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Linking Mine Action and Development



National Mine Action Centres



Guidelines for Policy and Programme Development

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LINKING MINE ACTION AND DEVELOPMENT

GUIDELINES FOR POLICY AND PROGRAMME DEVELOPMENT: NATIONAL MINE ACTION CENTRES

NOVEMBER 2008

SUMMARY OF GUIDELINES FOR NATIONAL MINE ACTION CENTRES

- 1.** Strengthen information-sharing and collaboration between mine action and development actors.
- 2.** Reflect mine action in national, sub-national and/or sector development plans and budgets.
- 3.** Ensure the national mine action programme responds to the humanitarian and development needs of all citizens affected by mine/ERW contamination, particularly survivors.
- 4.** Demonstrate national ownership. National ownership is an important part of promoting development in mine-affected communities.
- 5.** Ensure mine action policies, programmes and operations are gender-sensitive and respond to the needs of all those affected, without bias. Mine/ERW contamination affects women, men, girls and boys differently.
- 6.** Ensure that the mine action programme supports broader armed violence reduction and peace-building programmes, where appropriate. Mine action can be an effective confidence-building measure in conflict and post-conflict situations.

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GUIDING PRINCIPLES

FOR LINKING MINE ACTION AND DEVELOPMENT

To enhance the developmental effectiveness of mine action

Where mine/ERW contamination impedes reconstruction and development efforts, ensure mine action supports development programmes in mine-affected areas and communities.

To strengthen information sharing and collaboration across sectors and actors

Effective and efficient delivery of both mine action and development programmes in contaminated areas requires effective information-sharing, coordination and collaboration between mine action and development actors. This should be at local, national and international levels, and across a wide range of sectors.

To align mine action with development priorities

Given the complex nature of mine/ERW contamination and the impact on different communities and sectors, mine action should be aligned with development priorities in countries where mines/ERW impede development. Mine action should also be reflected as a cross-cutting issue in relevant development plans and budgets at national, sub-national and sector levels.

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

National governments are responsible for and should be in control of the national mine action programme, except in extreme cases where no functioning government exists, or in some countries in, or emerging from conflict. A nationally owned mine action programme requires that the state demonstrates political, financial and technical ownership. This is done by adopting legislation and national standards governing mine action, mobilising national, and where required, external resources to sustain the programme. It should develop clear and achievable mine action plans which are aligned with national, subnational and sector development priorities.¹ It is vital that international organisations and NGOs support the government in this regard.

GUIDING PRINCIPLES

FOR LINKING MINE ACTION AND DEVELOPMENT

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

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

To explore synergies with armed violence prevention and reduction programmes

Mines/ERW, like other small arms and light weapons, are tools of armed violence which have lasting negative impacts on the lives and livelihoods of communities around the world. Efforts to address mine/ERW contamination have often remained separate from broader armed violence reduction programmes, despite opportunities for joint programming. More systematic efforts are needed to explore how mine action support initiatives can support peace, strengthen national reconciliation, reform the security system, disarm, demobilise and reintegrate former combatants and promote community safety.



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

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ACRONYMS

ADB	Asian Development Bank	DDR	Disarmament, Demobilization and Reintegration
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action	EC	European Commission
AMAS	Afghanistan Mine Action Standards	ERW	Explosive Remnants of War
ANBP	Afghanistan's New Beginnings Program	FAO	Food and Agriculture Association
APMBC	Anti-Personal Mine Ban Convention	GICHD	Geneva International Centre for Humanitarian Demining
AVR	Armed Violence Reduction	GIS	Geographic Information System
AXO	Abandoned Explosive Ordnance	GTZ	Gesellschaft für Technische Zusammenarbeit
BAC	Battle Area Clearance	ICRC	International Committee of the Red Cross
CBMCP	Community Based Mine Clearance Program	IDDRS	Integrated Disarmament, Demobilization and Reintegration Standards
CCA	Common Country Assessment	IDP	Internally Displaced Person
CCW	Convention on Prohibitions or Restrictions on The Use of Certain Conventional Weapons which May Be Deemed to Be Excessively Injurious or To Have Indiscriminate Effects	IMA	Integrated Mine Action
CG	Consultative Group	IMAS	International Mine Action Standard
CMAA	Cambodian Mine Action Authority	IMSMA	Information Management System for Mine Action
CROMAC	Croatian Mine Action Centre	IWDA	International Women's Development Agency
DAC	Development Assistance Committee	JAM	Joint Assessment Mission
DFID	Department for International Development (UK)	KRDI	Kukes Regional Development Initiative
		LANGOCA	Laos-Australia NGO Cooperation Agreement
		LIS	Landmine Impact Survey

ACRONYMS

LMAD	Linking Mine Action and Development	OECD DAC	Organisation for Economic Cooperation and Development, Development Assistance Committee
LUPU	Land Use Planning Unit		
MAC	Mine Action Centre	PCA	Post Clearance Assessment
MACC	Mine Action Coordination Centre	PCIA	Post Clearance Impact Assessment
MAFP	Mine Action For Peace	PCNA	Post Clearance Needs Assessment
MAG	Mines Advisory Group	PEAP	Poverty Eradication Action Plan
MAPA	Mine Action Program for Afghanistan	PMAC	Provincial Mine Action Committee
MAPU	Mine Action Planning Unit	PRSP	Poverty Reduction Strategy Paper
MDGs	Millennium Development Goals	SALW	Small Arms and Light Weapons
M & E	Monitoring and Evaluation	SCBL	Swiss Campaign to Ban Landmines
MRE	Mine Risk Education	SSR	Security Sector Reform
MTEF	Medium Term Expenditure Framework	SWG	Sector Working Group
MTFF	Medium Term Fiscal Framework	TAP	Task Assessment and Planning
NATO	North Atlantic Treaty Organisation	TIA	Task Impact Assessment
NMAA	National Mine Action Authority	TISA	Transitional Islamic State of Afghanistan
NMAC	National Mine Action Centre	UNDAF	United Nations Development Assistance Framework
NMAS	National Mine Action Standards	UNDDA	United Nations Department for Disarmament Affairs
NPA	Norwegian People's Aid	UNDP	United Nations Development Programme
NGO	Non-Governmental Organisation	UNDPKO	United Nations Department of Peace Keeping Operations
OAS	Organisation of American States	UNHCR	United Nations High Commissioner for Refugees
ODA	Overseas Development Administration		
ODI	Overseas Development Institute		

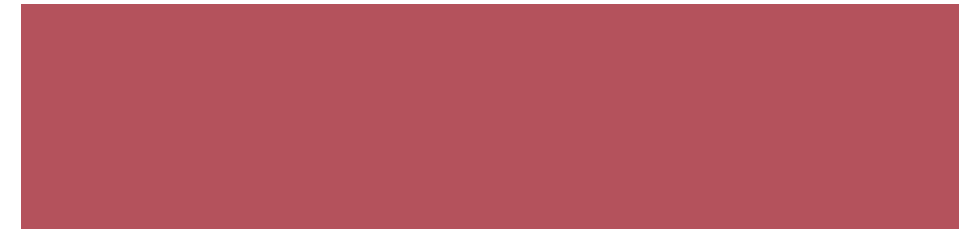
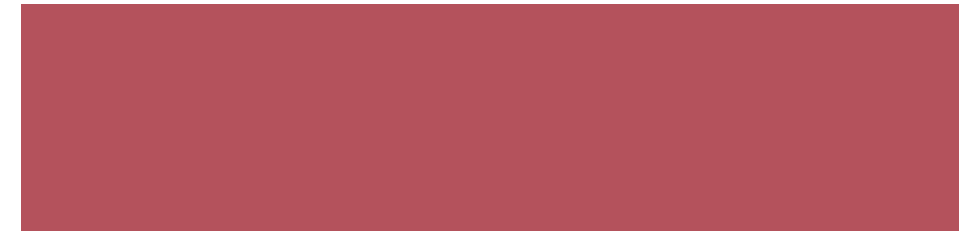
ACRONYMS

UN IDDR	United Nations Integrated DDR Standards
UNICEF	United Nations Children's Fund
UNMACA	United Nations Mine Action Centre for Afghanistan
UNMAS	United Nations Mine Action Service
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNOHCHR	United Nations Office of the High Commissioner for Human Rights
UNOPS	United Nations Office of Project Services
UN OSAGI	United Nations Office of the Special Adviser on Gender Issues
UNTAC	United Nations Transitional Authority in Cambodia
UNWFP	United Nations World Food Programme
UNWHO	United Nations World Health Organisation
UXO	Unexploded Ordnance
VA	Victim Assistance
YEMAC	Yemen Executive Mine Action Centre
WB	World Bank



OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION WITH DEVELOPMENT?



OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION WITH DEVELOPMENT?

Landmines and other explosive remnants of war (ERW) impede post-conflict reconstruction and development efforts in many mine-affected countries. They:

- > threaten community safety
- > hinder the safe return of internally displaced persons (IDPs) and refugees to their communities
- > damage infrastructure essential for economic development and increase rebuilding costs
- > limit access to health care, education and other basic social services
- > prevent the use of assets vital to sustainable livelihoods. For example, water sources, irrigation channels and land used for agriculture, grazing, housing/resettlement and commerce
- > deter public and private investment and economic development through increased uncertainty, cost and delays resulting from suspect presence of landmines

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

Landmines and other ERW often affect lives and livelihoods long after a conflict has ended. In Yemen, mine/ERW contamination, resulting from several internal conflicts, continues to threaten livelihoods. Mines directly block access to natural and physical assets, including farmland and grazing areas, roads, paths, and strategically placed buildings. They have also prompted changes in livelihoods strategies, eg by accelerating migration from mine-affected villages for employment. Mine/ERW contamination has impeded infrastructure development, and has discouraged government-supported social development projects in affected communities.³ Mine/ERW contamination also affects human capital – through injury and death. Farmers and herders, including children, are often victims.

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

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

OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION WITH DEVELOPMENT?

While difficult to quantify, the developmental impacts of mine action include safe roads, improved access and provision of health care, education and other social services and safe access and productive use of land intended for resettlement/housing, agriculture, grazing and forest land. Indirect developmental impacts include: fewer deaths and injuries; increased availability of labour, skills and knowledge as a result of fewer accidents; improved sense of security; safe access to land, infrastructure, markets and social services; improved income levels, living standards and funds available for economic investment; and a reduced burden placed on the health care system.⁴

When mine action first evolved, the tendency was for mine action organisations to operate in conflict and post-conflict environments in a largely stand alone manner. According to the Overseas Development Institute, this is not uncommon, as “...*post-conflict programming tends to consist of piecemeal, project-based approaches with little evidence of coordinated strategy.*”⁵

Box 2 | Types of mine action

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

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

Mine action for internal security is largely focused on supporting the operational mandates of national & international forces to restore internal security.

Mine action for reconstruction is focused on rebuilding key infrastructure and often based on clear priorities set by international organisations (rather than the government).

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

However, mine action programmes rarely evolve in a linear fashion, from humanitarian mine action >>> mine action for internal security >>> mine action for reconstruction >>> mine action for development. In some cases, there may be several different types of mine action taking place simultaneously within a given country. However, at a given point in time, national mine action programmes tend to be driven by at least one or two dominant forms of mine action (eg humanitarian, internal security, reconstruction, development).

OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION WITH DEVELOPMENT?

During the early years, the main focus of mine action was on clearing mines/ERW safely and efficiently to meet the basic security needs of IDPs, refugees and humanitarian aid workers. Less attention was paid to investigating which hazards posed the greatest danger to communities and their livelihoods or to coordinating interventions with humanitarian and development actors, to enhance the developmental effectiveness of mine action.⁶

As emergencies ended and mine-affected countries stabilised, they began to focus on post-conflict reconstruction and development. Mine action officials and practitioners often had difficulties making the same shift, from humanitarian mine action to mine action in support of post-conflict reconstruction and, eventually, development.

Mine action programmes were not, and often still are not, linked early and strongly enough with key development actors. These include government officials in core budget and planning units, sector ministries and sub-national governments (which tend to assume greater control over national development planning post conflict, as state structures and capacity strengthen).⁷

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

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

Figure 1 illustrates the Architecture of Mine Action, highlighting the various links and relationships that should exist between a national mine action programme and actors in the government, community and international arenas.

NMACs, as mine action coordination bodies, can play a vital role in improving relationships between key actors. They can facilitate information sharing and strengthen coordination between mine action and development organisations. NMACs can also inform relevant development partners and public sector agencies about the impact of mine/ERW contamination on planned development, and the mine action services available to assist.

OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION WITH DEVELOPMENT?

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



Outreach to development agencies working in mine-affected countries is also vital. These agencies may lack information about the nature of contamination and how mine action services can help. Without relevant information, NGOs working in contaminated areas often ignore, or work around the contamination problem. They may avoid working in severely mine-affected communities altogether due to concerns for staff safety, or lack of awareness that solutions to mine contamination exist. Or they may choose to work in less contaminated areas where they can reach their performance targets without the extra time, effort and cost needed to deal with landmines.

In such situations, mine action organisations need to engage development agencies, providing them with up-to-date information about the extent of contamination and how mine action priorities are set. Mine action organisations should persuade development agencies to use their services, so that vulnerable communities in contaminated areas are not bypassed for security reasons, and therefore 'doubly damned'.

OVERVIEW AND BACKGROUND

WHY LINK MINE ACTION WITH DEVELOPMENT?

Donor funding for mine action has also contributed to weak coordination between mine action programmes and development actors. Since the adoption of the Anti-Personnel Mine Ban Convention, funding for mine action has been relatively generous, but much has been channelled through dedicated mine action funds. This has resulted in cases of the Samaritan's Dilemma,⁸ where generous donor funding discourages partner governments from making an effort to help themselves. Consequently, many mine action programme managers have had little incentive to reflect mine action in national, sub-national and sector development plans and budgets. Nor have they actively sought official development assistance from bilateral and multilateral donors. However, it is likely that dedicated funding for mine action is set to fall, and partner governments that require external funding for their national mine action programme may no longer be able to rely on generous assistance for mine action.

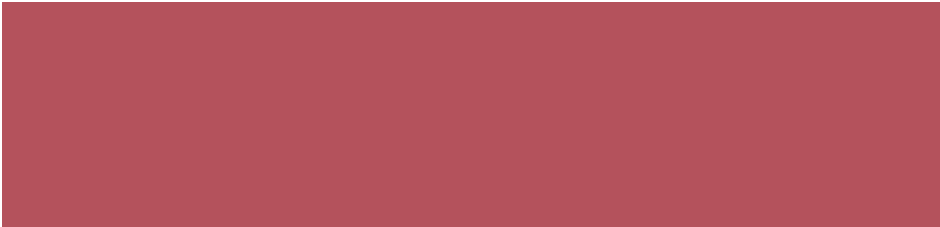
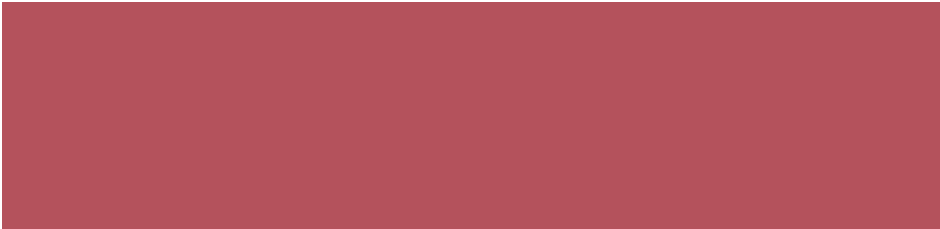
The lack of practical guidance for practitioners and policy makers on how to link mine action with development has also hampered efforts. Despite extensive research⁹ documenting the need for greater coordination, the many examples of good practice and lessons learnt have never been collated to provide practical policy and programming guidance.



OVERVIEW AND BACKGROUND

ENDNOTES

- ¹ ICBL, Landmine Monitor Report, 2007. Mine Action: Lessons for the past decade of mine action.
- ² Pound B, Martin A, Qadr A and Mukred A. 2006. Livelihood analysis of landmine-affected communities in Yemen. Chatham: NRI, http://www.gichd.org/fileadmin/pdf/ma_development/database/Livelihoods_in_Yemen.pdf
- ³ *ibid.*
- ⁴ For an expanded discussion of the developmental impacts of mine action, see Ted Paterson, "Time to go MAD" in Stuart Maslen, *Mine Action After Diana: Progress in the Struggle Against Landmines*. University of Michigan Press, 2004.
- ⁵ Catherine Longley, Ian Christoplos, Tom Slaymaker and Silvestro Meseka. *Rural Recovery in Fragile States: Agricultural support in countries emerging from conflict*. Overseas Development Institute, *Natural Resource Perspectives* 105, February 2007. <http://www.odi.org.uk/Publications/nrp/nrp105.pdf>
- ⁶ Ted Paterson, "Time to go MAD" in Stuart Maslen, *Mine Action After Diana: Progress in the Struggle Against Landmines*. University of Michigan Press, 2004.
- ⁷ *ibid.*
- ⁸ *ibid.*
- ⁹ For example, see: Pound B, Martin A, Qadr A and Mukred A. 2006. Livelihood analysis of landmine-affected communities in Yemen. Chatham: NRI, http://www.gichd.org/fileadmin/pdf/ma_development/database/Livelihoods_in_Yemen.pdf



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

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

Who should use the guidelines

To ensure the relevance and appropriateness of the message, separate guidelines have been written for different audiences:

- > **mine-affected states:** national governments and national mine action authorities
- > **mine action organisations:** national mine action centres, mine/ERW operators, organisations offering [mine risk education \(MRE\)](#) and assistance to mine survivors
- > **official development cooperation agencies:** [bilateral donors](#), [UN agencies](#), [multilateral development banks](#)
- > **development partners:** [humanitarian and development NGOs](#), private sector agencies
- > **other state actors:** core budget and planning units, subnational governments, sector ministries

How to use the guidelines

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

- > overview of basic LMAD concepts
- > summarised guidelines which highlight the main recommendations
- > expanded guidelines which include detailed explanations, case studies, examples and relevant annexes
- > glossary of terms, to assist with frequently used concepts and terms
- > supplementary reading list which lists relevant publications and research by theme, and signposts specific websites for additional information

The guidelines offer several different types of information. The overview includes generally accepted principles for LMAD. These principles underpin the guidelines. The guidelines are highlighted in the summary and elaborated in the expanded guidelines.

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

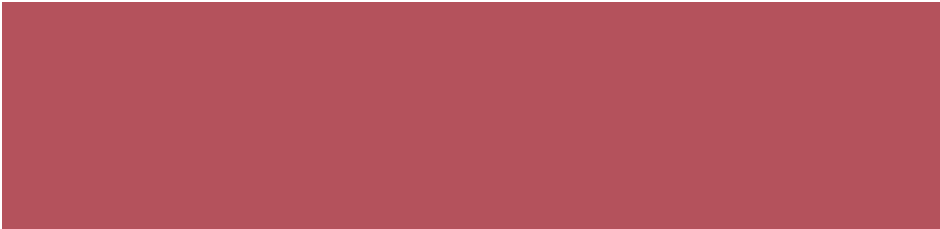
The guidelines are intended to be clear, accessible and practical, to help users think through these issues as they design, plan, implement, monitor and evaluate mine action and development programmes. They focus on the specific policy and programming implications of LMAD for different stakeholders. They should not be read as prescriptive, step-by-step instructions. As there is no one model for how to link mine action with development, the guidelines should be adapted to the local context and operating environment.

Efforts have been made to cover a wide range of issues. However, there is a significant amount of other information, as well as relevant tools, within the mine action and development domains. These outline key approaches and methodology in greater detail. Where possible, these resources are “signposted” in the endnotes and supplementary reading list.

Some users may require more information, operational tools and perhaps training. For additional information about the guidelines as well as LMAD e-learning materials, recommended background reading, detailed case studies, and training events, visit GICHD’s LMAD portal at www.gichd.org/lmad. Please note that electronic versions of the guidelines include a wider range of detailed case studies and examples, and hyperlinks to relevant publications and websites.

Feedback and updates

The guidelines are a first attempt to collate and translate good practice and lessons learned. They have therefore been designed with a view to future revision and further development, based on user implementation and feedback. If you have any suggestions, examples or general feedback which would help to improve future versions of the guidelines, please send them to: lmad@gichd.org



This section lists practical ways NMACs can improve links between [mine action](#) and development at national, subnational and sector levels.

Note that these guidelines are a first attempt to collate lessons learned and assist users to think through these issues. As there is no one model or approach for [linking mine action and development](#), the guidelines should be adapted to the local context and operating environment, and the policies specific to each organisation. Although the guidelines cover a wide range of issues, they are by no means comprehensive. There is significant further information available within the mine action and development fields, which outlines approaches and methods in detail. Endnotes and the supplementary reading list point readers to much of this additional material.

1. STRENGTHEN INFORMATION-SHARING AND COLLABORATION BETWEEN MINE ACTION AND DEVELOPMENT ACTORS

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

Mine action organisations, and NMACs in particular, often possess information and maps that could also be useful to agencies implementing [development](#) programmes. Find out about the needs of these development actors in order to help them achieve their objectives.

Regularly share information about the impact of mine/[ERW](#) contamination and the activities of the national mine action programme. For example, comprehensive mine action assessments describe the nature and location of contaminated areas, the numbers of deaths and injuries in those areas, and vulnerable groups engaging in high-risk behaviour (eg foraging or farming on suspected mined areas). Information about clearance operations, the location of damaged infrastructure and inaccessible assets (eg agriculture and grazing land), and communities requiring development assistance is also useful.

[Mine/ERW operators](#) often deploy staff in mine-affected communities to inform inhabitants about mine action operations. This in turn gives mine operators access to useful information about local vulnerabilities and development priorities.

Encourage [community liaison](#) personnel from mine/ERW operators to share information with development actors about vulnerable communities and their needs.

Box 3 describes the community liaison approach used by Mines Advisory Group (MAG).

Box 3 | Using community liaison to maximise the developmental outcomes of mine action¹⁰

[MAG](#) uses community liaison (CL), a participatory approach for engaging and sharing information with mine-affected communities, to ensure that mine action activities enhance developmental effectiveness and reflect community needs. CL enables MAG to deploy resources to communities affected by mines/ERW in the most effective way. It enables MAG to measure the changes that have taken place because of MAG operations, on a household, community and/or regional level.

The CL approach helps conflict affected communities to be more involved in prioritisation processes by ensuring they receive information about MAG activities and can give feedback before, during and after clearance. Post-clearance monitoring also helps communities

GUIDELINES

1. STRENGTHEN INFORMATION-SHARING AND COLLABORATION BETWEEN MINE ACTION AND DEVELOPMENT ACTORS

Box 3 contd. | Using community liaison to maximise the developmental outcomes of mine action

address land tenure issues. MAG's CL teams work closely with communities (particularly the most vulnerable), development agencies and local authorities to define priorities for clearance and MRE. CL teams enable MAG to target communities experiencing significant mine-related deaths and injuries, and/or those where mines/ERW inhibit development.

CL teams consist of highly mobile and multi-skilled men and women that liaise with stakeholders to collect baseline information and assess potential sites. They assess community priorities, identify target groups, discuss post-clearance development plans and assess the outcomes and impact of MAG's work. Methodologies used include PRA, eg community mapping, transect walks and seasonal calendars, Knowledge, Attitudes, Practice (KAP) questionnaires, conflict analysis and risk assessment and GIS/livelihood mapping, in conjunction with other tools such as semi-structured interviewing and focus group discussion.

To measure mine action outcomes and impact, CL teams employ a methodology, developed within MAG and applied globally, which draws on a menu of socio-economic indicators to allow MAG to understand the outputs, outcomes and impact of its data collection, clearance and MRE operations, both in terms of positive and negative change.

MAG uses this assessment methodology to identify actions that can improve future operations. It also demonstrates the impact of MAG's work to donors, conflict affected communities, partners, the public, the mine action sector and the wider development community. Indicators are used to track how MAG's work contributes to the meeting of goals, such as improvements in human security, public health, education, infrastructure development, peace building, food security and the ability of communities to manage risk.¹¹

Likewise, humanitarian and development NGOs may have been working in mine-affected communities before the arrival of mine action organisations. Encourage development partners to share information with the NMAC when working in mine/ERW affected areas.

Find out if public sector agencies and other development partners have data useful to mine action operations. For example, ministries of land management, forestry, rural development, water and sanitation, etc. are likely to have sector-related data, including in GIS format, which may be useful. Similarly, municipalities, public utilities and sector ministries such as ministries of transportation, land management, agriculture, etc... often have physical planning data. Cultivate relationships with these agencies and share information.

GUIDELINES

1. STRENGTHEN INFORMATION-SHARING AND COLLABORATION BETWEEN MINE ACTION AND DEVELOPMENT ACTORS

b. Facilitate formal coordination bodies at national and subnational levels, to promote cooperation between government authorities, mine/ERW operators and development organisations.

Regular mine action forum meetings, often coordinated by NMACs, are typically attended by mine action organisations, and in some cases, also by government officials, donor agencies and humanitarian and development NGOs. They provide a platform for mine action organisations to share information and discuss key issues. Encourage humanitarian and development NGOs working in mine-affected areas to take part in these meetings.

Participate in NGO coordination forums to share information about planned and current mine action activities. Use these meetings to inform humanitarian and development NGOs about the mine action services available¹² and time-frames and processes for requesting mine action assistance. Find out about development NGO and government plans and time frames in order to provide timely input regarding the relevance of mine/ERW contamination problems and to provide assistance.

c. Encourage mine/ERW operators to work with humanitarian and development NGOs.

Mine/ERW operators and humanitarian and development NGOs should be encouraged to jointly plan and coordinate projects in mine-affected areas.

This approach is based on the recognition that a coordinated approach to eliminating the risk of landmines and other ERW, and providing support to affected communities, will improve lives and livelihoods and maximise the benefits and sustainability of mine action and development projects.

Integrated projects require that development NGOs and mine/ERW operators jointly plan and sequence mine action and development activities. Box 4 provides examples of how to incorporate mine action components in development programming. Make contact with development NGOs. Encourage mine/ERW operators to work with development NGOs and relevant government units to integrate mine action. Refer to the following entry points as examples of integrated programming.

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1. STRENGTHEN INFORMATION-SHARING AND COLLABORATION BETWEEN MINE ACTION AND DEVELOPMENT ACTORS

Box 4 | Incorporating mine action into development programming: entry points

Health

- > target mine/ERW survivors as beneficiaries to strengthen national health care systems and services for people with disabilities
- > use community-based counselling aids or community-level counsellors to strengthen psychosocial support for landmine survivors (and other victims of conflict) and their families, and to support the reintegration of ex-combatants

Agriculture / livelihoods

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

Emergency response

- > advocate for mine/ERW clearance of key transport routes to facilitate access of humanitarian and development NGOs through a variety of forums (cluster meetings, UNOCHA, sub-national coordination bodies)
- > include mine risk education in capacity development training and Standard Operating Procedures for staff and partners
- > learn about and use MRE (eg IMAS for MRE) messages in radio broadcasts (for IDPs, refugees), dramas and a variety of on-site training activities for displaced populations

Water-sanitation and hygiene

- > partner with mine/ERW operators to clear sites for wells and latrines in mine-affected areas
- > incorporate MRE training of trainers into work with water, hygiene and sanitation management committees (responsible for community water points)

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1. STRENGTHEN INFORMATION-SHARING AND COLLABORATION BETWEEN MINE ACTION AND DEVELOPMENT ACTORS

- > design and locate rural sanitation facilities which meet the needs of people with disabilities, including mine/ERW survivors, by modifying them to be more accessible and dignified to use through ramps, handles, etc. Consult survivors and other people with disabilities in the design process

Peace building and reintegration

- > train and employ ex-combatants and demobilised soldiers as deminers to support their social and economic reintegration and strengthen peace and reconciliation
- > advocate for the prioritisation of mine/ERW survey and clearance during all reconstruction and recovery work in securing land suitable for IDP/refugee return. As an interim measure, engage all impending returnees in MRE sessions to prevent needless risk and injury

Child protection

- > ensure post-conflict psycho-social assistance and activities include facilities and services for children and youth from mine-affected areas
- > include MRE in broader community safety and child protection initiatives, with an emphasis on child-focused MRE made fun (through recreation, art competitions, suitable messaging). If involved in education initiatives, introduce MRE training into the classroom, ie train teachers to deliver MRE to children. Consider curriculum-based inclusions of MRE in high-risk areas

Infrastructure operations

- > ensure road rehabilitation and construction of accessible new infrastructure (schools, health centres and community buildings with ramps, wide doorways, modified latrines, etc...) benefits mine-affected communities and survivors. Involve them in infrastructure planning to facilitate access to markets, social services and key assets

Integrated initiatives require close coordination and effective partnerships between mine action organisations, development partners, local governments and national mine action officials through all stages of programme design and implementation.

Facilitate information sharing and coordination between mine action and development organisations. Help them share experiences and lessons learned from enhanced coordination.

Mine action, in particular mine/ERW clearance, is expensive compared to other development investments. However, it is a sound investment given the benefits, such as improved community safety and development opportunities.

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1. STRENGTHEN INFORMATION-SHARING AND COLLABORATION BETWEEN MINE ACTION AND DEVELOPMENT ACTORS

Donors are increasingly recognising that mine/ERW contamination is a development issue in many mine-affected countries and are funding development NGOs to implement integrated mine action and development programmes.

An increasing number of development NGOs are including mine action services (such as mine risk education, enhanced [survivor assistance](#) referrals and mine/ERW clearance) in project budgets where such services are required. Budgetary support for mine action services can be requested from bilateral and multilateral development agencies when implementing development activities in affected areas. [AusAID](#), the [Canadian International Development Agency \(CIDA\)](#) and the [Swiss Agency for Development and Cooperation \(SDC\)](#) are among the leading [bilateral donors](#) that support integrated mine action and development initiatives. For example, Box 5 describes the integrated programme supported in Laos by AusAID.

Box 5 | Integrated Mine Action and Development in Laos

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

The programme has a budget of approximately \$14million (AUS) over a five year period, with \$5.07 million allocated to initial UXO activities. One of the four main programme components focuses specifically on reducing the impact of UXO by:

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

UXO clearance has been included in the development budgets of CARE and World Vision. Through the programme, development NGOs select and work with specific clearance operators (Swiss Foundation for Mine Action and Mines Advisory Group respectively) not only on clearance, but also to conduct village needs assessments, planning, community liaison and [post-clearance assessments](#) – operating as partners, as opposed to the operators being viewed merely as service providers.¹³

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1. STRENGTHEN INFORMATION-SHARING AND COLLABORATION BETWEEN MINE ACTION AND DEVELOPMENT ACTORS

d. Establish and coordinate a national mine action information management database.

Ensure an effective mine action information management database is in place. This will support decision-making at a strategic level. It will also facilitate the collection and analysis of data at an operational level. Encourage mine action organisations to contribute and support it. Promote information sharing and dissemination among mine action organisations. Regularly share relevant data, regarding the extent and nature of mine/ERW contamination, deaths and injuries, with development actors.

Mine action information management databases such as the [Information Management System for Mine Action \(IMSMA\)](#), often contain data about mine/ERW contamination, useful to development programming.

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1. STRENGTHEN INFORMATION-SHARING AND COLLABORATION BETWEEN MINE ACTION AND DEVELOPMENT ACTORS

Box 6 | Using mine action information to promote development

IMSMA seeks to improve the effectiveness and efficiency of mine action activities. Mine action programme managers typically use it to:

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

The system is primarily used in countries affected by mines, UXO or other ERW. Current users of the system include mine action organisations, national governments, international organisations, NGOs, peacekeeping forces and others. It combines GIS capability with a relational database to assist those working on field survey, data collection, clearance and other Mine Action and ERW activities.

However, IMSMA can also be used by development partners to inform the targeting and design of development programmes in mine-affected countries. For example, users can perform searches to obtain data on a wide range of issues. Data can be generated in the form of lists, reports and maps to indicate:

- > which parts of the country are safe and which contain some form of mine/ERW-related hazard
- > geographic areas where clearance (marking, fencing, clearance, land release, etc...) has taken place, is currently taking place and is planned
- > number, location, type and cause of accidents
- > information about victims – age, sex, type of injury, location, occupation, geographic location of accidents
- > where MRE has taken place
- > location of infrastructure relative to hazardous areas and accidents, eg roads, bridges, hospitals, schools, agriculture land, irrigation channels
- > number and location of affected communities
- > type of blocked development assets, eg agriculture, roads, water, infrastructure

The data generated will depend on the accuracy and level of detail of the data entered. However, IMSMA can provide development organisations with useful information that they can use and compare against poverty-related data. For example, as part of Handicap International's Battle Area Clearance programme (2007-2008) in South Lebanon, HI Community Liaison Officers collected data from UXO-affected communities using IMSMA forms. These forms, eg 'Town Data Sheets', 'Dangerous Area Forms' and 'Victim Reports', were fed into the data system managed by the UN Mine Action Coordination Centre for South Lebanon (UNMACC SL). Community Liaison Officers also collected data related to the livelihoods of affected communities, population size and movement, and community members entering contaminated areas despite knowing the risks.

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1. STRENGTHEN INFORMATION-SHARING AND COLLABORATION BETWEEN MINE ACTION AND DEVELOPMENT ACTORS

Inform development actors working in mine-affected areas about the availability of this data, and encourage them to access it. Develop and actively distribute IMSMA forms to development NGOs and encourage them to report mine/ERW problems that they encounter. Ensure the forms contain only basic information and are designed for follow-up by [NMAC](#) staff. Improved coordination in the areas of information management will facilitate and improve data gathering, updating and maintaining processes. It will also result in improved data quality.

Assist them to incorporate IMSMA into their existing monitoring and reporting protocols. For example, Canadian Physicians for Aid and Relief (CPAR), a development NGO working in Northern Uganda, uses and integrates IMSMA data into its internal monitoring and reporting protocols.

e. Provide information products which are tailored to the needs of development actors

This will likely include briefings, maps, tables, etc which directly address the needs of different development organisations. Some products could be standard, while others produced on request. Ensure wide access and at free or minimal cost.

1. ENDNOTES

- ¹ ICBL, Landmine Monitor Report, 2007. Mine Action: Lessons for the past decade of mine action.
- ² Pound B, Martin A, Qadr A and Mukred A. 2006. Livelihood analysis of landmine-affected communities in Yemen. Chatham: NRI, http://www.gichd.org/fileadmin/pdf/ma_development/database/Livelihoods_in_Yemen.pdf
- ³ *ibid.*
- ⁴ For an expanded discussion of the developmental impacts of mine action, see Ted Paterson, "Time to go MAD" in Stuart Maslen, Mine Action After Diana: Progress in the Struggle Against Landmines. University of Michigan Press, 2004.
- ⁵ Catherine Longley, Ian Christoplos, Tom Slaymaker and Silvestro Meseka. Rural Recovery in Fragile States: Agricultural support in countries emerging from conflict. Overseas Development Institute, Natural Resource Perspectives 105, February 2007. <http://www.odi.org.uk/Publications/nrp/nrp105.pdf>
- ⁶ Ted Paterson, "Time to go MAD" in Stuart Maslen, Mine Action After Diana: Progress in the Struggle Against Landmines. University of Michigan Press, 2004.
- ⁷ *ibid.*
- ⁸ *ibid.*
- ⁹ For example, see: Pound B, Martin A, Qadr A and Mukred A. 2006. Livelihood analysis of landmine-affected communities in Yemen. Chatham: NRI, http://www.gichd.org/fileadmin/pdf/ma_development/database/Livelihoods_in_Yemen.pdf

2. REFLECT MINE ACTION IN NATIONAL, SUB-NATIONAL AND/OR SECTOR DEVELOPMENT PLANS AND BUDGETS

Mine action is a crosscutting issue affecting many sectors. Convince development planners to ensure mine action is incorporated into development plans, at national, sub-national and/or sector levels.

Encourage budget officials to provide support for mine action through national, sub-national and/or sector budgets. This will demonstrate government recognition that contamination is a development problem. It will also strengthen efforts to obtain external funding for the national mine action programme, if required.¹⁴

a. Conduct an outreach programme to national, sub-national and sector development officials and organisations

Effective outreach to development partners and other key actors will help ensure that development programming in mine-affected areas takes account of the mine/ERW contamination problem. Find out who has authority over relevant development issues, in order to plan who to approach. Core budget and planning units in the ministries of finance and planning are often responsible for coordinating and drafting development plans. Box 7 describes the outreach undertaken by several key actors in Uganda to integrate conflict and armed violence issues in the development plan, the Poverty Eradication Action Plan.

Box 7 | Integrating conflict and armed violence reduction in national development plans: experiences from Uganda¹⁵

Uganda's national development framework and medium term planning tool, the Poverty Eradication Action Plan (PEAP), established in 1997, is also the country's Poverty Reduction Strategy Paper (PRSP). The PEAP consists of five pillars: economic management, enhancing production, competitiveness and incomes, security conflict resolution and disaster management, good governance and human development. When the PEAP was revised in 2003, the process took 14 months and involved:

- > development of a Poverty Status Report which assessed progress in PEAP implementation
- > central government-led consultations which were primarily undertaken through Sector Working Groups (SWG), and enabled each to submit input in the form of PEAP revision papers, focusing on sectors such as agriculture, health, education and social development
- > consultations within and between local governments

2. REFLECT MINE ACTION IN NATIONAL, SUB-NATIONAL AND/OR SECTOR DEVELOPMENT PLANS AND BUDGETS

Box 7 contd. | Integrating conflict and armed violence reduction in national development plans: experiences from Uganda

- > stakeholder workshops involving over one thousand civil society and private sector organisations. Civil society organisations also participated in SWG consultation activities
- > a civil society consultative process that put forward position papers from civil society and the private sector

The current PEAP makes explicit references to the links between conflict, security and development. The introduction of Pillar 3 of the PEAP in the 2003 focusing on security, conflict resolution and disaster management, reflected the Government of Uganda's (GoU) prioritisation of these issues. Issues of conflict and security were not previously integrated within mainstream development planning.

Efforts to reflect these issues in the PEAP were largely the result of a combination of factors:

- > clear evidence was presented and effectively communicated on the links between security, conflict and poverty, through the Poverty Status Report, as well as a participatory poverty analysis undertaken in 2002
- > GoU, and in particular, the Ministry of Finance, Planning and Economic Development viewed issues of conflict, particularly the conflict in Northern Uganda, as a national issue
- > GoU was in the process of developing strategies to address conflict affected regions and other security issues (eg small arms). Pillar 3 of the PEAP was therefore part of the government's efforts to address these issues in a comprehensive manner
- > increasing recognition within GoU and donors that issues of relief, rehabilitation and development needed to move beyond humanitarian response and required greater integration into long term development planning
- > civil society organisations advocated for the integration of conflict and armed violence issues and used research findings, presented in the form of an issues paper, to strengthen their case, which they submitted during the PEAP consultation
- > donors, particularly GTZ, were a driving force in obtaining political commitment and buy-in from the GoU, in particular the Office of the Prime Minister

2. REFLECT MINE ACTION IN NATIONAL, SUB-NATIONAL AND/OR SECTOR DEVELOPMENT PLANS AND BUDGETS

Work with budget and planning authorities to assess where development programmes are avoiding contaminated areas and communities. Make them aware of the impact of mine/ERW contamination and how mine action services can improve public service delivery and enhance the impact of development investments. This might entail sitting-in as a resource person when an annual sector work plan is developed. It could also involve regularly visiting officials to learn what information they have and whether their development priorities/programmes are complicated by mine/UXO contamination.

Offer to provide maps and data on the contamination problem and affected communities. Present evidence in a suitable format and draw upon key supporters of the mine action programme to lend credibility to advocacy efforts. Put them in touch with NMAC staff and mine/ERW operators who can assist them. Encourage them to reflect requirements for mine action services into their development planning consultations and budget submissions. Be aware of the key development planning and budget preparation timeframes.

Recognise that as countries emerge from conflict, the focus is often on post-conflict recovery, reconstruction and development. The main influential international and national actors typically shift, from UN agencies and humanitarian NGOs to multilateral development banks, key donors and development NGOs. Table 1 illustrates key challenges for mine action programming as the context evolves.

Anticipate who the key actors will be as the context shifts. Engage them, and demonstrate how mine action can support reconstruction and development. Ensure mine action priority setting reflects development priorities. Failing to do so could result in the mine action programme becoming isolated from the country's broader development planning and management processes. This could ultimately mean a reduction in the effectiveness of mine action and development programmes, as well as diminished funding opportunities.

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2. REFLECT MINE ACTION IN NATIONAL, SUB-NATIONAL AND/OR SECTOR DEVELOPMENT PLANS AND BUDGETS

Table 1 | Key challenges for mine action programming in a changing context¹⁶

Need/Type of programming	Key actors	Likely degree of coordination	Key challenge for mine action planning
Humanitarian	UN Agencies, international NGOs, Red Cross	Low	> Dealing with many agencies which may disagree on priorities and strategy in a chaotic, rapidly changing and poorly understood environment
Security	Foreign and National Militaries, Peacekeeping Forces, Police Service	High	> Avoiding military priorities dominating humanitarian and development needs > Staff security if internal security weak > Obtaining data and cooperation from militaries
Reconstruction	World Bank, UNDP, major donors, Regional Development Banks, private sector	Fairly high	> Large scale demining tasks working under tight deadlines to support major infrastructure projects > Ensuring funds for mine action services are included in reconstruction project budgets
Development	Government, World Bank, other multilateral donors, key donors for lead sectors, National Military, Police Service, UNDP, private sector	Fairly high if government is committed to citizen welfare and capable Low if government has capacity but is not committed	> Coordinating with sub-national governments on clearance priorities > If government is committed, coordinating with Ministries of Finance/Planning to prioritise mine action > If government lacks commitment, coordination with donors when overall donor coordination is weak

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2. REFLECT MINE ACTION IN NATIONAL, SUB-NATIONAL AND/OR SECTOR DEVELOPMENT PLANS AND BUDGETS

- b. Use data from the [Landmine Impact Survey \(LIS\)](#) to demonstrate how contamination impedes development.

Data from the [LIS](#), other assessments as well as data from budget and planning authorities can be used to: demonstrate the links between mine/ERW contamination, community insecurity and poverty; illustrate how mine action services can enhance their development investments and contribute to the achievement of key development priorities; and advocate for the inclusion of mine action in development plans. As LIS data provides a snapshot of the situation on the ground at a specific point in time, periodically reassess and update the LIS data to ensure its relevance.

Be aware of key development planning processes and timeframes, to time engagement well in advance. Find out about plans for major development programmes. Ensure negotiations about geographic coverage of infrastructure or services do not exclude mine-affected areas. Major development programmes often have long lead times, and initial planning and budgeting for mine action to facilitate such programmes should be conducted early.

- c. Encourage budget authorities to include mine action in the national budget and Medium Term Expenditure Framework (MTEF), and allocate financial support for mine action.

Reflect mine action in the national budget through allocations of financial and in-kind support. This will maintain national ownership and control of the mine action programme and demonstrate government commitment to addressing mine/ERW contamination.

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

Convince development planners at the national level to ensure that resources available to the mine action programme are properly allocated across the country and various sectors. Use LIS-data and other compelling evidence as a basis for advocating for the allocation of financial and other in-kind support for mine action.

Encourage budget and planning authorities to reflect mine action in the [Medium Term Expenditure Framework \(MTEF\)](#) or [Medium Term Fiscal Framework \(MTFF\)](#). The MTEF provides a five-year projection of the allocation of government resources across sectors and levels of government. It also sets sustainable expenditure limits for overall government spending and for each of the sector programmes, usually for a three year period. Take steps during the MTEF preparatory phase to ensure mine action is adequately

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2. REFLECT MINE ACTION IN NATIONAL, SUB-NATIONAL AND/OR SECTOR DEVELOPMENT PLANS AND BUDGETS

reflected and that key government finance and planning officials are engaged well in advance, during the preparatory/consultation phase.

Find out about the [annual budget calendar](#) and ensure that outreach to budget and planning authorities is conducted well in advance, during the preparatory phase. Align the mine action planning and programming cycles with the annual budget cycle.

- d. Where external resources are required, encourage key government officials to discuss the negative developmental impact of mine/ERW contamination in government-donor aid coordination forums.

Consultative Groups, Round Tables and National Development Forums are government-donor aid coordination forums that discuss broader policy issues at a national level. At the sector level, Technical or Sector Working Groups serve as a platform for discussing specific sector-related issues in more detail. Where external resources are required, encourage relevant government officials (eg in ministries of finance and planning) to raise the developmental impact of mine/ERW contamination in Consultative Group meetings and other government-donor aid coordination forums, eg technical working groups, sector working groups, roundtable meetings.

These meetings offer good opportunities to raise the issue of mine/ERW contamination and obtain financial and/or technical support from donors. It is rare for mine action officials to participate in these forums, so engage government officials (eg ministries of finance and planning) who regularly meet with donors.

Box 8 | Consultative Groups¹⁷

When the [World Bank](#) takes a lead role in aid coordination for a developing country, it and the government establish what is referred to as a Consultative Group (CG). CGs, usually co-chaired by the Bank and government, comprise hundreds of government, donor, and international organisation officials who meet annually or less frequently, with a smaller steering committee that meets more often. In addition to aid coordination, the CG plays an important role in resource mobilisation and government-donor policy dialogue.

In recent years, 'local ownership' has been emphasised to encourage recipient governments to play a more central role in the CG process and in determining the country's development agenda. Donors are also making efforts to coordinate their support for key sectors (leading in some cases to a [Sector Wide Approach](#) – or SWAp – to planning and managing aid flowing into a sector¹⁸). This has led to elaborate donor coordination frameworks, with numerous sector working groups feeding into the CG Steering Committee and the full CG. As government officials chair or co-chair most of these groups, the government is, in appearance at least, more firmly in control.

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2. REFLECT MINE ACTION IN NATIONAL, SUB-NATIONAL AND/OR SECTOR DEVELOPMENT PLANS AND BUDGETS

- e. Encourage multilateral development banks to include the cost of mine/ERW clearance when financing reconstruction and development programmes in mine-affected areas.

Multilateral development banks play an important role in countries emerging from conflict, often funding priority reconstruction programmes. Convince key government officials (eg in the ministries of finance and planning, relevant sector ministries) to encourage multilateral development banks to include the cost of mine/ERW clearance when financing reconstruction and development programmes in mine-affected areas, where relevant.¹⁹

The World Bank's experience in mine action has largely been confined to post-conflict 'priority reconstruction programmes', with its first significant foray in countries that emerged following the break-up of the former Yugoslavia. The Bank is increasingly supporting medium to longer term sector reconstruction and development programmes, including in mine-affected countries and areas. For example, in 2005, World Bank officials approved a 60 million euro loan to the Croatian government for reconstruction in areas of special state concern, with approximately 17 million euro of the loan allocated to demining.²⁰ World Bank support provided to the governments of Ethiopia and Afghanistan has also included mine action services. See Box 9 for more detail on World Bank policy regarding support for mine action.

Box 9 | World Bank support for mine action²¹

In 1997, the World Bank issued its [Operational Guidelines for Financing Land Mine Clearance](#)²² that outlined the following key points in relation to its policy on financing mine/ERW clearance:

- > "clearance must be an integral part of a development project or a prelude to a future development project or programme... (as) ... It is this development activity that the Bank seeks to support, rather than land mine clearance per se."
- > "clearance activities must be justified on economic grounds"²³
- > "clearance in Bank-financed projects must be carried out under the responsibility of civilian authorities... (but this) ... does not preclude collaboration with the military (eg, on maps, surveys, removal of mines)"

The Guidelines also stress that the Bank does not engage in humanitarian work, and does not have capacity in the technical aspects of demining. It advises Bank staff to consult with UN agencies, the ICRC, [bilateral donors](#), and NGOs active in (or considering support to) mine action in the country. The guidelines limit mine action to the area of demining, as opposed to taking a wider view and including [survivor assistance](#), [mine risk education](#) and stockpile destruction in loans. The guidelines also make it clear that the projects must be justified on economic grounds.²⁴

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2. REFLECT MINE ACTION IN NATIONAL, SUB-NATIONAL AND/OR SECTOR DEVELOPMENT PLANS AND BUDGETS

Box 9 contd. | World Bank support for mine action

In November 2003 the Guidelines were supplemented by a [Task Manager's Guide to Landmine Clearance Projects](#)²⁵, which provides more extensive guidance and identifies areas in which the Bank considers it has a comparative advantage, including:

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

One large project (Emergency Landmine Clearance project in Bosnia) has been formally evaluated by the Bank's Operations Evaluation Department as part of its 1997-98 multi-country assessment, published as *The World Bank's Experience with Post-Conflict Reconstruction*. The evaluation team concluded: "The decision to implement a self-standing project in an area in which the Bank did not have experience and where it does not have a comparative advantage was, in retrospect, a mistake... the Landmines Clearance Project was unanimously mentioned by interviewees as an example of a less successful exercise within the very successful first generation of reconstruction projects." (Volume II: Bosnia and Herzegovina Case Study, p. 42)

The evaluators acknowledged that the Bank gained valuable experience and should be in a stronger position to deal with landmine problems in the future, but stressed that this experience "does not translate into establishing the Bank, de facto, as the agency with demonstrated comparative advantage on this subject." The report recommended "that the Bank should raise with the international community the need for strengthening the (international coordination) machinery that can be brought to bear on post-conflict landmine situations."

This negative evaluation may well have made Bank staff reticent to get involved in demining projects, particularly in countries where many agencies are involved in mine action. That being said, there is little evidence that the Bank has an informal policy to avoid mine action. It is clear that in heavily contaminated countries where the Bank has an active lending programme (such as Cambodia), landmine survey and clearance work has been financed by infrastructure projects (principally, road projects).

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The [Asian Development Bank \(ADB\)](#) also recognises the negative developmental impact of mine/ERW contamination in countries like Laos and Afghanistan. For example, ADB support for a range of sectors in Laos, eg agriculture, energy, transport and water supply and sanitation, includes ERW clearance and other services. A nine year road improvement project in Xiengkhouang province (1997-2005), included funding for a UXO specialist and UXO quality assurance specialist, in addition to support for survey, clearance and purchase of necessary equipment.²⁶

To ensure that reconstruction and development programmes supported by multilateral development banks do not bypass mine-affected areas and communities, bank officials must recognise that mine/ERW contamination is a developmental constraint that is a priority at the national, subnational and/or sector levels. Encourage them to include the costs of mine/ERW clearance and other mine action services in bank financing plans and assure them that mine action services can effectively address programme needs. Relay this message to banks by talking to government officials from relevant ministries, including those who commonly meet with bank representatives.

2. ENDNOTES

- ¹⁴ During humanitarian emergencies, bilateral donors disburse funds to mine-affected countries for mine action even if mine/ERW contamination is not cited as a priority in development plans and budgets. This is often in response to several factors, such as the scale of the contamination, the humanitarian imperative and the urgent need to facilitate access for peacekeeping forces and humanitarian agencies. However, in some countries, the focus of international assistance shifts to post-conflict recovery, reconstruction and development as the situation stabilises, and government ownership of the mine/ERW contamination problem is critical.
- ¹⁵ Sarah Bayne (Saferworld), Aid and conflict in Uganda, March 2007. http://www.saferworld.org.uk/images/pubdocs/Uganda_Bayne.pdf; Republic of Uganda – Ministry of Finance, Planning and Economic Development. PEAP Revision Guide, July 2003. www.povertymonitoring.go.tz/prsp/peap%20revision%20guide-july%202003.doc
- ¹⁶ Adapted from GICHD and UNDP. Socio-Economic Approaches to Mine Action: An Operational Handbook. May 2002, p.21. http://www.undp.org/cpr/documents/mine_action/training/Socio-Economic_Approaches_to_Mine_Action.pdf
- ¹⁷ Sources: Schiavo-Campo, S. Financing and Aid Arrangements in Post-Conflict Situations, CPR Working Paper No. 6, Conflict Prevention and Reconstruction Unit, The World Bank, Washington, 2003; Afghanistan – State Building, Sustaining Growth, and Reducing Poverty: A Country Economic Report, Report No. 29551-AF, The World Bank, Washington, 2004; and Ted Paterson, unpublished research for GICHD, 2005.
- ¹⁸ A SWAp should feature at least (i) a single needs assessment, accepted by the government and all donors and (ii) a single strategy, adopted by the government and supported by all the main donors to the sector. In some cases when a SWAp is in place, some donors will channel their funds through the government budget rather than financing distinct projects. Well functioning SWAps decrease the costs of managing the aid flowing to a sector, increase the effectiveness of that aid, and enhance government capacities.
- ¹⁹ United Nations Development Programme (UNDP) Mine Action Team, Mainstreaming Mine Action into Development: Rationale and Recommendations, UNDP, December 2004. http://www.undp.org/bcpr/documents/mine_action/development/UNDP_Brochure_B_-_Mainstreaming_Recommendations.pdf
- ²⁰ Croatian Mine Action Centre (CROMAC). Representatives of the World Bank visited CROMAC, 7 December 2005. <http://www.hcr.hr/en/aktualnostCijela.asp?ID=81>; Government of the Republic of Croatia. 2006 Humanitarian Demining Plan, January 2006. http://www.hcr.hr/pdf/humanitarian_demining_plan.pdf
- ²¹ Ted Paterson for UNDP on behalf of the Resource Mobilisation Contact Group, June 2004.
- ²² World Bank, Operational Guidelines for Financing Landmine Clearance, 1998
- ²³ An exception to this rule is made for projects delivered as 'emergency recovery assistance'.
- ²⁴ Kristian Berg Harpviken & Jan Isaksen. Reclaiming the Fields of War: Mainstreaming Mine Action in Development. PRIO and UNDP, 2004. http://www.prio.no/page/Publication_details/Publication_detail_channel/9429/46097.html

2. ENDNOTES

- ²⁵ World Bank, Landmine Clearance Projects: Task Manager's Guide, 2003, [http://lnweb18.worldbank.org/ESSD/sdvext.nsf/67ByDocName/LandmineClearanceTaskManagersGuide/\\$FILE/WP10webversion.pdf](http://lnweb18.worldbank.org/ESSD/sdvext.nsf/67ByDocName/LandmineClearanceTaskManagersGuide/$FILE/WP10webversion.pdf). As well, a CD-ROM has been issued to support the Handbook. The CD contains the text of the Ottawa Convention, UN policies, IMAS, key reports, and samples of contracts, bid tender documents, etc.
- ²⁶ Asian Development Bank. Completion Report - Lao People's Democratic Republic: Xieng Khouang Road Improvement Project, September 2006. <http://www.adb.org/Documents/PCRs/LAO/27511-LAO-PCR.pdf>

GUIDELINES

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

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

Undertake or commission a comprehensive assessment at the community or district level, in collaboration with all groups within affected communities. See Annex A for examples of comprehensive assessment tools and methodologies. In some cases, the NMAC may lead this process. In others, it should support it. Ensure the assessment determines the location of hazards, the full humanitarian and [development](#) impact of the contamination, especially on the most vulnerable, and the intended use of cleared land.

Before undertaking any assessments, verify whether other organisations have already collected relevant data from similar studies, which they are willing to share. For example, contact ministries of planning, the World Bank, major donors and other development actors for poverty and development-related information.

Use these assessments to inform [mine action](#) planning and prioritisation efforts. Box 10 describes the Task Impact Assessment methodology developed by [Norwegian People's Aid \(NPA\)](#).

Box 10 | NPA's Task Impact Assessment methodology and experiences from Sri Lanka

Task Impact Assessment (TIA) is an example of a survey tool that helps prioritise communities and areas for clearance whilst also saving resources. This ensures community satisfaction and provides a strong base to plan future clearance tasks and post-clearance support. The underlying aim of TIA is to facilitate, support and contribute to a sustainable improvement in the lives and [livelihoods](#) of people living in mine-affected areas by ensuring that clearance supports resettlement, post-conflict recovery and development. Mines Advisory Group's community liaison teams and the Cambodian Mine Action Centre's Community Based Mine Risk Reduction focal points also use a similar approach.

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

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Box 10 | NPA's Task Impact Assessment methodology and experiences from Sri Lanka

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

Phase two takes place during clearance and involves informal checks with communities to ensure their needs have not changed, that clearance remains appropriate and that relations between demining teams and the community are working well. The methodology takes into account that in situations where internally displaced people (IDPs) return and economies and social activities progress, the need for clearance can change, hence the importance of regular communication with communities and authorities, particularly prior to any demining operations. Immediately after clearance, TIA teams also check that communities are satisfied and prioritised areas have been cleared.

During **Phase three**, TIA teams return to cleared areas to conduct post-clearance socio-economic assessments to measure actual impacts against anticipated impacts noted in Phase 1. These assessments are conducted after a suitable time has elapsed, based on the local context and post-clearance land use. They also investigate any deviations and ensure no mine/ERW threat remains. Examples of the types of socio-economic impacts monitored include the number of IDPs expected to return, the number of beneficiaries from resettlement and agriculture and the extra income earned post-clearance.

The TIA methodology also emphasises the importance of coordinated assistance between [mine/ERW operators](#) and humanitarian and [development](#) agencies, especially in terms of the provision of development support to contaminated communities immediately following clearance.²⁷ TIA surveys and finalised clearance plans contain useful information that can help to inform the targeting, planning and provision of humanitarian and development assistance. For example, the clearance plan developed for Vavuniya, north-eastern Sri Lanka, identified which communities required post-clearance assistance.

Based on the success of the TIA methodology, first used in Angola and further developed in Sri Lanka and Mozambique, TIA is now part of NPA policy and practice. Similar approaches have been used elsewhere. For example, Task Assessment and Planning and Community Integrated Mine Action Plans have been used in Bosnia.

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

Priority setting is a critical part of managing a national mine action programme, as it often involves deciding which minefields to clear first, given limited resources, time and capacity. However, there is no standard process or criteria for setting clearance priorities as this largely depends on country context, nature of the mine/ERW contamination, national capacity and the stakeholders involved.

During large-scale humanitarian emergencies, the criteria used for setting clearance priorities often reflect the need to save lives. In such situations, where government capacity may be weak, or non-existent due to conflict, priorities are often set by international actors, such as UN agencies, bilateral donors and mine/ERW operators. However, as humanitarian emergencies end, the focus often shifts to post-conflict recovery, reconstruction and development. Where NMACs manage mine action priority-setting processes, ensure priority setting criteria emphasise replacing or rebuilding damaged infrastructure, rebuilding the national economy and meeting the needs of mine-affected communities. Also ensure priorities reflect international legal obligations²⁸ to clear all known mined areas.

Setting clearance priorities based on the need to remove mines/ERW but without regard for developmental impact, may ensure the elimination of mine/ERW contamination and facilitate more efficient clearance planning and logistics. However, clearance may not necessarily benefit vulnerable communities if it takes place in a relatively unpopulated area, or where development partners are not available to support affected communities. If priorities are set without consultation and coordination with key actors involved in reconstruction and development, clearance will not necessarily support the reconstruction and rehabilitation of a country's physical and commercial infrastructure.²⁹ See Box 11 which describes how the Government of Angola prioritised mine clearance in support of broader reconstruction and development priorities under the National Rehabilitation Programme.

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Box 11 | Prioritising mine action support for road reconstruction in Angola

More than four decades of conflict have left Angola littered with the deadly remains of war. Approximately 2,000 communities are contaminated by landmines, making it one of the most mined countries in the world, and the worst affected country in Sub-Saharan Africa. During the civil war, significant damage was done to the country's infrastructure, with roads and bridges systematically destroyed and contaminated by landmines and other ERW. Mine/ERW contamination hampered refugee repatriation and reintegration efforts and the delivery of food aid and other humanitarian assistance. It prevented communities from accessing basic social amenities and prevented them from reaching other regions and markets.

The Angolan Government has emphasised the need for demining in support of the National Rehabilitation Programme. Through the National Mine Action Strategy, mine action in support of national infrastructure investment and reconstruction has been emphasised in order to improve access and facilitate rural development and rehabilitation of social infrastructure.

In September 2007, the World Food Programme (WFP) completed a two-year US\$8 million project to reopen the main road to Lumbala N'guimbo in Angola's eastern Moxico province. The road was closed during most of the civil war and all bridges along it were destroyed. The road and bridge reconstruction project included mine clearance services within the budget, and from the outset, the project involved close cooperation between the Road Agency of Angola, and Mines Advisory Group (MAG), who were contracted to clear the road before any new roads or bridges could be built.

The construction (and clearance) of 155 miles of primary road and over 30 bridges enabled WFP to switch from costly airlifts of food aid to surface transport, and improved its access to food-insecure rural populations in Angola. The project resulted in improved movement within Angola, and to neighbouring Democratic Republic of Congo, Namibia and Zambia.³⁰ The experience also highlighted the need for operators to review their own policies and guidelines in order to respond effectively to the requirements of the project and donor. For example, MAG had internal guidelines which required clearance of 50-100 metres on each side of a road, whereas the donor was convinced that 10 metres would be sufficient and take less time.

In situations where priorities are set by the NMAC, try to broker national agreement on the balance between clearance undertaken to save lives and limbs, meet international legal obligations, support broader macro-economic growth and meet the needs of affected communities.³¹ Lead efforts to facilitate consensus among key stakeholders on what this balance should be.

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

Ensure that the national mine action programme has the capacity and expertise required to assess and prioritise mine action tasks based on their potential to, for example:

- > reduce deaths and injuries and enhance community safety and security
- > promote socio-economic development
- > enhance the country’s capacity to address the contamination problem
- > ensure a transparent response³²

See Box 12 as an example of the criteria developed in Cambodia for setting clearance priorities.

Box 12 | Criteria for setting clearance priorities: Cambodia’s approach³³

In 2006, the Cambodian Mine Action and [Victim Assistance](#) Authority issued policy and operational guidelines on the socio-economic management of mine clearance operations. The guidelines outline criteria for setting clearance priorities to ensure that the prioritisation process is clear and transparent to all stakeholders. Mine Action Planning Units, local authorities, mine/ERW operators and development partners are required to use and adhere to these criteria. The criteria are categorised as essential, recommended and optional.

Essential	Recommended	Optional
> Number of accidents	> Clear land use benefit	> Standard of living
> Level of fear of having an accident in the mine field	> Development support from an NGO or government	> Fairness (of land distribution)
> Beneficiaries (number, who they are, location, poverty level, awareness of land use purpose, size of land appropriate for number of beneficiaries)	> Demining Operator Technical Factors and preferences based on their prioritisation processes	> Village priority
	> Problems or disputes on minefield land	> Distance from village
	> Available resources or village plan	

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Where the NMAC leads the priority setting process, actively engage public sector agencies (ie those involved in national development planning and/or responsible for sectors negatively affected by mine/ERW contamination) and other development partners in the priority-setting process. Box 13 describes the role of the Croatian Mine Action Centre in Croatia’s priority setting process.

Box 13 | Croatia’s [priority setting](#) process

Land required for housing, infrastructure and agriculture currently accounts for approximately 250 km² of Croatia’s remaining suspected mined areas.³⁴ Unsurprisingly, Croatia’s clearance priorities are based on the following criterion: public safety, socio-economic development and environmental sustainability. Mine action planning and prioritisation is undertaken at the municipal and county levels on a semi-annual basis, and is based on information provided by the Croatian Mine Action Centre (CROMAC) on the location of confirmed and suspected mined areas. The process involves the submission of municipal demining priorities to county authorities, who then set regional clearance priorities based on a combination of municipal priorities and subnational and sector development plans. On the basis of regional clearance priorities received from county authorities, CROMAC drafts annual plans for approval by key sector ministries (sea, tourism, transport and development; agriculture, forestry and water management; interior; defence; culture; environmental protection; physical planning and construction) and then by the government.³⁵ While CROMAC coordinates priority-setting at the national level and sets priority setting criteria, subnational authorities and sector ministries make priority setting decisions.

Community participation in mine action planning and priority setting is vital, particularly where contamination affects civilians and impedes development.

Ensure priority-setting processes are participatory, transparent and bottom-up. This ensures better informed, better targeted and ultimately more effective mine clearance and results in better outcomes from clearance. It enables [mine action organisations](#) to obtain vital information regarding the location of the contamination, how it affects community members and broader risk and developmental implications.

Actively consult representatives of key groups within affected communities (ie women, men, people with disabilities, the elderly, etc.) as well as local government officials, development partners, and other relevant stakeholders. Box 14 describes Cambodia’s approach to participatory, bottom-up mine action planning.

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Box 14 | Cambodia's Mine Action Planning Units (MAPUs): participatory planning and priority-setting

In Cambodia, the five most mine-affected provinces (Battambang, Banteay Meanchey, Krong Pailin, Oddar Meanchey and Preah Vihear) organise their annual planning and prioritisation of mine action around Mine Action Planning Units (MAPUs). MAPUs are working groups made up of government officials from different provincial departments and the Governor's Office. The MAPUs help to implement the 2006 policy and operational guidelines established by CMAA for the socio-economic management of mine clearance operations. They do this by carrying out a broad range of roles that include the prioritisation and selection of demining tasks, ensuring that clearance reduces risk and promotes development, developing an annual clearance workplan and monitoring post-clearance land use.³⁶

MAPUs establish mine clearance priorities using a bottom-up, participatory planning approach that involves coordination and dialogue with affected villages, communes and districts as well as mine/ERW operators and development NGOs. The main tasks of each MAPU are to:

- > obtain and investigate clearance requests from district working groups (and directly from communes and villages) and feed this information to Provincial Mine Action Committees
- > identify and prioritise land for mine clearance
- > ensure fairness and transparency in the process of selecting which areas and communities to clear
- > develop future development plans as well as prepare documents relating to the allocation of land to beneficiaries
- > select land beneficiaries based on specific selection criteria
- > coordinate post-clearance land handover to beneficiaries and address land use and land title problems³⁷

CMAA is currently reviewing the role of the MAPUs in addressing land title problems. As this is something the Provincial Departments of Land Management, Urban Planning and Construction should be leading, CMAA is currently exploring how to harmonise efforts with the Ministry of Land Management, Urban Planning and Construction.

The MAPUs represent an interesting example of linkages between mine action and development through the establishment of participatory priority setting. This said, the MAPU planning process is not without its constraints and challenges. For example, despite MAPU efforts to ensure priority setting reflects community needs, active and meaningful community participation is sometimes limited, especially among vulnerable groups such as mine/ERW survivors and other people with disabilities, single headed households and the elderly.

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- c. Promote the use of pre and post-clearance assessments to assess developmental outcomes, in addition to the technical efficiency and productivity gains of clearance.

Pre and post clearance assessments are important parts of the mine action quality control and quality assurance process.

The purpose of a pre-clearance assessment³⁸, undertaken prior to the tasking of clearance, is to:

- > assess the scale and socio-economic impact of the mine/ERW problem
- > investigate reported and/or suspected mine/ERW contaminated areas
- > collect general information, eg security situation, terrain, soil characteristics, climate, routes, infrastructure and local support facilities

They can also enhance the developmental effectiveness of mine action by:

- > identifying community priorities associated with socio-economic development
- > prioritising contaminated areas and communities for clearance
- > identifying problems communities may face in using cleared land productively
- > determining whether development partners are currently working in contaminated communities
- > determining whether development partners are available to provide training, inputs and tools to enable affected communities to use cleared land productively

Mine/ERW operators, particularly those with community liaison teams, regularly collect this form of data as it facilitates the prioritisation of tasks.³⁹ Box 15 outlines the type of data typically collected in the form of a village profile. This data can also be collected in association with, or through, local authorities and development partners.

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Box 15 | Village profile: example of developmental data collection

Developmental (or socio-economic) data, typically collected during pre-clearance assessments, aids the prioritisation process. It includes the following:

- > copies of community liaison participatory tools, diagrams and maps
- > village/community development plans
- > key decisions that result from the survey
- > details of follow-up mine action activities that are implemented
- > progress reports of demining operations
- > contact details of local community representatives and key stakeholders
- > maps of areas which are mined, cleared and marked
- > contact details and decisions from development partners
- > technical survey
- > post-clearance developmental progress

This information is typically referred to as a “village profile”, and is used, and referred to, prior to, during and after clearance⁴⁰ as it helps with priority setting, building local contacts and enabling local communities to participate in the development of their land and resources.

Post clearance assessments⁴¹ (PCAs), surveys, typically undertaken several months or years after clearance, ensure that the mine action priority setting process is carried out effectively and efficiently.⁴² The timeframe involved in carrying out a PCA is based on a reflection of the local context and relevance to the use of land after clearance. For example, after a crop cycle has taken place on farming land.

They can also be used to:

- > determine the benefits resulting from clearance
- > ensure cleared land is used as intended, and that women and men are equally involved in decisions relating to land use
- > identify problems communities may face in using cleared land productively⁴³
- > determine whether coordination between mine action and development actors is adequate
- > strengthen accountability to communities, mine-affected states and donors in terms of achieving developmental outcomes and properly using funds

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Encourage mine/ERW operators to share this information with relevant government officials (eg subnational governments, sector ministries) and development partners, to ensure better design, planning and targeting of development programmes. Box 16 describes the efforts undertaken by the Yemen Executive Mine Action Centre to conduct a livelihoods analysis (one form of post clearance assessment) of contaminated communities, and some of the key findings.

Box 16 | Livelihoods analysis of villages affected by landmines in Yemen⁴⁴

In 2005, a mid-term evaluation⁴⁵ was undertaken in Yemen to strengthen national mine action capacity. The evaluation recommended that community rehabilitation become an integral part of Yemeni mine action in future. To facilitate this, a livelihood study was commissioned by the Yemen Executive Mine Action Centre (YEMAC) and GICHD in order to:

- > assess the overall socio-economic returns from mine clearance investments
- > identify complementary development initiatives for mine-affected communities
- > enhance the capacity of YEMAC to conduct similar surveys in the future

The survey was designed to supply information to YEMAC, GICHD, donors and development organisations for the development and implementation of initiatives to assist mine-affected villages. It was careful to identify the specific needs of women, children, community leaders, farmers/fishermen and landmine accident survivors.

Sustainable Livelihood approach⁴⁶

The Sustainable Livelihood approach was used to obtain a holistic view of the situation in mine-affected communities. This approach views people as operating in a context of vulnerability, within which they have access to certain assets (human, social, natural, financial and physical). The levels and use of these assets are influenced by political, institutional and legal factors. Together people’s assets and the external environment influence the way in which they try to meet their own livelihood objectives. The use of this framework helps to highlight the wider context in which mine/ERW contamination affects communities. It encourages integrated thinking about the benefits of demining and broader development opportunities and constraints.

Survey methodology

A participatory survey of 25 reportedly mine-cleared communities was conducted through: a) a short reconnaissance mission to develop the methodology in three contrasting communities and b) a main survey of a further twenty-two communities in seven governorates (Sana’a, Dhamar, Ibb, Al-Dhale, Aden, Lahij and Abyan). The twenty-five villages (4% of the total landmine-affected villages in Yemen and 17% of those cleared) were selected to represent the different historical phases of mining; the range of physical environments and agricultural systems, types of assets affected, market proximity, population

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Box 16 contd. | Livelihoods analysis of villages affected by landmines in Yemen⁴⁰

size and numbers of recent casualties. A range of participatory rural appraisal techniques was used to discuss the past, present and potential future situation of the communities and their land (with special emphasis on the cleared areas). The survey tools consisted of:

- a. an introduction to provide information on the team, its objectives and community benefits
- b. a “Time-Line” to understand the situation before, during and after mines were laid
- c. use of village maps showing the relationship between the village and the mined/cleared areas
- d. a “Community Profile” that listed community assets, and its external relationships
- e. a series of focus group discussions
- f. [gender](#) analysis
- g. Farming/Livelihood Systems Diagrams and Force Field Diagrams
- h. participant observation, and a photographic record of the present situation
- i. a team discussion on the results obtained from each community
- j. Replication in other countries would need careful adaptation of the tools used to ensure that they were culturally relevant.

Conclusions and recommendations

The survey revealed considerable potential to increase the productivity of land-based assets freed by clearance, through improved inputs, including technical support, improved genetic materials and water supply, access to appropriate micro-finance and environmental monitoring. However, in the south of the country there are problems over land ownership, with powerful influences, including government agencies, annexing land for their own use.

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

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While [International Mine Action Standards \(IMAS\)](#) exist for the preparation of post clearance documentation and sampling, no internationally agreed standards define what a post clearance assessment entails, how to undertake one and who is responsible. Despite this, most national mine action programmes undertake them to some extent, but a range of approaches are used. Several national mine action authorities have also begun to develop national standards and guidelines on PCAs. For example, see Box 17 which briefly describes the draft national standards for PCAs developed by Laos’ National Regulatory Authority.

Box 17 | National standards on post clearance assessments in Lao PDR⁴⁷

Lao PDR’s National Regulatory Authority has developed draft national standards on post clearance assessments (PCAs) which advise that PCAs only be carried out where [UXO](#) clearance has been undertaken for humanitarian or development purposes, and for which a ‘Completion Survey Report’ has been prepared. The standards also clarify that the purpose of the PCA is to:

- a. Check whether released land is used, and for which purpose. If areas are not being used, the PCA is to identify these and determine the reasons why the land is not being used. If land is being used for purposes other than those indicated prior to clearance, this is also to be identified.
- b. Identify if any UXO have been located on the land released for use. Details of these, including locations where they were found and the action taken by the community in relation to them, are to be reported.
- c. Identify changes to the well-being of communities as a result of the UXO clearance, for example:
 - > increase in land available for use
 - > increase in productivity of land through better irrigation systems
 - > greater diversification of land use
 - > removal of obstructions to normal daily activities
 - > greater feeling of safety amongst individuals, and for their families and property (including domestic animals)
 - > improvement to the [food security](#) situation
 - > improvement to transport infrastructure
 - > better access to services such as electricity, water, telecommunications etc
 - > local development such as schools, markets, communal facilities or industry
 - > increased employment opportunities

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Box 17 contd. | National standards on post clearance assessments in Lao PDR

- d. Quantify the benefits of UXO clearance to communities, for example:
 - > increase in area (m2) of land being used
 - > increase in agricultural produce yields
 - > increase in agricultural activities being carried out
 - > reduction in travel time or distance when carrying out everyday activities
 - > increase in percentage of annual food supply now able to be secured
 - > changes in number of families with access to services
 - > increase in household income
 - > numbers of individuals and families that benefited and the types of benefits for each
 - > any other measurable socio-economic benefits to the communities
- e. Identify if further UXO/mine action is needed in the community in terms of further UXO/mine clearance, UXO/Mine Risk Education (UXO/MRE) or UXO/mine Victim Assistance (VA).

There are differing views within the mine action community regarding who is responsible for undertaking PCAs. Some believe it is the responsibility of the national authorities or NMAC, while others contend it is the responsibility of mine/ERW operators. If a development organisation participates in the planning phase, it may also be partly their responsibility. What is appropriate will depend on the country context, national capacity and stakeholders involved. However, such assessments should be done and the results used to inform development and mine action planning.

In countries where priority-setting systems do not exist and where mine/ERW operators set their own clearance priorities, ensure operators conduct pre and post-clearance assessments. This should be done in coordination with all mine/ERW operators in order to improve the quality of the data collected and enable national authorities to understand the situation on the ground once international operators have left the country.

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Make sure the results inform mine action planning. This will promote some degree of standardisation in the type of data collected (eg using common forms or guidelines). It will also allow for improved analysis of the overall benefits resulting from clearance. In situations where clear systems for setting clearance priorities do not exist and where mine/ERW operators are tasked, use post-clearance assessments to monitor the accuracy of priority setting and the resulting benefits.

- d. **Work with development organisations to protect and ensure the rights to life, freedom of movement and access to essential livelihoods resources for people living in mine-affected areas.**

People living in mine-affected areas have rights. They are not objects of charity. They should meaningfully participate in decisions on issues that affect them. Work with development organisations to ensure the rights to life, freedom of movement and access to essential livelihoods resources for those living in mine-affected areas.

Land tenure is a critical issue in some post-conflict contexts, including in situations where land is cleared of mines/ERW. Work with development partners to promote the rights of women and men from mine-affected communities to own and use cleared land. Find out about the land tenure regime before land is cleared. This will help to prevent land ownership disputes once land is cleared. It will also ensure that intended beneficiaries can access and use cleared land productively, without fear of land being taken away from them.

Box 18 describes challenges relating to insecure land tenure in post-conflict settings and possible implications for NGO assistance.

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Box 18 | Addressing post-conflict land tenure

Conflict can often result in dramatic changes to a country's land tenure regime and administration. When conflicts end, land tenure may be threatened as a result of:

- > land records may have been destroyed accidentally or deliberately during the conflict
- > inadequate state capacity to respond to the mass return of IDPs and refugees
- > programmes to inform people about land tenure might be ineffective or non-existent
- > increasing population pressure on arable land
- > land tenure system may be vulnerable and land rights insecure, especially for women, migrant, IDPs and farm labourers
- > private registration of land tenure is complex, time-consuming and expensive
- > gender inequalities in land tenure

Secure land tenure is a critical issue for sustainable peace-building, humanitarian response and longer term economic recovery, particularly in countries where a significant proportion of the population relies on agriculture as their main source of livelihood. The situation can be even more complex in mine-affected countries where insecure land tenure may deny vulnerable communities access to land for years, as a result of mine/ERW contamination. Once land is cleared, it is often taken (or 'grabbed') by others. For example, in Yemen, there are cases where cleared land has been annexed for use by powerful influences, including government agencies. Insecure land tenure can promote a short-sighted approach to land use which discourages communities from using sustainable land management practices, or investing in improvements.

When planning mine/ERW clearance in mine-affected communities, assess the land tenure situation to ensure that mine action operations:

- > minimise household vulnerability to future crises
- > protect land and property rights of vulnerable households
- > encourage sustainable land use practices
- > develop longer term solutions for land and property dispute resolution⁴⁸

In situations where land tenure is insecure and there are instances of post-clearance land grabbing, work with government officials and development partners to help mine-affected communities resolve these issues and obtain secure land title. Find out which organisations work on land rights, and encourage them to support mine-affected communities. Communities may need to be provided with education about land rights and relevant legislation, and may require capacity development support in accessing the channels required to obtain secure land title.

3. ENDNOTES

- ²⁷ Anna Roughley, "Bridging Mine Action with Development", SOLIDAR news, September 2006. <http://www.sah.ch/data/9D1AF900/Solidar%20September%20Newsletter.pdf>; Ruth Bottomley, Community Participation in Mine Action: A Review and Conceptual Framework, Norwegian Peoples Aid, 2006. http://www.npaid.org/filestore/comm_part_ma.pdf; NPA, TRO and Humanitarian Demining Unit. NPA/HDU High Priority Area Clearance Plan, Vanni Region, Sri Lanka, 2005; NPA, DRAFT - Task Impact Assessment: The benefits to all stakeholders, 2007.
- ²⁸ Clearance priorities should also reflect international legal obligations under the Anti-Personnel Mine Ban Convention (APMBC) and Convention on Conventional Weapons, in particular Amended Protocol II and Protocol V on ERW, with regards to locating and clearing areas contaminated with landmines and ERW.
- ²⁹ Charles Downs, Increasing the Impact of Mine Action Surveys, Journal of Mine Action, Winter 2006. <http://maic.jmu.edu/journal/10.2/notes/downs/downs.htm>
- ³⁰ United Nations World Food Programme (Angola), Special Operation SO 10375. Project document: Improving access to vulnerable populations through the repair of bridges and water crossings in Angola, in support of PRRO 10054.2 (2004-2005); United Nations World Food Programme (Angola), "WFP Bridge Building Project Opens Road to Isolated Region in East", Luanda, 26 September 2007; "Post-war bridge projects reconnect Angola interior", Reuters, 26 September 2007; Mines Advisory Group (MAG). Road Clearance in Angola: MAG Clears 155 Miles of Crucial Highway, September 2007; Naftalin, Mark (MAG). Angola: 250 km of road opened by MAG.
- ³¹ Ted Paterson, GICHD, Criteria for Setting Priorities, Presentation given on Resource Allocation & Priority-Setting, for SWEDEC, Eksjö November 2005
- ³² GICHD, A Guide to Socio-Economic Approaches to Mine Action Planning and Management, Geneva, 2004. http://www.gichd.org/fileadmin/pdf/publications/Guide_Socio_Economic_Approaches.pdf
- ³³ Cambodian Mine Action Authority, Policy Guidelines and Operational Guidelines On Socio-economic Management of Mine Clearance Operations, First amendment, November 2006
- ³⁴ International Campaign to Ban Landmines (ICBL). Landmine Monitor 2007: Croatia, <http://www.icbl.org/lm/2007/croatia>
- ³⁵ ICBL. Landmine Monitor 2006: Croatia <http://www.icbl.org/lm/country/croatia>
- ³⁶ Cambodian Mine Action Authority, Policy Guidelines and Operational Guidelines On Socio-economic Management of Mine Clearance Operations, First amendment, November 2006
- ³⁷ Ministry of Agriculture, Forestry, and Fisheries Project Support Unit Phnom Penh – Cambodia, Agriculture Development in Mine-Affected Areas of Cambodia Project, KH/32206
- ³⁸ According to IMAS, an "assessment" defines a continually refined process of information gathering and evaluation", whereas "a survey" is a distinct operational task capable of being contracted. IMAS 08.10, 2nd Edition (2003-01-01)
- ³⁹ UNICEF. Community Mine Action Liaison, IMAS Mine Risk Education Best Practice Guidebook 6, November 2005, p.21. <http://www.mineaction.org/downloads/1/6%20%20Community%20Mine%20Action%20Liaison.pdf>

3. ENDNOTES

- ⁴⁰ UNICEF. Community Mine Action Liaison, IMAS Mine Risk Education Best Practice Guidebook 6, November 2005
- ⁴¹ In the mine action world, there is a tendency to use the word “impact” to describe the socio-economic effectiveness of contamination and mine action activities, e.g. Post Conflict Impact Assessment (PCIA). However, development organisations tend to look at “outcomes”, hence the use here of PCA.
- ⁴² Although post clearance assessments are considered as an important component of quality management in mine action, as yet no international mine action standards are in place.
- ⁴³ GICHD and UNDP. Socio-Economic Approaches to Mine Action: An Operational Handbook. May 2002. http://www.undp.org/cpr/documents/mine_action/training/SocioEconomic_Approaches_to_Mine_Action.pdf; For example, assessing why cleared land is not being used as intended may reveal that beneficiary communities do not have the skills, tools and/or resources required to effectively cultivate cleared land, or that communities are not using cleared land due to a lack of confidence in the clearance process. Mine action organisations can therefore contact and alert development partners to community needs, or investigate why communities lack confidence in the clearance process and take steps to address this.
- ⁴⁴ Pound B, Martin A, Qadr A and Mukred A. 2006. Livelihood analysis of landmine affected communities in Yemen. Chatham: NRI, http://www.gichd.org/fileadmin/pdf/ma_development/database/Livelihoods_in_Yemen.pdf
- ⁴⁵ GICHD. 2005. Mid-term outcome evaluation for strengthening national capacity for mine action in Yemen – Phase II UNDP Project YEM/03/010/01/99. Geneva: GICHD, <http://www.gichd.org/fileadmin/pdf/evaluations/database/Yemen/Yemen-Final-June2005.pdf>
- ⁴⁶ For more information on the Sustainable Livelihoods Approach, see http://www.livelihoods.org/info/guidance_sheets_pdfs/section1.pdf
- ⁴⁷ National Regulatory Authority for the UXO/Mine Action Sector in Lao PDR. Lao PDR National UXO/Mine Action Standards (NS), Chapter Twenty, Draft Edition 1, 31 January 2007 <http://www.nra.gov.la/SOP.php>
- ⁴⁸ Sustainable Relief in Post-Crisis Situations: Transforming disasters into opportunities for sustainable development in human settlements. www.unhabitat.org/downloads/docs/1273_55315_WUF-Draft.doc



4. DEMONSTRATE NATIONAL OWNERSHIP. NATIONAL OWNERSHIP IS AN IMPORTANT PART OF PROMOTING DEVELOPMENT IN MINE-AFFECTED COMMUNITIES

Demonstrate national ownership in the following ways:

a. Implement international legal obligations in relation to weapons contamination.

Fulfil international legal obligations to destroy stockpiles of landmines and locate and clear areas contaminated with mines/ERW. Take steps to reduce the number of mine/ERW-related deaths and injuries and provide support to survivors. Ensure progress is reported and support efforts to extend and universalise the Anti-Personnel Mine Ban Convention, Convention on Conventional Weapons (in particular Amended Protocol II and V on ERW), Convention on the Rights of Persons with Disabilities and the Cluster Munitions Treaty.

b. Implement a sound institutional framework for the national mine action programme which includes policies and National Mine Action Standards (NMAAS) that:

- i. are consistent with the national constitutional and institutional framework⁴⁹
- ii. are compliant with national norms and regulations
- iii. reflect the core principles of the International Mine Action Standards (IMAS)⁵⁰
- iv. clarify the different roles and responsibilities of the NMAC in relation to the NMAA

c. Prepare and implement a national mine action strategy and annual work plans to achieve developmental outcomes and mine action outputs.

National mine action priorities and strategies will differ for countries in the midst of a humanitarian emergency and those focusing on post-conflict recovery and development. Anticipate changes in country context and mine action needs (eg peacekeeping, reconstruction, development). Future demands placed on mine action may change dramatically, in line with a changing context, national priorities, donor interests and community needs.

4. DEMONSTRATE NATIONAL OWNERSHIP NATIONAL OWNERSHIP

d. Develop a monitoring and evaluation plan that enables reporting on progress in achieving national mine action objectives.

Effective monitoring and evaluation should demonstrate key mine action achievements, particularly in terms of development outcomes, to government officials, (including in some cases NMAA), donors, [mine action organisations](#) and affected communities. Establish performance targets⁵¹ to clarify what mine action activities will reach which beneficiaries and for what purposes. Monitor and document achievements in relation to improved lives and [livelihoods](#) in contaminated communities. This will help build a credible case to the government and donors on how the mine action programme supports development.

Merely reporting on progress in relation to mine action outputs, eg the number of mines/ERW removed and destroyed, the square metres of land cleared or the number of people trained, is not adequate as these indicators fail to take into account the developmental impact of mine action⁵². Nor does it reveal the impact clearance has on contaminated communities. Box 19 describes standard criteria and indicators for measuring the developmental outcomes of mine action. Use periodic monitoring and evaluation to ensure mine action managers learn lessons and apply them to improve performance in project planning and implementation.

4. DEMONSTRATE NATIONAL OWNERSHIP NATIONAL OWNERSHIP

Box 19 | Measuring the developmental outcomes of mine action⁵³

The objectives of a mine action intervention (project, programme, policy) should include indicators or results that 'make a difference' to the lives of people in mine-affected regions in terms of core developmental values (eg health, security, material prosperity, psycho-social well-being, political development, etc...), as well as 'keeping busy' results (areas cleared, devices destroyed, people trained, etc...).

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

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

- > reduction in the numbers of mine accidents and loss of human and animal life
- > amount of cleared land brought back into productive agricultural use
- > productive output and income from cleared agricultural land
- > value of fodder, firewood and other resources collected from grazing land
- > investment in new housing on demined land
- > resumed use of demined roads for productive and social purposes
- > number of clinics and schools reopened
- > reduced travel distances

4. DEMONSTRATE NATIONAL OWNERSHIP NATIONAL OWNERSHIP

- e. Formulate research standards and a research plan, in association with mine/ERW operators, to obtain data and indicators of how mine action contributes to development.⁵⁴

There may be instances where it is impossible to identify suitable indicators or data on the developmental outcomes of mine action operations, (eg use of cleared land by target beneficiaries), other than mine action outputs (eg number of mines/ERW collected and destroyed, number of square kilometres cleared). For example, socio-economic data was not collected or is unavailable. In such instances, ensure the national mine action strategy and work plan includes a research component. Develop a research plan to obtain data on how mine action contributes to development, and identify appropriate monitoring and evaluation indicators.

- f. Formulate a plan to strengthen the capacity of the national mine action programme.

Ensure the capacity development plan enables the mine action programme to meet the challenges posed by mine/ERW contamination, including the capacity to ensure mine action promotes development in mine-affected communities.

In consultation with the NMAA, technical advisors and other mine action actors, formulate a plan to strengthen the capacity of the national mine action programme to address the mine/ERW contamination problem. Ensure the capacity development plan provides for the specific requirements of the NMAC, including the capacity (structure and staffing) to ensure the mine action programme supports development efforts. It should also seek to strengthen sustainability, respect national ownership and reflect the needs of affected communities as well as international legal obligations under the APMBC, and CCW Amended Protocol II and Protocol V.

A coherent capacity development plan is a vital part of developing sustainable national capacity. Ensure capacity development plans are based on capacity needs assessments, which assess existing capacities and clarify specific capacity development requirements. If for example, the assessment reveals that development expertise within the NMAC is weak, ensure recruitment processes and NMAC job descriptions are revised where appropriate, to ensure that development expertise is a key requirement.

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⁴⁹ The national constitutional and institutional framework should reflect the country's international legal obligations to destroy all stockpiles of landmines, locate and clear areas contaminated with landmines and ERW, reduce the number of victims and assisting survivors, report on progress, and support efforts to extend and universalise the international rule of law concerning weapons that cause disproportionate harm to civilians. This may include: The Anti-Personnel Mine Ban Convention (APMBC); The Convention on Conventional Weapons, in particular Amended Protocol II and Protocol V on ERW; and international efforts to ban the use of cluster munitions

⁵⁰ The International Mine Action Standards (IMAS) can be found here: <http://www.mineactionstandards.org/imas.htm>

⁵¹ For more information on measuring success and performance targets or indicators, see GICHD and UNDP. Socio-Economic Approaches to Mine Action: An Operational Handbook. May 2002, Chapter 6. http://www.undp.org/cpr/documents/mine_action/training/Socio-Economic_Approaches_to_Mine_Action.pdf

⁵² GICHD and UNDP. Socio-Economic Approaches to Mine Action: An Operational Handbook. May 2002. http://www.undp.org/cpr/documents/mine_action/training/Socio-Economic_Approaches_to_Mine_Action.pdf

⁵³ Ted Paterson, Evaluation Workshop, GICHD, 24-27 February 2004.

⁵⁴ The role of the NMAC in formulating a research plan will depend on the context. In some countries, NMACS and NMAAs set research standards and consolidate data for reporting and monitoring purposes, while mine/ERW operators formulate research plans and undertake research.

GUIDELINES

5. ENSURE MINE ACTION POLICIES, PROGRAMMES AND OPERATIONS ARE GENDER-SENSITIVE AND RESPOND TO THE NEEDS OF ALL THOSE AFFECTED, WITHOUT BIAS. MINE/ERW CONTAMINATION AFFECTS WOMEN, MEN, GIRLS AND BOYS DIFFERENTLY

NMACs have a key role in promoting [gender-sensitive mine action](#) programmes. Ensure all aspects of mine action, from mine action planning and [priority-setting](#), to clearance and [post-clearance assessments](#) are gender-sensitive.⁵⁵ A gender-sensitive approach to mine action seeks to ensure the enhanced participation of women in mine action planning and implementation. Of equal importance is recognising that men and boys are more often the victims of mine/[ERW](#) deaths and injuries and are more likely to engage in high risk activities.

The UN Gender Guidelines for Mine Action Programmes are an important starting point when considering gender within the context of mine action.⁵⁶ They were established in 2005 by the United Nations Mine Action Service (UNMAS) to encourage policy-makers and field staff to incorporate gender perspectives in mine action initiatives and operations. For example, the guidelines highlight the benefits of ensuring that when collecting and analysing data and information in relation to mine/ERW contamination, the data is disaggregated by gender, as illustrated by Box 20 which describes the experiences of the National Committee for Demining and Rehabilitation (NCDR) in Jordan. Draw upon the UN Gender Guidelines and other [gender mainstreaming](#) tools and resources.⁵⁷

Box 20 | Benefits of a gender-sensitive mine action assessment in Jordan⁵⁸

In Jordan, the National Committee for Demining and Rehabilitation (NCDR) and NPA undertook a Landmine Retrofit Survey with a clear gender perspective. Information was gathered from women and men in affected communities by gender balanced survey teams. Convenient timings and locations for the meetings were chosen to make sure all segments of society could participate. By discussing how minefields threaten lives and block [development](#) and how clearance would improve life for women, men, girls and boys, people submitted information on the location of accidents.

The technical assessment results showed that males and females identified different areas as contaminated by [landmines](#). Men and women may have access to different information depending on mobility patterns, daily tasks and knowledge. One of the main conclusions drawn from the experience was that clearance operations have to take into account the needs of both men and women. It also demonstrated that female participation results in better data.

GUIDELINES

5. ENSURE MINE ACTION POLICIES, PROGRAMMES AND OPERATIONS ARE GENDER-SENSITIVE

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

Encourage mine/ERW operators to ensure that the benefits arising from employment opportunities are open to and accessible by all individuals within the community – women, men, people with disabilities. Box 21 describes the efforts of the International Women's Development Agency to mainstream gender in mine action in Cambodia.

Box 21 | Mainstreaming [gender](#) in [integrated mine action](#): experiences from Cambodia

In 2006, World Vision and the International Women's Development Agency implemented the Community Strengthening and Gender Mainstreaming in Mine Action programme. The programme is among the first integrated mine action programmes through which gender considerations are mainstreamed into all programme components. Gender mainstreaming efforts are taking a dual track approach, working at national and local levels. At the national level, IWDA is working with Cambodia's national authority, CMAA, to ensure gender considerations are incorporated in national mine action policy, provide gender training for key Government staff, and develop a gender sensitive monitoring and evaluation system. IWDA is also partnering with World Vision and MAG at the local level to strengthen community structures and deepen gender awareness. It also aims to enhance women's participation in mine action and development planning processes, and support community empowerment.

Specific efforts are being made to ensure gender is mainstreamed in mine action planning and implementation:

- > inclusive approaches are used to identify and prioritise minefields for clearance that ensure the knowledge of women and men are equally considered
- > women and men (and mine/ERW survivors) benefit equally from training and employment in MAG's locality based demining teams
- > [survivor assistance](#) targets survivors as well as family members and caregivers, and special attention is paid to the issue of domestic violence
- > [MRE](#) materials and approaches target high risk taking individuals, eg young men, and use strategic MRE roles identified for mothers and sisters
- > post clearance support targets poor farmers, including female headed households and families coping with disability

5. ENDNOTES

- ⁵⁵ Hilde Wallacher (PRIO). Gender Mainstreaming in Mine Action – a Critical Background Analysis. November 2007. http://www.prio.no/files/file50651_gender_mainstreaming_in_mine_action_nov_07_background_report.pdf
- ⁵⁶ UNMAS. Gender Guidelines for Mine Action Programmes. 2005. http://www.mineaction.org/downloads/Gender_guidelines_mine%20action.pdf
- ⁵⁷ Please see the Supplementary Reading List for additional information on gender and mine action. The Swiss Campaign to Ban Landmines (SCBL) is producing additional gender mainstreaming tools and resources to assist NMACs and other mine action and development practitioners. SCBL's gender and mine action portal can be accessed at: <http://www.scbl-gender.ch/>
- ⁵⁸ National Committee for Demining and Rehabilitation (Jordan) in SCBL. Gender and Landmines: from Concept to Practice, April 2008.

6. ENSURE THAT THE MINE ACTION PROGRAMME SUPPORTS BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES, WHERE APPROPRIATE. MINE ACTION CAN BE EFFECTIVE CONFIDENCE-BUILDING MEASURE IN CONFLICT AND POST-CONFLICT SITUATIONS

Mines/ERW, [small arms and light weapons \(SALW\)](#) are all tools of armed violence that negatively affect lives and [livelihoods](#) after conflict.⁵⁹ While efforts to address mine/ERW contamination and SALW have largely been addressed separately, mine action can build confidence between conflicting parties in some conflict and post-conflict contexts. For example, Box 22 describes how mine action was used as a confidence-building measure in North and South Sudan.

Box 22 | Promoting peace and building confidence: [mine action](#) in Sudan

More than two decades of conflict have left Sudan with a legacy of [landmines/ERW](#) that continues to threaten security and human development. Both the Sudan Armed Forces (SAF) and the Sudan People's Liberation Movement/Army (SPLM/A) laid mines in vast areas of conflict.⁶⁰ Despite the armed conflict, various mine action initiatives have been ongoing in Sudan since 1996. In 1997 the Government of Sudan (GoS) signed the Anti-Personnel Mine Ban Treaty and in 2001 the SPLM/A signed the Geneva Call Deed of Commitment.⁶¹ This opened a channel of communication based on mine action and a realisation that in the event of a ceasefire, mine action could play an important role in building peace in Sudan.

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

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

6. ENSURE THAT THE MINE ACTION PROGRAMME SUPPORTS BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES

Box 22 contd. | Promoting peace and building confidence: mine action in Sudan

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

As the lead mine action coordination body, NMACs are well-placed to explore how mine action can contribute to programmes focused on armed violence reduction, peace building, security system reform, and the disarmament, demobilisation and reintegration (DDR) of former combatants. Greater coordination and linkages could help to strengthen programme planning and design, reduce duplication of resources and efforts and provide a more coherent response to community safety.

For example, in several mine-affected countries (eg Afghanistan, Sudan, Lebanon, and Cyprus) mine action has been a key component in peace building and reconciliation processes, through the employment for demobilised ex-combatants. Mine/ERW clearance is a labour intensive activity. It has the potential to absorb large numbers of ex-combatants and provide them with employment, training, discipline, and the opportunity to garner respect.

If the employment of mine action staff is balanced, and equal numbers of each faction are employed, this can send a strong positive message in support of wider reconciliation. Although many mine action programmes employ former combatants, few cases exist where an explicit link has been made between mine action authorities, organisations, and a demobilisation programme.⁶²

6. ENSURE THAT THE MINE ACTION PROGRAMME SUPPORTS BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES

Box 23 highlights efforts undertaken in Afghanistan to link mine action with the national DDR process. It demonstrates that there is significant potential for exploring how mine action can support DDR, and armed violence reduction programmes more broadly in future.

Box 23 | Mine action for peace: linking DDR and mine action in Afghanistan⁶³

Afghanistan's New Beginnings Programme (ANBP) was established through the UNDP to support the Transitional Islamic State of Afghanistan (TISA) in designing and implementing a comprehensive, countrywide DDR programme. The principal objectives of ANBP's reintegration programme were to assist former combatants to return to civilian life; assist communities to increase their employment and economic absorption capacity; and to provide former combatants with an appropriate means of sustainable livelihoods that equated with their standing and capabilities and provided for their families.

The ANBP provided ex-combatants with the opportunity to improve security in their communities through involvement in mine action. It was modelled on a Community Based Mine Clearance Programme (CBMCP) that was developed within the mine action Programme for Afghanistan (MAPA).⁶⁴ The CBMCP was designed to provide community based mine clearance and related mine action activities capability. Since its inception, the CBMCP has passed through various stages of development, contributing to general mine surveys, mines/UXO awareness education and the clearance of vital rural areas such as houses, roads, grazing and agricultural lands.

Mine Action for Peace (MAFP) was a UN Joint Programme that was managed by ANBP, supported by United Nations Mine Action Centre for Afghanistan (UNMACA) and carried out by Implementing Partner/s (IP/s) representing the public and the private sector. The purpose was to develop of an operational work plan that complemented the national mine action work plan supporting the GoA's mine action objectives. This included assisting the reintegration of ex-combatants into their communities. A further component ensured that demobilised combatants were provided with vocational training and/or psycho-social support to assist their reintegration.⁶⁵

Mine Action for Peace Programme Achievements

Pilot projects for ANBP took place between April 2004 and July 2006.⁶⁶ The total DDR caseload was 57,431 ex-combatants. Of the 845 ex-combatants that had graduated from mine action reintegration options by the end of 2005, 321 remained employed in the mine action sector; of which 268 were working as deminers.⁶⁷ By the end of July 2006 (1 month after the end of the DDR component for ANBP), a total of 617 ex-combatants were employed in a mine action livelihood option.⁶⁸ The prevailing statistics at the time reveal that almost 75% of ex-combatants that chose mine action as a reintegration option were able to obtain the skills required to engage in mine action as a sustainable livelihood choice.

6. ENSURE THAT THE MINE ACTION PROGRAMME SUPPORTS BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES

Box 23 contd. | Mine Action for Peace: linking DDR and Mine Action in Afghanistan

The reasons for the high rate of reintegration return vary. The salary offered to deminers was significantly higher than for other reintegration options. A second reason is that ANBP had informally surveyed clearance operators from an economic perspective. The demand for mine/ERW clearance and available funding well exceeded the supply of well trained deminers. MAFP had effectively absorbed the cost that would have been borne by private and NGO clearance operators through its reintegration training programme. Linkages between the reintegration component of DDR and mine action were robust and should be replicated where similar conditions exist, ie the political will of the international community to fund mine action, civilian ownership within the host country and management of national mine action activities.

Programme Constraints & Lessons Learned

- > The 'community-based approach' reinforced local ownership and addressed the full range of mine action activities in the humanitarian-to-development continuum.
- > it was difficult to 'cluster' ex-combatants to serve on a single team within a community due to the wide geographic dispersal of the DDR caseload. This limited the ability to increase the demining caseload for DDR. Irrespective, had ANBP been able to 'cluster' ex-combatants this may have been counterintuitive to the DDR objective of breaking the relational structures between commanders and soldiers. Preserving a combatant/military unit through a demining corps may have reinforced the prevailing power dynamic.
- > The vocational training component of DDR and mine action had not fully assessed whether beneficiaries would be able to support themselves if that trade was not demining. Future programmes should include socio-economic assessments and vetting that presupposes demining is a short to medium term solution to an individual livelihood.
- > Throughout the programme institutional ownership remained weak, eg the relationship between ANBP and UNMACA, as well as the relationship between MAFP and the GoA. This was due in part to a continued focus on mine clearance as opposed to mainstreaming mine action and capacity development into broader recovery and reintegration issues.
- > Areas of significant achievements such as psycho-social support or [victim assistance](#) were unanticipated outcomes. The ability to capture these lessons and modify MAFP's direction was not systematised or codified in a monitoring and evaluation plan for MAFP.
- > Referral mechanisms for deminers into mine action jobs remained vested within ANBP. In this regard, the 'sustainability' of DDR candidates in mine action went well beyond the immediate 'reintegration' training output and was a medium term success. While a 75% rate of employment far exceeded the employment rate in most other sectors and for most other programmes, the non-transferability of a referral mechanism to the GoA necessarily means that replicating this initial success cannot be guaranteed.

6. ENSURE THAT THE MINE ACTION PROGRAMME SUPPORTS BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES

NMACs should explore these opportunities, where they may exist, by actively engaging key actors involved in these programmes at national and international levels. Box 24 on UNDP Somalia's Rule of Law and Security Programme illustrates the difficulties that NMACs sometimes experience in capitalising on these situations.

Box 24 | The UNDP Rule of Law and Security (ROLS) programme⁶⁹ in Somalia

Originally, UNDP mine action assistance was provided as a component of the Somali Civil Protection Programme (SCPP, begun in 1997). It subsequently evolved into an even broader Rule of Law and Security (ROLS)⁷⁰ Programme that comprises the following five components: Judiciary, Law Enforcement (basically, strengthening police services), Disarmament, Demobilisation and Reintegration (DDR), coupled with Small Arms Control, Mine Action, and Gender and Human Rights.

Mine action is the only component still managed by UNOPS. UNDP and ROLS management view mine action as something apart from the directly executed components of ROLS. Relatively little has been done to capitalise on the clear synergies between mine action and other security system components. For example, the Police have benefited from training and equipment provided via the mine action component. This allows greater police presence in communities by well-trained officers performing skilled jobs that engender respect among local communities. Further, Police [EOD](#) personnel collect a significant amount of [SALW](#) ammunition, reducing the twin threats of accidental explosion and armed violence. The same is true for the Danish Demining Group (DDG) and HALO Trust EOD teams which have collected and destroyed tens of thousands of explosive devices and hundreds of thousands of rounds of small arms ammunition.⁷¹

There are also opportunities for ensuring the mine action component of ROLS supports DDR. In Puntland, for example, many of the Daraweesh would be strong candidates for a demining programme implemented by an INGO because of their experience with munitions and with military command-and-control structures. The conversion of 100-200 fit and able military into civilian deminers would represent a signal achievement. If members of the Police EOD Teams were recruited from regional militaries in future, put through the Police Training College, and then trained in demining, EOD, and similar skills, DDR objectives would also be promoted.⁷²

6. ENSURE THAT THE MINE ACTION PROGRAMME SUPPORTS BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES

Box 24 contd. | The UNDP Rule of Law and Security (ROLS) programme in Somalia

A properly conceived and managed mine action programme would also support [Security System Reform \(SSR\)](#) efforts, by providing points of entry for engagement with militaries/militias, government authorities, and communities that have benefited little from state-provided public services in over a decade. The pilot Village Stockpile Disposal Initiative run by DDG in cooperation with the local NGO Haqsoor suggests there is significant potential for EOD teams to contribute more to SALW reduction. For example, clearing private stockpiles of munitions will eventually foster a virtuous circle of reduced levels of violence, lead to reduced demand for weapons, and the registration or handover of weapons.⁷³

Unfortunately, important contributions (both actual and potential) of the mine action programme to peace building, security system reform (law enforcement, DDR, and SALW), and state-building have not been adequately documented and disseminated within UNDP Somalia and among donors. This has led to a lack of support for mine action within the ROLS programme, the broader UNDP Somalia programme, and among principal donors. The Somaliland and Puntland Mine Action Centres have also failed to capitalise on opportunities. For example, NMACs could revise their mine action strategies to promote DDR by recruiting police EOD personnel from the Somaliland army and the Daraweesh. They could also modestly expand the capacities of the Police EOD teams, and broaden their roles to include community-level peace building in conjunction with local NGOs like Haqsoor.

At the community level, explore opportunities for supporting broader community safety initiatives in partnership with local actors. Encourage and work with [mine/ERW operators](#) to do so as well. As described in Box 25, DDG's work in Somaliland is an example of how a mine/ERW operator has adapted its programming and overall approach in response to changing community needs and local context.

6. ENSURE THAT THE MINE ACTION PROGRAMME SUPPORTS BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES

Box 25 | DDG in Somaliland: from mine action to small arms control and safe storage

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

By late 2005, it was apparent to DDG that the majority of high priority mined areas had been cleared and the core of the remaining problem in Somaliland was related to [UXO](#).⁷⁴ Consequently, DDG entered the final stage of its mine action programme and established mobile EOD teams to do village-by-village UXO clearance. However, DDG encountered ongoing problems with some Somali communities regarding the private and unsafe storage of UXO. Despite the provision of MRE and home visits by DDG to collect UXO, community members were unwilling to hand over munitions. To address this issue, DDG decided to work with Haqsoor, based on their previous mediation work with clans regarding revenge killings. (Haqsoor, managed by clan elders, was initially established by DDG's parent organisation, the Danish Refugee Council.) Haqsoor mediated a workshop with clan elders and local leaders in pilot communities, to strengthen the relationship between the community and [mine action organisations](#) and to encourage the handover of UXO. This pilot led to the handover of 62 items of ERW (nothing was handed over during the previous nine visits to the community).

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

GUIDELINES

6. ENSURE THAT THE MINE ACTION PROGRAMME SUPPORTS BROADER ARMED VIOLENCE REDUCTION AND PEACE-BUILDING PROGRAMMES

Box 25 contd. | DDG in Somaliland: from mine action to small arms control and safe storage

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

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

ENDNOTES

⁵⁹ Centre for International Cooperation and Security, The impact of armed violence on poverty and development, Bradford University, March 2005; Muggah, R. & P. Batchelor, "Development Held Hostage": Assessing the Effects of Small Arms on Human Development, UNDP, April 2002; UNDP Mine Action Team, Mainstreaming Mine Action into Development: Rationale and Recommendations, UNDP, December 2004.

⁶⁰ Due to the nature of the conflict, records of minefields were rarely kept, and those that exist are often inaccurate or out of date. As a result, it is not possible to quantify the extent of mine/ERW contamination and their full impact on the life of the affected population in a comprehensive manner.

⁶¹ The SPLA/M reaffirmed the Geneva Call "Deed of Commitment" in August 2003 that the SPLA/M had signed on 04 October 2001. At the meantime, the GoS of ratified the Mine Ban Convention on 23 October 2003. GoS had signed the Convention in December 1997 but put on hold the ratification due to its security concerns.

GUIDELINES

6. ENDNOTES

⁶² Ted Paterson, "Time to go MAD" in Stuart Maslen, Mine Action After Diana: Progress in the Struggle Against Landmines. University of Michigan Press, 2004.

⁶³ Written by Dean Piedmont.

⁶⁴ ICBL. Landmine Monitor Report: Afghanistan, 2004. <http://www.icbl.org/lm/2004/afghanistan>. MAPA initiatives lead the way for clearance of approximately 300 million square metres of mined areas and 522 million square metres of battlegrounds destroying more than a quarter of a million landmines and 3.3 million pieces of UXO between 1989 and 2004.

⁶⁵ United Nations Development Programme, Basic Agreement Document for Funds Directed to UNDP, 8 August 2005, p.5. The Basic Agreement Document (BAD) developed by the ANBP positioned funding from the EC for \$1,900,000USD to be managed and administered by UNDP Afghanistan through an UNMAS Voluntary Trust Fund for Assistance in mine action. The project duration was set for 7 months from August 1, 2005 through March 31, 2006. The cost under this project was to foster sustainability for ex-combatants that had already been processed through the DDR programme as deminers.

⁶⁶ The ANBP operated well after June 2006; however, the DDR aspect of the programme had finished by June 2006 with residual candidates finishing reintegration training and project staff preparing to administratively close DDR components of the programme. The Disbandment of Illegally Armed Groups (DIAG) and weapons collection and destruction elements of ANBP continued.

⁶⁷ UNDP. ANBP Annual Report 2005, p. 5,13.

⁶⁸ Adapted from: GICHD, Somalia Report for the Africa Regional Evaluation of EC Support to Mine Action, October 2007

⁶⁹ UNDP Somalia, Rule of Law and Security Programme (ROLS): Programme Strategy Phase II 2006-2008, June 2006

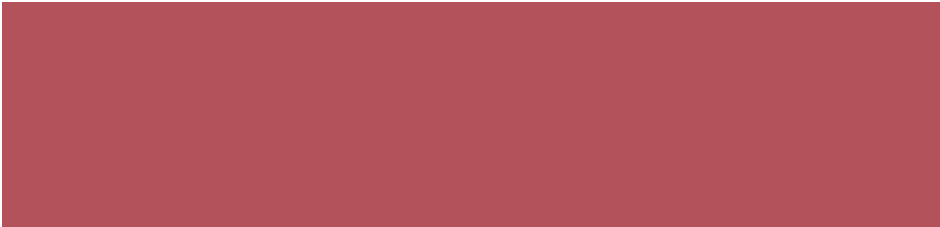
⁷⁰ It should also be emphasised that, in Somalia, landmines have been actively used in inter-clan conflict, so clearance and stockpile destruction of landmines brings the same types of benefits sought by SALW.

⁷¹ New teams would probably start on mine clearance of small minefields and surface clearance of UXO (Battle Area Clearance – BAC), then be trained on survey and EOD.

⁷² The DDG VSDI project was based in part on the Traditional Governance Project run by the Danish Refugee Council and Haqsoor, which has resulted in a significant reduction in retaliation killings among clans in Somaliland.

⁷³ Danish Demining Group. A Concept Paper from Danish Demining Group/Danish Refugee Council (DDG/DRC) Relating to Community Based Security Enhancement (Small Arms & Light Weapons & Ammunition Control & Disposal) In North West Somalia/Somaliland, 2007; DDG, DDG/DRC Somaliland Small Arms & Light Weapons Community Attitudes Assessment Initial Summary of Findings, 2007.

Please see the supplementary reading list, organised thematically, for additional publications and websites related to linking mine action and development. The GICHD also has an LMAD portal (www.gichd.org/lmad) through which the guidelines can be accessed. Specific e-learning materials will be developed to support the use and implementation of these guidelines – and will be made accessible through the GICHD LMAD portal. For information about GICHD LMAD capacity development support, please email lmad@gichd.org.



COMPREHENSIVE ASSESSMENT METHODOLOGIES

The following are examples of comprehensive assessment tools and methodologies, and their main focus

General Surveys

Provide information on suspected hazardous areas (SHA) and mine-affected communities

Technical Surveys

Collect and analyse information beside the SHA in order to determine the boundaries of the mined area that requires clearance

Post-Completion Surveys

Review of the actual use of demined land a number of months or even years after the completion of clearance

Landmine Impact Surveys

Provide baseline data on mine-affected communities in order to aid mine action planning and priority-setting¹

Task Impact Assessment

Piloted by Norwegian People's Aid in Angola and designed to help in selection of communities, to ensure the mine action investment would be followed by effective use of cleared land

Task Assessment and Planning

Piloted in Bosnia as a quick follow-up to the LIS and designed to examine all hazards in an impacted community and develop a multi-year integrated mine action plan for the community

Casualty (epidemiological) Survey

Provides data on victims of mine/ERW related deaths and injuries including age, gender, type of incident, and activity at time of incident.

Knowledge, Attitudes, Practices (KAP) Survey

Used to gather data about mine risk education levels among communities and inform the targeting, provision and type of mine risk education.

Landmine and Livelihoods Survey

Assessment which examines the vulnerabilities/needs of a community in general, rather than from a mine action perspective in order to highlight the wider context in which mine/ERW contamination affects communities, and to encourage integrated thinking about the benefits of demining and broader development opportunities and constraints

COMPREHENSIVE ASSESSMENT METHODOLOGIES

Cost-Benefit Analysis

Involves economic assessment of the impact of clearance operations to demonstrate effectiveness, and which can also be used as a forward-looking tool to assist prioritisation

Anthropological Assessments

Largely qualitative assessment focused on learning more about the vulnerabilities and capacities that underpin the way communities engage with mine/ERW contamination

Priority Reconstruction Programme Surveys

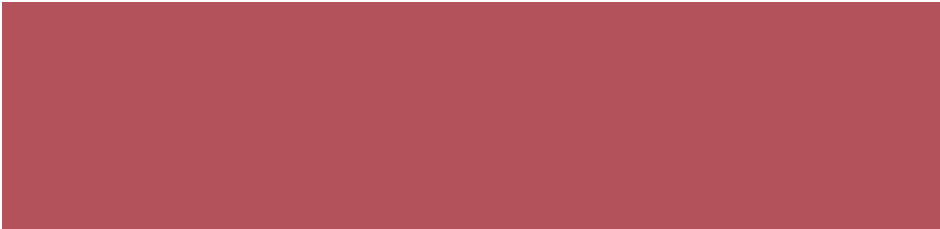
Assessment undertaken to inform the development of emergency, short-term, intermediate and long-term reconstruction priorities for economic and social recovery and reconstruction

UN Assessment Missions, eg Joint Assessment Mission (JAM)

Broad in scope covering hazards and actors, to political and socio-economic features

ENDNOTES

¹ Survey Action Center's Landmine Impact Survey data can be accessed at: http://www.sac-na.org/surveys_background.html



Abandoned Explosive Ordnance (AXO)¹ Refers to explosive ordnance that remains unused, is left behind or is dumped by a party to an armed conflict, and which is no longer under their control. AXO may or may not have been primed, fused, armed or otherwise prepared for use.

Annual Budget Calendar A calendar indicating the key dates in the process of preparing and approving the budget. These typically include the date the budget circular is issued, the time period for discussing estimates with ministries and departments, the date the executive budget is submitted to the legislature, the legislative review including dates for budget hearings, and the date the budget appropriations bill should be passed by the legislature. There may be other important steps in the process, which varies by country.²

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

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

Bilateral Donor Refers to donor countries which channel resources directly to aid recipient countries, or through the financing of multilateral agencies. The majority of bilateral donors are members of the OECD's Development Assistance Committee (DAC), a forum to promote the volume and effectiveness of aid.

Budget Management In the context of managing government development efforts two processes are fundamental: budget management and development planning. The budget is the financial reflection of the government's annual work programme. It is also the authorisation for the government to spend funds for specific purposes and is the principal mechanism for the legislature to hold the executive to account. Budget management is a dynamic process, a complete budget cycle usually covering three years.³

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

Community Liaison⁴ The system and processes used to exchange information between national authorities, mine action organisations and communities on the presence of mines and ERW, and of their potential risk. It is typically carried out by all organisations conducting mine action operations, such as MRE-specific organisations, or MRE individuals and/or 'sub-units' within a mine action organisation. Community liaison:

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

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

Consolidated Appeals Process (CAP) Is a tool used by aid organisations to jointly plan, implement and monitor their activities. Working together in the world's crisis regions, they produce appeals, which they present to the international community and donors. The Office for the Coordination of Humanitarian Affairs (OCHA) has the role of managing the CAP development process that is presented to the international community and donors once a year (new appeals are developed as needed throughout the year). The ultimate goal of the CAP is to help international organisations and NGOs to help people in need with the best protection and assistance possible in a timely manner.

Country Assistance Strategy

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

Development Development is often defined solely in terms of progress towards achieving greater income per person. However, for the purposes of these guidelines, development also comprises the need to ensure a high standard of living (such as political freedom, the availability of “social goods”, including education, health care for all citizens, and freedom from hunger and premature death), and requires the removal of all sources of “unfreedoms”, such as poverty, tyranny, political repression, poor economic opportunities, social deprivation, poor infrastructure and public service delivery.⁵

Development Assistance Committee (DAC) The DAC is one of the key forums in which the major bilateral donors work together to increase the effectiveness of their common efforts to support sustainable development. The DAC holds an annual High Level Meeting and participants are ministers or heads of aid agencies. The work of the DAC is supported by the Development Co-operation Directorate (DCD), one of the OECD’s dozen substantive directorates. Members of the DAC are expected to have certain common objectives concerning the conduct of their aid programmes.⁶

Disarmament, Demobilisation and Reintegration In a peacekeeping context, disarmament refers to the collection, control and disposal of small arms, ammunition, explosives and light and heavy weapons of combatants and often also of the civilian population. It includes the development of responsible arms management programs. Demobilisation is the process by which armed forces (government/ and or opposition or factional forces) either downsize or completely disband, as part of a broader transformation from war to peace. Typically, demobilisation involves the assembly, quartering, disarmament, administration and discharge of former combatants, who may receive some form of compensation and other assistance to facilitate their reintegration to civilian life.⁷

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

Explosive Remnants of War (ERW)⁸ ERW include both unexploded ordnance (UXO) and abandoned explosive ordnance.

Food Security Refers to both physical and economic access by all people at all times to sufficient food to meet their dietary needs for a productive and healthy life. Household food security refers to adequate access to food of sufficient quality and quantity on the household level.

Fragile States States that are particularly vulnerable to internal and external shocks and domestic and international conflicts, and which cannot or will not deliver core functions to the majority of their people, including the poor. Many types of states can be classed as ‘fragile’, for example, weak states, conflict areas, post-conflict environments and states that have strong capacity but are unresponsive to the international community and the needs of their citizens. Fragile states are not necessarily conflict zones.⁹

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

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

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

Gender mainstreaming The process for promoting and implementing gender equality. It involves assessing the implications for women and men of any planned action-including legislation, policies or programmes, in all areas and at all levels. Gender mainstreaming is based on the recognition that all development activities have a gender dimension where men and women may not be treated or benefit equally.

Gender sensitive A gender sensitive approach to mine action takes into consideration the different impact landmines have on individuals based on gender. The ultimate aim of gender sensitive mine action is to conduct mine action that respects and is based on gender equality (see gender equality).

Humanitarian and Development NGOs in this context, refers specifically to national and international non-governmental organisations (NGOs) operating in countries affected by landmines and other ERW. They are largely concerned with: enabling poor and excluded people to access appropriate relief and achieve longer term recovery; reducing risks and protecting people, especially the most vulnerable; and promoting sustainable livelihoods as a long term means of helping poor communities to help themselves.

Human Security¹⁰ Focuses on the protection of individuals from acute threats as well as empowering them to take charge of their own lives, rather than defending the physical and political integrity of states from external military threats – the traditional goal of national security.

Information Management System for Mine Action (IMSMA)¹¹ Refers to the United Nation's preferred information system for the management of critical data in UN-supported mine action programmes. IMSMA provides users with support for data collection, data storage, reporting, information analysis and project management activities.

Integrated Mine Action Refers to the integration of mine action's core pillars, in particular mine clearance, mine risk education, survivor assistance and advocacy. Integrated mine action is based on the recognition that coordinating mine/ERW clearance with MRE, community liaison and survivor assistance is a more effective approach for addressing the humanitarian and development needs of mine affected communities.¹²

Integrated Mine Action and Development or **Linking Mine Action and Development** For the purposes of these guidelines, Integrated Mine Action and Development (or Linking Mine Action with Development) refers to the need to ensure that mine action is actively promoting socio-economic development and poverty reduction in contaminated areas and communities, particularly in contexts where contamination by landmines and ERW impedes post-conflict reconstruction and development. It also involves development actors working with mine action organisations to actively promote the development of mine-affected communities and regions. This requires the integration of mine action in development policy and programming, and effective coordination between mine action and development actors at all levels (community, subnational, national and international).

International Mine Action Standards (IMAS) Refers to standards issued by the United Nations to guide the planning, implementation and management of mine action programmes. They have been developed to improve safety, quality and efficiency. The IMAS cover a wide range of issues, from the accreditation of mine detection dogs to medical support for demining teams, from safety and occupational health to survey, from sampling of cleared land to the storage and transport of explosives.¹³ IMAS are underpinned by the following guiding principles: national ownership; standards which protect those most at risk; national capacity; the maintenance and application of appropriate standards for mine action; consistency with international norms and standards; and compliance with international conventions and treaties.

Landmines A landmine is an explosive device designed to destroy or damage vehicles, or to wound, kill or otherwise incapacitate people. Mines can be 'victim activated', that is detonated by the action of their target (by being stepped on or by being struck, by direct pressure, tripwires, tilt rods, or by some combination of these methods). Mines can also be 'command detonated', a process where a second person detonates a mine or improvised explosive device by some form of remote control. Mines can also be booby-trapped by using, for example, anti-handling devices, to make their removal more difficult. They may also detonate with the passage of time.¹⁴

Landmine Impact Survey (LIS) Refers to an assessment of the socio-economic impact caused by the actual or perceived presence of mines and ERW, in order to assist the planning and prioritisation of mine action programmes and projects.¹⁵

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

Livelihood¹⁶ Comprises the capabilities, assets (including both material and social resources) and activities required for a means of living. A livelihood is sustainable when it can cope with and recover from stresses and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base. Household livelihood security entails access at all times to sufficient capacity, as described above, to gain a productive living.

Medium Term Expenditure Framework (MTEF) Provides the framework for allocating resources within which policy choices are made based on resource availability (medium term budget planning). An MTEF is part of the annual budget cycle and consists of three elements: a resource envelope based on short term imperatives of macro-economic stabilisation and broad policy priorities; an estimate of the current and medium-term cost of existing national programmes; and finally an iterative process of decision-making, matching costs and new policy ideas with available resources over a three to five year period.¹⁷

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

Millennium Development Goals (MDGs) The eight Millennium Development Goals (MDGs) – which range from halving extreme poverty to halting the spread of HIV/AIDS and providing universal primary education, all by the target date of 2015 – form a blueprint agreed to by all the world's countries and all the world's leading development institutions.¹⁸

Mine Action The objective of mine action is to reduce the risk from landmines and ERW to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine and ERW contamination, and in which the victims' needs can be addressed. Mine action comprises five complementary groups of activities or 'pillars':

- > mine risk education
- > demining, ie mine and ERW survey, mapping, marking and clearance
- > victim assistance, including rehabilitation and reintegration
- > stockpile destruction, and
- > advocacy against the use of anti-personnel mines

A number of other enabling activities are required to support these five components of mine action, including: assessment and planning; the mobilisation and prioritisation of resources; information management; human skills; development and management training; quality management; and the application of effective, appropriate and safe equipment.

Mine Action Organisation Refers to any organisation (government, NGO, military or commercial entity) responsible for implementing mine action projects or tasks. The mine action organisation may be a prime contractor, subcontractor, consultant or agent.

Mine/ERW Operator Refers to any accredited organisation (government, NGO, military or commercial entity) responsible for implementing landmine/ Explosive Remnants of War (ERW) clearance and/or mine risk education.

Mine Risk Education (MRE) Refers to educational activities which lessen the probability and/or severity of physical injury to people, property or the environment by raising awareness and promoting behaviour change through public-information campaigns, education and training, and liaison with communities. Mine risk education can be achieved by physical measures such as clearance, fencing or marking, or through behavioural changes brought about by mine risk education.¹⁹

Multilateral Development Bank Refers to institutions that provide financial support and professional advice for economic and social development activities in developing countries. They specifically refer to the World Bank Group and regional development banks such as the Asian Development Bank, African Development Bank, the European Bank for Reconstruction and Development, the Inter-American Development Bank and the Caribbean Development Bank.²⁰

National Mine Action Authority (NMAA) Refers to the government organ, typically an inter-ministerial body in each mine-affected country charged with responsibility for policy, regulation and overall management of the national mine action programme. The NMAA plays a critical leadership role in implementing national mine action policy, ensuring international legal obligations are met and mobilising resources.²¹

National Mine Action Centre (NMAC) Usually refers to the operational office of the National Mine Action Authority (NMAA).²² It is responsible for the day-to-day coordination of the national mine action programme, and acting as the focal point for mine action activities on the ground. The exact division of responsibilities between the National Mine Action Authority (NMAA) and the NMAC varies from country to country. However, the Mine Action Centre typically carries out the policies of the NMAA, coordinates the work of the various organisations and agencies (NGO, UN, bilateral agency, or commercial contractor) conducting mine action operations,²³ carries out MRE training, conducts reconnaissance of hazardous areas, and collects and centralises mine data and ensures they form part of a coherent integrated programme that addresses priority needs in a rational and cost-effective manner.²⁴

National Mine Action Standards (NMAS) Mine action standards issued by a National Mine Action Authority for effective management of mine action in that country. Effective NMAS reflect the national mine/ERW contamination situation, the national response to that threat, the situation of mine/ERW survivors and long term legislation enacted or planned to support a strategic response to the threat. While NMAS reflect the local context, they should also adhere to the guiding principles of IMAS, which are: national ownership; standards which protect those most at risk; national capacity; the maintenance and application of appropriate standards for mine action; consistency with international norms and standards; and compliance with international conventions and treaties.

Pillars of Mine Action See Mine Action

Post Clearance Assessment (PCA) Surveys which generally seek to: assess the effectiveness and efficiency of mine action planning and priority setting processes to enhance the productivity and technical efficiency of mine action; monitor post-clearance land use. They also ensure that clearance priority-setting processes are clear, transparent and carried out correctly, and can help to identify problems faced by communities in transforming the outputs of mine action (ie cleared land) into sustainable developmental outcomes.

Post Clearance Needs Assessment (PCNA) See post clearance assessment

Poverty Reduction Strategy Paper (PRSP) Describes a country's macro-economic, structural and social policies and programmes to promote growth and reduce poverty, as well as associated external financing needs. Governments prepare PRSPs in consultation with civil society and development partners, including the World Bank and the International Monetary Fund (IMF).

Programme Based Approach (PBA) Refers to a Sector-Wide Approach (see SWAp) except that it deals with a thematic or cross-cutting issue (such as mine action) rather than one particular sector. There is a general agreement that PBAs should emphasise local ownership, a coherent programming framework and partnership agreements with other donors under domestic leadership.

Priority-setting In the context of mine action, priority-setting refers to the process for deciding which areas/mine fields in a specific mine-affected country or area to clear first, given limited resources, time and capacity. There is no standard process or specific criteria for setting clearance priorities, largely because each will differ according to country context, nature of contamination, national capacity and the stakeholders involved. Priority setting also relates to survivor assistance, MRE, survey and stockpile destruction. Priority-setting is a critical part of managing a national mine action programme.

Sector Wide Approach (SWAp) A SWAp is a process in which funding for a particular sector (ie agriculture or education) – whether internal or from donors – supports a single policy and expenditure programme, under government leadership, and adopting common approaches across the sector. It is generally accompanied by efforts to strengthen government procedures for disbursement and accountability. A SWAp should ideally involve broad stakeholder consultation in the design of a coherent sector programme at micro, meso and macro levels, and strong coordination among donors and between donors and governments.²⁵

Security System Reform²⁶ Security system (or sector) reform aims to develop a secure environment based on development, rule of law, good governance and local ownership of security actors.

Sex (or gender) Disaggregated Data Sex disaggregated data refers to the practice of ordering statistical information or other data by sex. This differentiation of information is crucial to development programming in order to determine the gender impact of development activities.

Small arms and light weapons Light weapons is a generic term which is used to cover a range of weapons portable by man, animal or machine. Small arms is a sub-set of the category of light weapons which includes only those weapons that can be fired, maintained and supported by one person.

Socio-economic approaches to mine action Seek to ensure mine action is not focused solely on the achievement of outputs (eg demined land, mine aware people, etc.) but rather on ensuring that these outputs are used to enhance the well-being of local households, communities and organisations.

Survivor assistance (Victim assistance) Refers to all aid, relief, comfort and support provided to survivors of mine/ERW-related accidents and their families. The purpose of the support is to reduce immediate and long term medical and psychological implication of the trauma.

Unexploded Ordnance (UXO)²⁷ Unexploded ordnance are explosive munitions that have been fired, thrown, dropped or launched but have failed to detonate as intended. UXO include artillery and mortar shells, fuses, grenades, large and small bombs and bombies, submunitions, rockets and missiles, among others.

United Nations Agencies In the context of these guidelines, UN Agency specifically refers to the fourteen United Nations departments, programmes, funds and agencies involved in mine action to varying degrees, in accordance with their mandates, areas of expertise and comparative advantages. These are: the Department of Peacekeeping Operations (DPKO), the United Nations Mine Action Service (UNMAS), the Office of Disarmament Affairs (ODA), the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Office of Project Services (UNOPS), the Food and Agriculture Organisation (FAO), the Office for the Coordination of Humanitarian Affairs (OCHA), the Office of the Special Advisor on Gender Issues (OSAGI), the Office of the High Commissioner for Human Rights (OHCHR), the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP), the World Health Organization (WHO) and the World Bank.²⁸

United Nations Development Assistance Framework (UNDAF) The UNDAF is the strategic programme framework for United Nations Country Teams (UNCT). It describes the collective response of the UNCT to the priorities in the national development framework - priorities that may have been influenced by the UNCT's analytical contribution. Its high level expected results are called UNDAF outcomes. These show where the UNCT can bring its unique comparative advantages to bear in advocacy, capacity development, policy advice and programming, for the achievement of MDG related national priorities.

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

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ENDNOTES

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²⁰ For more information on the multilateral development banks, see: <http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/0,,contentMDK:20040614~menuPK:41699~pagePK:43912~piPK:44037~theSitePK:29708,00.html>

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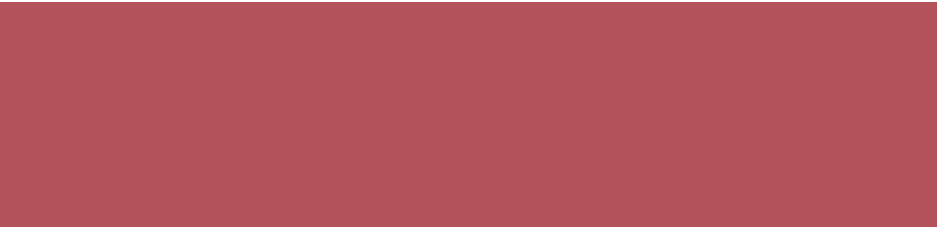
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Useful websites | Mine action and peace-building,
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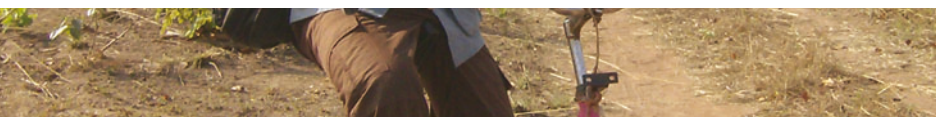
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The Geneva International Centre for Humanitarian Demining (GICHD) works for the elimination of anti-personnel mines and for the reduction of the humanitarian impact of other landmines and explosive remnants of war. To this end, the GICHD will, in partnership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

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