values and dynamics of the two groups of pillars.

<b>Ex- Military background</b>	<b>Development/ Humanitarian Background</b>
<b>Activities</b> <ul style="list-style-type: none"> <li>• Mine clearance</li> <li>• Stockpile destruction</li> </ul>	<b>Activities</b> <ul style="list-style-type: none"> <li>• Mine risk education</li> <li>• Victim Assistance</li> <li>• Advocacy</li> </ul>
<b>Outputs</b> <ul style="list-style-type: none"> <li>• X number of mines cleared</li> <li>• X amount of land cleared</li> </ul>	<b>Outcomes</b> <ul style="list-style-type: none"> <li>• Fewer victims of landmines</li> <li>• Less stress on health services</li> <li>• Greater awareness of threat/ less fear</li> <li>• Increased investment (FDI)</li> <li>• Expanded agriculture</li> <li>• Improved local economy</li> </ul>
<b>Dynamics</b> <ul style="list-style-type: none"> <li>• Finite</li> <li>• Narrow focus</li> </ul>	<b>Dynamics</b> <ul style="list-style-type: none"> <li>• On-going</li> <li>• wide focus</li> </ul>

There was also a point made about the time scales to which mine action and development actors work, reflecting the wider tensions between those organisations that work in humanitarian relief and those that work in development, as referred to in the introduction section. This reflects a wider tension between relief and development agendas. (Shuey et al, 2003, p.208). However this point seemed to ignore the more recent changes in thinking that landmines cannot be cleared quickly and they therefore have a longer lasting impact which sits in parallel with the longer time scales of development.

Lastly, the difference in size between the two sectors was cited as another reason for the challenge of the two sectors being able to coordinate. One informant suggested that the mine action sector as a whole perhaps represents just 2% of what is going in the development sector. With such a difference in size, it was suggested that mine action was often forgotten about in favour of other sub sectors of development.

### 5.3.2 Donors

*“The Ottawa Treaty created dedicated mine action funding blocks. Donors left operators to get on with it and there was little need to coordinate with development stakeholders”* (Informant E)

*“Donors have silos and do not have an integrated approach – it is the development structure vs. the humanitarian structure”* (Informant C)

The other major issue that was highlighted as a cause for little or no coordination between mine action and development stakeholders and therefore a challenge to inter-organisational relationship building was donor funding approaches. One informant blamed international donors for not having an integrated approach to their funding and highlighted a separation between the long-term development donor funding mechanism and the short-term humanitarian funding structures. Another informant

referred to the “two money-boxes” of donor funding. Another issue cited by an informant was the high turnover of staff in donor agencies with fewer staff having to cover an increasing number of sectors. They gave a specific example of when the person dealing with mine action for SIDA retired and mine action actually fell off the donor’s agenda altogether.

### 5.3.3 National Level

*“There is often a problem of weak government and a lack of capacity to effectively coordinate mine action”* (Informant G).

*“In many ways it is also at the national level that everything comes together”*. (PRIO, 2004, p.3)

At the national level, it was claimed by at least three informants that governments of mine affected countries were to blame for the lack of coordination of mine action and development projects, citing issues such as weak or corrupt government, particularly in post conflict situations, lack of planning or simple ignorance and omission of mine action issues from national development plans in favour of more pressing priorities. One example given by an informant was in Afghanistan, where there are currently 22 national priority programmes for developing the country and all of them have omitted references to the landmine problem and its impact on these programmes. Therefore, it was argued that there is less incentive, guidance or even an awareness of the importance of mine action and therefore less cause and incentive for the two sectors to develop inter-organisational relationships.

Another issue identified at the national level was that even where meetings between mine action and development NGOs had been organised, there was a lack of interest and attendance. This relates to the issue of personalities which many of the informants highlighted as a cause of failure for the two sectors to coordinate. Ego, jealousy, bigotry were just some of the character traits claimed to exist among those working in both development and mine action.

Another example given from Afghanistan was the influence of commercial demining companies. Those that receive lucrative government contracts to clear mines and UXO are good at clearing the mines quickly. However, they have no incentive to look beyond the task of clearance and therefore ignore the other pillars of mine action, such as mine risk education and victim assistance, let alone trying to build any kind of relationship with development actors.

### 5.3.4 Structural issues

*“Mine action has suffered from a narrow focus”* (Informant C)

The inter-organisational structure within the mine action sector itself was one area which was highlighted by the informants as a reason for a narrow focus and therefore weak, cross sector coordination. Bennett (2000) refers to two different kinds of coordination structures between organisations. Vertical or hierarchical coordination structures are ones in which organisations or people within them are coordinated from above downwards and have less need or ability to look outside of their sector or “silo”. Horizontal (or non-hierarchical) coordination mechanisms are where organisations try to coordinate their efforts across sectors and in conjunction with other organisations in order to share information and avoid duplication and wasted resources. This kind of structure may appoint a figurehead or coordinating member or body such as in the case of the Mine Action Support Group for mine action donors like DfID. The mine action sector, partly because of historically

dedicated funding for mine action and partly due to the previously, solely technical nature of its work, has had a vertical coordination structure as GICHD says:

*“A coherent response to the problem of contamination is often impeded by ‘stovepipe’ or vertical management structures within the government and aid agencies which inhibit cross sector coordination” (GICHD, 2007, p.17).*

The Oslo Peace Research Institute makes a similar point in its paper making the case for mainstreaming mine action into development:

*“The mine action sector has a high degree of vertical integration....(however)... this strong sectoral integration has ...restricted the mainstreaming of mine action concerns horizontally, in relation to other relevant actors and sectors” (PRIO, 2004, p16)*

### 5.3.5 Structural issues within the UN System

*“Turf battles exist between varying UN agencies such as UNMAS, UNICEF, UNOPS etc.” (Informant B)*

The UN system, both a key donor and implementer of both mine action and development is also a “...stubbornly polycentric system.” (Taylor P, 2000, p.194) which causes duplication and reservation of roles (Taylor P, 2000) and therefore competition between its agencies. Many of the informants in the study gave the impression that this is no less true for those UN agencies engaged in mine action. According to the United Nations Mine Action Team interagency policy paper on effective coordination (UNMAT, 2005), there are no less than *fourteen* UN agencies which are involved in some aspect of mine action programming:

#### **UN Agencies engaged in some form of Mine Action work**

- 1) Department of Peacekeeping operations (DPKO)
- 2) United Nations Mine Action Service (UNMAS)
- 3) Department of Disarmament Affairs (DDA)
- 4) United Nations Development Programme (UNDP)
- 5) United Nations Children’s Fund (UNICEF)
- 6) United Nations Office of Project Services (UNOPS)
- 7) Food and Agriculture Organisation (FAO)
- 8) Office for the Coordination of Humanitarian Affairs (OCHA)
- 9) Office for the Special Advisor on Gender Issues (OSAGI)
- 10) Office of the High Commissioner for Human Rights (OHCHR)
- 11) United Nations High Commissioner for Refugees (UNHCR)
- 12) World Food Programme (WFP)
- 13) World Health Organisation (WHO)
- 14) World Bank (WB)

They coordinate their activities through the Inter-Agency Coordination Group for Mine Action (IACG-MA) through which all above departments are a member. UNMAS communicates decisions and recommendations of the IACG-MA to all members. Among the different groups above, some have a greater involvement in different pillars of mine action work. There is not the scope within this project to go into the detail of how these UN organisations inter-relate with each other but clearly one of the



challenges to effective inter-organisational relationships will be that with so many agencies involved and with a common source of funding, duplication, competition and reservations of roles is likely.

#### **5.4 Addressing the challenges of inter-organisational relationships**

The next question asked of the informants was how they felt coordination and cooperation between the two sectors, and thereby their inter-organisational relationships, could be improved, both at the international and national level.

##### 5.4.1 Donors

*“International donors have major influence. They should demand and expect an integrated approach between mine action and development”* (Informant B)

All the informants, but one, stressed the need for international donors to drive integration between the development and mine action sectors. This is confirmed by much of the literature with the Peace Research Institute Oslo stating that:

*“At the international level, donors likewise need to coordinate across sectors, but – even more importantly – to be supporting institutional integration at the national and local levels, which is key to both the relevance and the sustainability of responses.”* (PRIO, 2004, p.12)

The influence diagram indicates that donors have the greatest influence on both development and mine action stakeholders and so they are in the best position to create a framework through which both sectors are forced to come together, to coordinate and to build inter-organisational relationships. Donors realise this and are looking increasingly at integrating funds for the two sectors. However, one informant sounded a strong note of caution. While they accepted that development and mine action programming should be integrated and indeed that it works well in many situations where areas targeted for mine action and those for development overlap, there may be countries or regions of countries where the landmine threat exists but which are not on the radar of development planners. Therefore, if mine action is always tied to development (that is development stakeholder plans), these areas may be omitted for funding. This is particularly true if the major development stakeholders continue to avoid these areas, concerned about safety or the complexity and cost of mine clearance. Nonetheless, these communities still have the right to be free of mines and to develop themselves regardless of the plans of others. The informant articulated this distinction in terms of small “d” development (people-led development) verses big “D” development (that led by international donors and NGOs). It is the former that they fear could suffer if mine action is always tied to development (because of the greater size and sway of the sector). They stressed therefore that donors should be cognisant of the fact that sometimes, development needs to be tied to mine action.

##### 5.4.2 National Level

*“The International community should insist on responsibility of affected countries to take the lead”* (Informant A)

At the national level, it was stated by many of the informants that national ownership (of mine action) should be enforced by donors and the international community, in line with the ultimate aims of the Mine Ban Treaty and that states should move away from depending on mine action and development NGOs. This is something that DfID has recognised in its funding strategy:

*“DfID’s mine action funding will be increasingly focussed on building countries’ own capacities to carry out demining...” (DfID, 2010, p.5)*

This is particularly true for countries which are several years post conflict and where there is sufficient capacity in state institutions to take the lead in delivering development and mine action programming. Once strong enough, and with a continuing mandate to reduce silo working within ministries of government, they should take the lead in coordinating mine action and development programmes.

In addition it was stated by at least three of the informants that mine action should automatically be mainstreamed into national development plans such as Poverty Reduction Strategy Papers (PRSP’s) and in the particular case of Afghanistan, the Afghan National Development Strategy. Through lobbying by MACCA, the strategy does now include references to mine action. This approach is also a strategic objective of the United Nations Inter-Agency Mine Action Strategy: 2006-2010

*“Strategic objective 3: Integration of mine-action needs into national development and reconstruction plans and budgets in at least 15 countries”. (IACG-MA, 2006, p.11)*

By integrating the development and mine action within national development plans, coordinated by the government, it once again creates a framework through which the two sectors are forced to develop inter-organisational relationships. On a wider level, mainstreaming of mine action into development NGOs has been argued as key to integrating the two sectors and work on this has been carried out by PRIO and CICHG as referred to earlier in this report.

The same informant also gave an example of where horizontal coordination initiated by mine action centres could prove successful in building effective relationships with development stakeholders in country. MACCA, for example, employed one person to perform a complete audit of all development projects in the country. 260 projects were identified of which 43 were on contaminated land. The employee then provided a detailed package of the landmine situation to each of the NGOs working in these areas with further options for follow up and coordination, which was welcomed by the majority.

#### 5.4.3 Value based conflicts

*“The mine action sector should not be led by people with a military background. They are good for the technical side of mine action but not for strategy or coordination” (Informant A)*

All of the informants stressed the need for those working in mine action and development to work harder at trying to understand one another so that better coordinative relationships can be developed but there were not too many explanations of how this would be practically achieved. One solution offered was to make sure that mine action organisations are led by people with a development background rather than a military or technical background, especially at the senior management level. These people would know the language of the development community and would be better able to negotiate with their development counterparts and make the case for mainstreaming of mine action into development programming.

## 6. CONCLUSIONS, IMPLICATIONS AND RECOMMENDATIONS

This section summarises the conclusions and implications arising from analysis of the data derived from the interviews and literature review and looks back to the research questions posed in section 3. It also offers a number of recommendations for mine action and development stakeholders to overcome the challenges of inter-organisational relationships as well as further possible research.

### 6.1 Conclusions and implications

Mine action and development are two highly complex and evolving sectors. Mine action is well understood as being a humanitarian and post-emergency relief activity, something originally carried out by the military but more and more over the last few years by NGOs, UN organisations and some commercial actors. Because of the number of landmines which still lie in the ground around the world, there is a realisation that they cannot all be cleared as quickly as one would like and that mine *safe* is more achievable than mine *free* in many areas. It is also recognised by most donors and think tanks therefore that landmines are just as important a threat to human development as they are to humanitarian relief operations or human security on which human development depends. However, how this link between landmines and development is realised in the inter-organisational relationships between mine action and development stakeholders is another matter and this project has attempted to answer the following research questions first listed in section 3:

**1 What are the key relationships between mine action and development stakeholders and what level of influence do they have over one another?**

**2 What are the main causes of tension and failure that hinder effective coordination and cooperation between the two sectors and their ability to establish and sustain effective inter-organisational relationships?**

**3 How can these challenges to inter-organisational relationships be overcome?**

Both the semi-structured interviews and the literature pointed towards one of the main causes of failure in inter-organisational relationships as one of value-based conflicts. This is due to a combination of factors: the differences in the backgrounds of those working in the two sectors (military verses development), with one valuing technical outputs and the other development outcomes. The time scales that the two sectors work to in terms of short term humanitarian relief vs. long term development (reflecting a wider debate) also influences a conflict in values. Mine action is also a very expensive activity which some development actors shy away from for reasons of wanting to spend money on greater development impacts elsewhere or because they do not wish to take the risk of working in mine affected areas. In addition the mine action sector is a smaller sector than development which has many other MDG related priorities to occupy it such as education, health, HIV & AIDS, water and sanitation etc. However, there is plenty of literature to suggest that mine action should be treated as a cross cutting issue, to be mainstreamed into development planning because it has a clear, deleterious effect on all the aforementioned development subsectors. Others stakeholders however, particularly those with military backgrounds continue to hold that mine action is about clearing mines and still focus on outputs (number of mines cleared) rather than outcomes (socio-economic benefits of mine action). Others agree that development and mine action can link well together but sound a note of caution when making this a blanket policy by donors and that sometimes development should be linked to mine action, with the latter as the driver, not the former. Elsewhere, donor funding

mechanisms, traditionally split between development and mine action have been seen as one the challenges to inter-organisational relationship building. It is not necessarily fair to say that donors have been the root cause of problem as it is ultimately mine action and development NGOs who decide who and how they relate to other organisations but certainly a hitherto lack of direction from the donor community for the two sectors to coordinate has not encouraged organisational relationships to emerge. The implication is that donors will have to do more and be more specific as to how, where and when mine action and development actors should coordinate their efforts. National government can also take the lead in making mine action and development stakeholders work together through creating coordinated ministries to direct NGOs from the two sectors and by integrating mine action into national development strategies which development stakeholders would need to take account of. Development NGOs should make similar efforts into integrating or mainstreaming mine action into their own policies and strategies. Mainstreaming mine action horizontally into all levels and organisations of development seems to be the most popular solution:

*“The United Nations encourages all actors to integrate mine action into their development programmes, strategies and budgets as appropriate....the United Nations promotes the mainstreaming of mine action into national development plans and processes, to advance the Millennium Development Goals as embodied in the Millennium Declaration (2000)” (UNMAT, 2005, p.13)*

## **6.2 Recommendations**

The following are recommendations for all stakeholders working in mine action and development

### **MINE AFFECTED STATES**

#### **Mainstream mine action into national development plans and take ownership of two sectors**

States should build mine action programming into all national development plans and ensure that mine action considerations are studied at the earliest stages of development planning in order to allow the costs and timescales associated with demining to be factored in from the start. States should ensure that integration of the two sectors is reflected in their own governmental structures.

### **DONORS**

#### **Integrate mine action and development in donor funding.**

Donors should drive the integration of development and mine action programming by mainstreaming mine action into development planning through their funding mechanisms. They should continue to coordinate with each other through organisations such as the Mine Action Support Group (MASG). However, donors should be careful not to marginalise and exclude landmine affected communities which do not fit into the wider plans of international development NGOs. They should allow mine action NGOs to continue to drive the direction of some programming and funding where appropriate.

#### **Build capacity of states to coordinate mine action.**

Donors (either directly or through NGOs) should help states direct the coordination of the mine action and development sectors through capacity building of government and mine action centre staff, structuring of government departments and mainstreaming of mine action into national development plans which creates a framework for integration and improved inter-organisational relationships.

## **NON-GOVERNMENTAL ORGANISATIONS**

### **Mine action NGOs should place staff with development backgrounds within senior roles within NGOs.**

Mine action NGOs should encourage the appointment of senior managers with backgrounds in international development who know and can appreciate the language, processes and values of development and at the same time appreciate the cross-cutting value of mine action to development programmes.

### **Development NGOs should integrate mine action programming into their country strategies and organisational policies.**

Development NGOs should develop mine action policies and integrate mine action awareness and programming into their country strategies. They should ensure that they do not avoid mine contaminated areas in their development planning. Rather they should embrace these areas as key areas for development and endeavour to work closely in partnership with mine action NGOs on clearance. They should also integrate mine risk education into training for staff to ensure their safety. In addition, under the supervision and training of mine action partners, they should pass on this MRE to the communities they work with.

### **Both mine action and development NGOs should encourage more horizontal coordination.**

Mine action and development NGOs should work harder to share information and coordinate horizontally at both the country and the international level. They should seek each other out in country, attend each other's meetings, share information and work to maximise the sharing of knowledge in order to build in efficiency, effectiveness and safety into their respective programmes.

## **6.3 Further Research**

One further conclusion that emerged from the interviews is that the Mine Action sector needs to diversify into other areas. Mine action is arguably a shrinking sector for which funding is or will be reduced as the number of mines left around the world eventually reduces. Recommendations from some of the informants were that mine action NGOs should look into branching in other areas of Armed Violence Reduction such as Disarmament, Demobilisation and Rehabilitation or Security Sector Reform. Research could be carried out to examine what other sectors these organisations could best expand into and whether it would help or hinder the on-going process or relationship building with development NGOs. Another possible area of research could centre around applying the learning from gender mainstreaming in development to the mine action sector.

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## ACRONYMS

APMBT	Anti-Personnel Mine Ban Treaty
CCW	Convention on Certain Conventional Weapons
GICHD	Geneva International Centre for Humanitarian Demining
DDA	Department of Disarmament Affairs
DDG	Danish Demining Group
DDR	Disarmament, Demobilisation, Rehabilitation
DPKO	Department of Peacekeeping Operations
ERW	Explosive Remnants of War
FAO	Food and Agriculture Organization
GICHD	Geneva International Centre for Humanitarian Demining
IACG-MA	Inter-Agency Coordination Group on Mine Action
IASC	Inter-Agency Standing Committee
ICBL	International Campaign to Ban Landmines
ICRC	International Committee of the Red Cross
IMAS	International Mine Action Standards
IMSMA	Information Management System for Mine Action
LMAD	Linking Mine Action and Development
MA	Mine Action
MAA	Mine Action Authority
MAC	Mine Action Centre
MACC	Mine Action Coordination Centre
MACCA	Mine Action Coordination Centre, Afghanistan
MAG	Mines Advisory Group
MASG	Mine Action Support Group
MRE	Mine Risk Education
NGO	Nongovernmental Organisation
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
OSAGI	Office of the Special Advisor on Gender Issues
PRIO	International Peace Research Institute, Oslo
SSR	Security Sector Reform
SMSG	Special Representative of the Secretary-General
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDIR	United Nations Institute for Disarmament Research
UNOPS	United Nations Office for Project Services
UNMAS	United Nations Mine Action Service
UXO	Unexploded Ordnance
WFP	World Food Programme
WHO	World Health Organization

## Appendices

### Annex 1

### TU874 - Informant Interview Question Set

Dear Participant,

Thank you for agreeing to give up your time to assist in an Open University Development Management, Masters project. The project is entitled:

#### Mine Action and Development: Challenges of Inter-organisational Relationships.

As the title suggests, the project will examine the historical and current relationship between key international and local stakeholders working in **mine action** and **international development**, with a particular focus on:

- *how* stakeholders within the two sectors *coordinate and cooperate* in their work
- *what coordination and cooperation* looks like, both *internationally and nationally*
- *success and failure* in *coordination* and the reasons for it
- any evidence of *competition* between the two sectors which compromises the effectiveness of either or both sectors
- *recommendations* for improvement in *coordination* both *internationally and nationally*

#### Interview Questions Guide

The questions below are designed to prepare you for the interview which should last around 40 minutes. Please feel free to raise any new and important points that you feel are not covered in the questions and please feel free to provide any specific examples to support your responses.

##### Question 1 General Background

Please state your position or previous position(s) relating to **mine action** and the number of years you have been involved in the sector, along with any other relevant information you are happy to share.

##### Question 2

Who do you believe are the key **stakeholders** in the **mine action** and **international development** nexus, that is, stakeholders who have, or should have, a vested interest in both sectors at the **international level** and **national level**?

##### Question 3

What do you think **coordination** and **cooperation** between mine action and development stakeholders **means** at the **international level** and **national level** and is it something you see as important or necessary? Why/Why not?

##### Question 4

What do you see as the major **influences** on the **mine action** and **development relationship** e.g. politics, donor funding etc, and what are their **affects**?

##### Question 5 (Key project question!)

What are the main causes of **tension** and/or **failure** in **coordination** and **cooperation** between mine action and international development stakeholders at the international level and national level? Are there any examples of outright **competition** you can think of?

##### Question 6 (Key project question!)

How can **coordination** and **cooperation** between development and mine action stakeholders be improved at the **international level** and **national level**? Can you think of any examples of successful **coordination** and/or **cooperation**?

##### Question 7

What specific **challenges** do you think the mine action sector itself faces (aside from any links to development) and how do you think these can be overcome?

##### Question 8

Are there any other key relevant points or insights that you would like to add at this point?

##### Question 9

Is there anything you would like to ask or comment about the project?



**Annex 2  
Analytical Framework**

	<b>AGGREGATED INFORMANT DATA BY RELEVANT CATEGORY</b>	
	<b>International Level</b>	<b>National Level</b>
<b>Question 2</b> Stakeholders/Institutional Landscape		
<b>Question 3</b> Definition (s) of Coordination & Cooperation		
<b>Question 4</b> Influences/Power relations		
<b>Question 5</b> Tension and failures that hinder coordination and cooperation		
Coordination (e.g. vertical vs horizontal coordination)		
Cooperation		
Competition		
Value based conflicts		
<b>Question 6</b> Methods to improve Coordination and Cooperation		
Coordination		
Cooperation		
<b>Question 7</b> Mine Action Sectorial challenges		
<b>Question 8</b> Other information		

## Annex 3 – Aggregated data sets from interviews

MA= Mine Action

### ***Definition of coordination and cooperation***

**Key words & phrases often mentioned: sharing information, meetings, coordination, networks**

- Helping donors decide which countries to prioritise with development playing a part in which countries are selected (F)
- Quarterly meetings of all donors (F)
- Quarterly coordination meetings with all donors (C)
- Coordination networks (C)
- Coordination between MA entities themselves (D)
- Development projects can become hindered (G)
- MA expensive so if want to maximise impact, link should be there (G)
- Communities and beneficiaries determining what the best use of land is and making sure that national and international development and MA NGOs are working together (F)
- Lead donor in countries coordinating stakeholders (F)
- Working within a longer term strategy (F)
- Sharing information (B)

### ***Why this is important***

**Key words & phrases often mentioned: money, efficiency**

- “No development without security and not security without development” (C)
- To achieve value for money and economies of scale (F)
- correct resource allocation, timing and right sequence (D)
- About understanding consequences (D)
- If no coordination, money is wasted (G)
- Too expensive to get every mine out of the ground. Integration will lead to better effectiveness (C)
- MA should not work in a silo but share information and communicate with development actors (H)
- Integration is the only way forward. Supports stabilisation like anything else e.g. water and sanitation. (B)

### ***Influences on relationships***

**Key words & phrases often mentioned: donors, personalities**

Donors x 7

Other

- Politics (D)
- Public opinion (D)
- Incorrect staff and /or pitches (D)
- Personal Values (D)
- Personalities (B)
- Small size of MA sector (A)
- Expense of MA
- INGO's in the field (F)
- Communities (D)
- Influential relationships between stakeholders (F)
- Socio economic effects of landmines can bring the two sectors together (G)
- Clan systems in different cultures. (B)

## Tensions and failures that hinder coordination and cooperation

**Key words & phrases often mentioned: personalities, donors, UN, military, communication, corruption (of governments), planning (poor/lack of)**

### Personalities

- Jealousy (D)
- Ego (D)
- Bigotry (D)
- Emotion and vested interests (D)
- Everybody wants to coordinate but no one wants to be coordinated (B)
- Lack of willingness to coordinate (B)

### Donors

- Donors funding process too rigid (D)
- Donor funding short time frames – not enough to encourage Mine Action operators (E)
- Donors have silos and do not have an integrated approach – development structure vs. humanitarian structure (C)
- Lack of coordination between donors. MASG not perfect. Donors have different perspectives
- Funding and the way it was set up for MA. Ottawa Treaty created dedicated mine action funding blocks. There was also previously a greater focus on outputs rather than outcomes (linked to development goals). Donors left operators to get on with it and there was little need to coordinate with development stakeholders (E)

### Structural issues

- Project support costs which people don't want to pay for (D)
- Development organisations sometimes fund their own demining programmes but not in most valuable areas (A)
- Development agencies sometimes afraid of certain areas (A)
- High turnover of staff (E)
- Lack of planning from development organisations (G)
- Vertical structure of MA (E)
- MA has suffered from a narrow focus (C)
- Weakness has been around technical outputs and km<sup>2</sup> cleared. Where is the social and economic impact? (C)

### Competition

- Competition for funds between INGOs (x2)
- UNMAS vs. UNDP (E)
- Turf battles between UN agencies (C)
- Competition between UN agencies (E)
- Conflicts of interest even between UN agencies and larger agencies. (H)
- Reluctance to coordinate as might lose power and/or budgets (A)
- Governments using private companies (G)
- Commercial companies not the experts for linking mine action to development (B)

### Value based conflicts

- Translation issues between development and mine action sectors (D)
- Development organisations have many different priorities: MDGs (E)
- Ex-military “bomb guys” vs “tree huggers” – culture of specialisation (C)
- Mine action sector blamed for being too military focussed and isolated. (B)
- Links between MA and development not well articulated internationally
- Lack of communication and understanding, in particular the impact of landmines on development projects (G)
- Different perceptions – what is ‘good’? (B)
- Workers in MA sector – many of them ex-military with little experience of working with development organisations. (E)
- Infusion of military people who do not know anything about development. Very arrogant about MRE and victim assistance (A)
- Internal MA conflict regarding superiority of mine free vs. mine impact free approaches (A)
- Coordination is to give away power (B)
- Reluctance of some development NGOs to work on land affected by landmines because of risks. More difficult in conflict areas (F)

### Other

- Lack of planning from development organisations (G)
- Poor planning (D)
- No community development plans containing mine action sections (G)
- Weak government and lack of capacity to effectively coordinate mine action (G)
- Corruption present in tendering process for MA work (G)

- Corruption is a factor. (E)
- Lack of attendance at coordination meetings where these have been attempted (G)
- In post conflict situations, government is weak. No one demanding that mine action links to development (E)
- Governments' lack of skills, lack of interest and lack of resources to coordinate and (in Iraq) an oil focus
- Failure of responsible organisations to do build MA into national development programmes (G)
- 

## **How to improve coordination and cooperation between MA and Dev.**

**Key words & phrases often mentioned: donors, integration, government/national ownership, understanding, strategies, integration**

### **Donors**

- Donors must require coordination.(C)
- Donors need to speak to each other - should agree on an end state. Then they can have a common platform (C)
- Donors have to focus on impact. MA must lead to changes behaviours and social impact. MA orgs should change their approach (H)
- International donors have major influence. They should demand and expect an integrated approach between MA and development (B)
- Joint strategies within the donor community are the way forward. Dialogue between the two 'moneyboxes' has not existed before. (C)
- Donor driven integrated projects
- Donors driving integration. Donors can ask for it (D)
- Donor should drive coordination of two sectors using bodies like MASG
- All donors should focus on outcomes not outputs e.g. use of land, community, education and economic outcomes rather amount of land cleared (F)
- All donors should encourage work on capacity development of countries e.g. technical support and MRE. Eventually enable the government to do this work themselves (F)

### **Government**

- National ownership should be reinforced (A)
- Int. community should insist on responsibility of affected countries or take the lead (A)
- The state should do more. In Afghanistan the state is a good coordinator of development and MA sectors. In Iraq it is almost non-existent. (B)
- Ownership is important. Governments should move away from depending on MA INGOs (F)
- Capacity development has a future role – training local people in information management and community liaison – all transferable to development sector (G)

### **National Strategies**

- Mine action should be incorporated into national policy and poverty reduction strategy papers (A)
- Should be a bottom up approach with plans consolidate at provincial level where demining operations can be better consolidated with development and fed into land use management etc (A)
- A number of strategic documents should include MA references: MDGs for Afghanistan, Landmine Compact, Afghan National Development Strategy which does actually include MA. (G)

### **Cultural and Value Based conflicts**

- Military and development actors should do more to understand each other (H)
- Humanitarian and mine action sector should not be led by people with a military background. Good for technical side but not for strategy or coordination (A)
- Would be better coordination if two sectors could understand each other better (D)
- Mine action is not recognised enough in int dev sector but is one tool in the toolbox and should be promoted as so (A)
- Military and development actors should work more to understand each other (C)

### **Other methods**

- Good structure + right personalities (B)
- Alliances are key to future plans (C)
- Sharing information (D)
- Demining agencies should not be responsible for deciding where they go, should be the national mine action authority (A)
- DSC and DDG have joint projects on the ground – need to put two branches of same organisation together and make them work together (C)
- Development agencies also need to learn how they can use the MA sector. DDG has worked on this over last 2-3 years to get closer to colleague in rest of organization. Now getting better at it. (B)