



Geneva International Centre for  
Humanitarian Demining  
Centre International de  
Démunage Humanitaire - Genève



## Practitioners' Workshop on Linking Mine Action and Development: Sharing Experiences, Lessons Learnt and Good Practice

Borei Angkor Hotel, Siem Reap, Cambodia  
12-14 June, 2007

### Summary report

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#### Workshop objectives

The purpose of the workshop was to bring together mine action and development practitioners from the region to:

- Deepen understanding about the rationale for and benefits of linking mine action with development cooperation
- Share experiences and lessons learnt from relevant programmes/projects in the region
- Discuss what is needed to further strengthen those linkages, and to examine the feasibility of and opportunities for replication and scaling up
- Identify the main obstacles for successful cooperation and linkages in the past, and what needs to be changed, improved or done differently in future, and how

The following is a brief synthesis of the main experiences, lessons learnt and recommendations shared during the first two days of the workshop. The third day of the workshop involved a visit to the site of an Austcare Cambodia project in Banteay Meanchey province, close to the border with Thailand, where mine clearance undertaken by CMAC (Cambodian Mine Action Centre) has been jointly linked to livelihood/community development projects in mine-affected communities.

#### Aligning mine action with development planning, resource allocation and priority-setting processes

- Mine/UXO action should be reflected in key development plans, frameworks and budgets at national, regional and/or local levels in order to: demonstrate national ownership of the contamination problem; ensure that mine action is aligned with development priorities; provide a strategic basis for encouraging greater coordination between the mine action and development sectors; demonstrate that mine/UXO contamination is impeding development in certain regions and/or sectors; encourage greater inter-ministerial coordination; and make the case for funding through the national budget, bilateral and multilateral development funds, and multilateral development banks.
- National authorities have a critical role to play in: ensuring effective coordination and linkages between the mine action and development sectors; providing a strategic framework for priority-setting at national and local (provincial and district) levels; and ensuring the alignment of mine action with development planning priorities and processes at all levels.
- Work through and strengthen existing government/governance structures, such as Cambodia's Mine Action Planning Units (MAPU), as opposed to creating new parallel structures

#### Community participation in mine action

- Development is most effective when it is owned by beneficiaries who participate in planning, decision-making and project implementation. Mine-affected communities often have extensive local knowledge about mine-affected areas and their use, and should therefore be involved in mine action planning, decision-making and operations.
- Ensuring local people are involved in mine action can have key benefits for operators: it can lead to improved cost effectiveness and efficiency, leads to better information about the nature of contamination, enhances communication and understanding, and ultimately results in better outcomes from clearance.

- Community participation has key benefits for mine affected communities in that it helps to, among other things, ensure that land is better prioritised for clearance, strengthen community solidarity and social networks – particularly in a post-conflict context, generate income through the employment of local people, and can help to reduce risk by involving those most vulnerable to mine/UXO risk.
- However, there is no blueprint for promoting community participation in mine action – a pre-defined approach is unlikely to work as every context is different.
- Some of the main challenges to greater community participation include: difficulties working with fragmented communities; fostering community participation takes time and communities may not always be immediately responsive; and the increasing standardisation of mine action has led to a push for standardised approaches despite wide variation in local contexts.

#### **Post-clearance challenges...**

- Mine/UXO clearance alone does not necessarily benefit people living in contaminated areas. Clearance needs to be linked to development activities.
- The mine/UXO action and development sectors are not well linked in some countries (e.g. Vietnam), for several reasons: mine clearance is not considered a development priority; there is no national mine action coordination body, national mine action strategy or completed national survey; and funding constraints in part because the country is not a signatory to the Mine Ban Treaty.
- When land is cleared, it immediately becomes more valuable, and in some countries, inadequacies in the land titling process can lead to land-grabbing and the increased vulnerability of already poor beneficiaries. A clear legislative framework regarding land titling is therefore essential to the post-clearance development process.
- Balance is needed when prioritising where clearance should take place – in terms of areas which are heavily contaminated by landmines and where there is a high accident/casualty rate, vs. clearance aimed at promoting and supporting community development. Priority-setting processes need to take both factors into account.
- Better targeting of where clearance takes place is required (e.g. in countries like Cambodia). Better targeting can be achieved through greater coordination between mine action and development agencies to determine where and what the needs are, and which organisations will work where – and then to seek funding from donors.
- Development NGOs and CBOs are addressing community needs but sporadically, as opposed to in a comprehensive manner.
- Sometimes mine action agencies act and/or are treated more like contracting agencies, rather than as equal partners. Treating mine action agencies as equal partners and involving them in planning development interventions could help to improve targeting in terms of both development needs and mine/UXO impacted areas.

#### **...and opportunities**

- Effective and locally owned community education is not sufficient to change risky behaviour. MRE needs to be linked to livelihood and income generating programs. Efforts are also required to strengthen the capacity of local authorities to enforce legislation and regulations, for example in relation to the illegal trade in scrap metal.
- Livelihoods development, especially vocational training, must go hand in hand with market research and business development.
- Fund clearance which is needed for development (e.g. agriculture, small scale rural infrastructure)
- Increase the rate at which land is made available for villagers through a range of demining tools and increasing clearance capacity

#### **Key international and national level gaps**

- Effective coordination is often weak within the mine action sector itself, and with the development sector, at national and provincial levels. Often there is no overarching strategy or plan which provides a framework for better linkages between the two sectors, and there is a lack of effective mechanisms to promote information sharing and cooperation among key stakeholders.
- Mine action planning and priority setting processes are often not aligned with national and regional development planning processes.
- There is a lack of relevant research in some countries, e.g. Vietnam, documenting and assessing the nature of the contamination problem, and the rationale for and benefits of better linkages with development.

- Mine/UXO contamination is viewed as a legacy issue in countries like Vietnam and Laos, a problem which has been around for over 30 years, and which is not regarded as urgent, and therefore is not sufficiently prioritised or resourced.
- Funding constraints for mine action are common in some countries, e.g. Vietnam due to declining levels of funding for mine action, and a lack of integration among donors of mine action in bilateral and multilateral development funding.

#### **Key regional and local level gaps**

- The capacity of some key stakeholders, e.g. local government officials, involved in the mine action priority-setting and planning processes is often weak.
- Government officials, particularly at the regional level, often lack accurate and detailed information on: community needs/priorities, technical issues, extent of contamination, availability of NGOs/CBOs for provision of post-clearance support and local land use planning.
- At the local level, key stakeholders often lack sufficient information and understanding of technical demining issues, regional development plans, government policies, and the balance between development and demining resources across the province.
- There is a lack of clarity/agreement among key stakeholders regarding the balance between clearance for risk reduction (that is, clearance to save lives and limbs) vs. clearance for development, as well as the balance between area clearance and roving teams.
- A lack of clarity in the land law and land titling process has raised concerns regarding land ownership by vulnerable communities.
- Development project priorities sometimes conflict with community priorities.
- External agencies (e.g. mine/UXO operators and development NGOs) sometimes have excessive influence over the priority setting process.

#### **Recommendations for closing the gaps**

- Greater integration is needed between the key pillars of national mine action programmes, and between mine action and development activities more broadly.
- Establish (or strengthen the capacity of) a national or regional mine action authority to ensure coordination, clarify roles and responsibilities and raise awareness among key stakeholders.
- National level information management is essential and should fall within the remit of the National Authority or National Mine Action Centre.
- Strong coordination between key mine action and development actors at national and regional levels is vital. Inter-ministerial coordination at the national level is also critical and should be facilitated through the National Authority. Engaging all potential actors in planning is essential to ensure cross-sector collaboration and that local planning is linked to provincial and national planning processes.
- Ensure mine action is aligned with national development priorities and planning processes.
- Support at policy and institutional levels is essential for effectively and equitably prioritising land clearance and land allocation/titling.
- Work with existing governance/government structures, at the provincial and local levels to: ensure that the planning process is bottom-up; to facilitate the prioritisation and selection of clearance tasks, and ensure the process is fair, transparent and based on community needs; to coordinate the land allocation process after clearance; and to ensure that all key stakeholders are involved, including development NGOs and mine operators.
- Conduct research to better document and assess lessons learnt, good practice, and where the main gaps are, in order to advocate for greater linkages between mine action and development, and to make the case for development funding from bilateral and multilateral development agencies.

#### **Promoting sustainable funding for mine action**

- The H-A-R (Harmonisation, Alignment, Results) model for improving aid effectiveness is based on the Paris Declaration and widespread recognition that aid management requires an overhaul due to systemic problems. The H-A-R model emphasises ownership by partner countries, alignment of donors to the priorities of national partners and greater harmonisation among donors to prevent fragmentation of plans and projects. Harmonisation between donors and between implementing partners is critical. Donors need to regularly and effectively communicate and collaborate with regards to their programming in order to prevent duplication and inconsistencies. Government and donors are advancing the H-A-R approach in Cambodia, and increasingly in Laos.

- The mine/UXO sector should advocate for a programme-based approach (like a sector wide approach but for a cross cutting issue) to mine action, as it would result in the development of a single, common strategy that is aligned with national development priorities, based on a common needs assessment (e.g. LIS) and based on a common research and evaluation agenda (e.g. joint indicators). This would provide for a more comprehensive and strategic framework for aligning mine action with development at all levels.
- Funding mechanisms for mine action are shifting, with earmarked funding for mine action on the decline. Integrating mine action in national and local development plans, frameworks and budgets will clearly signal to bilateral and multilateral donors that landmine/UXO contamination is a development issue and therefore requires development funding.
- Donors should ensure that development programming includes assistance to mine-affected communities through integrated mine clearance programmes and through support for strengthening the institutional and policy environment.

## Recommendations for key stakeholders

Participants worked in groups to discuss and develop specific recommendations for key mine action stakeholders.

Stakeholder	Recommendations
<b>National authorities</b>	<ul style="list-style-type: none"> <li>- Should develop and enforce transparent systems of accreditation</li> <li>- Should be a strong regulator, coordinator and facilitator</li> <li>- Mine action authorities operate independently of line ministries, and with the authority to enforce regulations</li> </ul>
<b>Development NGOs</b>	<ul style="list-style-type: none"> <li>- Mine action and development training should be provided to development and mine action agencies</li> <li>- Development priorities/guidelines should come from the national authority</li> <li>- Development agencies should:               <ul style="list-style-type: none"> <li>o Realise that mine action is not only about demining</li> <li>o Ensure they effectively coordinate their work and support the national authority</li> <li>o Provide the national authority with an exit strategy and capacity building plan</li> <li>o Promote and encourage accountability and transparency</li> <li>o Encourage greater sector coordination, and ensure involvement and feedback to the government</li> <li>o Keep community priorities as the prerequisite for any local level intervention</li> </ul> </li> </ul>
<b>Donors</b>	<ul style="list-style-type: none"> <li>- Better communication and coordination among donors is needed in order to avoid duplication of efforts (i.e. same type of project in same target area, targeting same beneficiaries over same period of time)</li> <li>- Need to be aware of:               <ul style="list-style-type: none"> <li>o Context (logistical concerns), socio-economic situation and cultural considerations</li> <li>o Differing capacity levels among different project partners</li> <li>o Introducing new concepts takes time to integrate/incorporate (i.e. gender mainstreaming, results based management)</li> </ul> </li> <li>- Ensure linkages are well-defined between development agencies and mine action initiatives</li> <li>- Ensure greater consultation with/involvement of target beneficiaries during project planning and project implementation</li> <li>- Conduct mid term reviews so the project implementer has an indication of what they are doing right and what they are doing wrong</li> </ul>
<b>Mine operators</b>	<ul style="list-style-type: none"> <li>- Ensure clearance operations are aligned with national development priorities</li> <li>- Harmonise data collection with other operators and disseminate to relevant authorities</li> <li>- Develop local capacity to increase local ownership</li> <li>- Establish proper communication with all the stakeholders</li> <li>- Comply with the international mine action standards</li> <li>- Provide technical advice to relevant authorities</li> <li>- Respect country context</li> </ul>
<b>UN agencies</b>	<ul style="list-style-type: none"> <li>- Ensure effective coordination among UN agencies, for example even mine action within UNDP in some countries</li> <li>- Increase advocacy at government level for prioritising linkages between mine action and development</li> <li>- Make positive suggestion to government about using income from tourism for mine action</li> <li>- Consider the allocation of UNDP small grants for post clearance development activities</li> <li>- Ensure transparency regarding the percentage of allocated funding to UNDP mine action</li> <li>- Ensure active involvement of mine/UXO-affected communities as a prerequisite for any program prioritising land for clearance</li> <li>- Build on existing local / national structures, e.g. MAPU, PMAC to strengthen the governance of mine action planning, monitoring and evaluation</li> <li>- Factor in and strengthen horizontal linkages</li> </ul>

**Follow-up activities**

The following is a brief summary of some of the main activities/outputs which followed the workshop:

- Based on workshop discussions, GICHD is drafting programming guidelines for national authorities, mine operators, development NGOs and UN agencies on how to more effectively link mine action with development. The guidelines will be submitted in draft form to the practitioners' network (via email), workshop participants and the Linking Mine Action and Development Contact Group, which will next meet in November in Jordan on the margins of the 8<sup>th</sup> Meeting of States Parties to the Anti-Personnel Mine Ban Convention.
- The week following the workshop, Austcare and GICHD met with representatives from the Cambodian Mine Action Authority (CMAA) and the Technical Working Group on Mine Action in Phnom Penh. It was agreed that Austcare Cambodia and GICHD will develop a proposal to submit to the TWG to move mine action in Cambodia towards a 'Programme-based Approach'. The proposal will be circulated to the Cambodia-based workshop participants in advance of the TWG meeting for comment.
- The GICHD LMAD team also undertook research missions to Laos and Vietnam to meet with key mine/UXO action and development organisations in order to assess the extent to which mine/UXO action is linked to development. The findings are being documented in the form of project case studies.

## Participants list

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Cambodia	Oum Sang Onn Alan Beaver	Austcare	samoum@online.com.kh alanbeaver@austcare.org.kh	<b>Integrated Mine Action Program in Banteay Meanchey – Designing the Program</b> <a href="http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-june2007/LMAD-Wk-Austcare-June07.pdf">http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-june2007/LMAD-Wk-Austcare-June07.pdf</a>
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	Chan Monty	World Vision	monty_chan@wvi.org	<b>Community Strengthening and Gender Mainstreaming in Integrated Mine Action</b> <a href="http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-june2007/LMAD-Wk-World-Vision-June07.pdf">http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-june2007/LMAD-Wk-World-Vision-June07.pdf</a>
	Chan Rotha	CMAA	crotha@gmail.com	<b>Practitioners' Workshop on Linking Mine Action and Development— Sharing Experiences, Lessons Learnt and Good Practice</b> <a href="http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-june2007/LMAD-Wk-CMAA-June07.pdf">http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-june2007/LMAD-Wk-CMAA-June07.pdf</a>
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<b>Vietnam</b>	Andrew Wells-Dang	Catholic Relief Services	awells-dang@vn.seapro.crs.org	<b>National-Level Linkages between UXO/Mine Action and Development in Vietnam</b> <a href="http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-june2007/LMAD-Wk-CRS-Vietnam-June07.pdf">http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-june2007/LMAD-Wk-CRS-Vietnam-June07.pdf</a>
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<b>International</b>	Justus Okoko	UNDP	justus.okoko@undp.org	<b>Mobilisation of funds for Mine Action through the United Nations (UN)</b> <a href="http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-june2007/LMAD-Wk-UNDP-June07.pdf">http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-june2007/LMAD-Wk-UNDP-June07.pdf</a> <a href="http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-june2007/LMAD-Wk-UNDP-PPslides-June07.pdf">http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-june2007/LMAD-Wk-UNDP-PPslides-June07.pdf</a>
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