



Incorporating Mine Action in National Development Planning Processes and Organisations Sana'a, Yemen, 5 – 6 November, 2007 Summary Report

The **objectives** of this workshop were to:

- Deepen understanding about the need to link mine action and development
- Learn how to incorporate mine action into national, provincial or sector development programmes
- Share experiences, good practice, lessons learnt and key challenges of how to ensure mine action is aligned with national, provincial and sector development priorities
- Review draft programming guidelines on how to integrate mine action with development

Twenty representatives from national mine action authorities, mine action centres, mine/ERW operators, development NGOs, UNDP and bilateral donors attended the workshop, coming from Ethiopia, Eritrea, Lebanon, Mauritania, Puntland, Somaliland, Sudan and Yemen. The workshop was opened by Yemen's Minister of State and Chair of the National Mine Action Committee and the first session was attended by representatives from several Yemeni government ministries, foreign embassies, and the UNDP.

Summary of discussions

The following is a brief synthesis of the main experiences, lessons learnt and recommendations shared during the workshop.

Barry Pound of the UK-based *Natural Resources Institute* provided an overview of the **2006 post-clearance livelihoods survey in Yemen**, commissioned by the Yemen Executive Mine Action Centre (YEMAC) and the Geneva International Centre for Humanitarian Demining (GICHD). The purpose of the survey was to: assess the overall socio-economic returns from mine/ERW clearance; identify opportunities for complementary development initiatives in communities where clearance has taken place; and enhance the capacity of YEMAC to conduct socio-economic post-clearance assessments in future. The survey used a sustainable livelihoods approach, based on participatory rural appraisal (PRA) methods, and both men and women were surveyed. The survey identified numerous social and economic benefits resulting from clearance, in particular the accessibility of many assets which were previously inaccessible, such as land for grazing, agriculture and construction, fuel wood, roads, honey and stone. The survey also revealed several post-clearance challenges in relation to land grabbing, land title as well as lack of technical and financial support provided to vulnerable communities to ensure productive use of newly cleared land. Key recommendations and opportunities identified included the need for: infrastructure development in cleared communities; addressing social issues, such as the land disputes; training and employment opportunities; and institutional issues relating to the need to strengthen local leadership and community institutions.

Ted Paterson of GICHD referred to the **mine action architecture** model to illustrate the key actors (individuals and organisations) within the mine action, government arena, international and local community arenas, and to emphasise the need for greater linkages and coordination between these arenas in order to ensure that mine action improves lives and livelihoods in mine-affected countries. Often during a humanitarian emergency, governments are weak or some cases, non-existent, and in such situations, mine action actors may have only weak links with the government arena and are sometimes forced to set clearance priorities (as opposed to the government). However, over time as a country stabilises and focuses on longer term development, government capacity and ownership of the mine action programme should increase, with greater government and community involvement in priority-setting. At the macro level, the architecture model highlights increasing government ownership over time, and the increasing importance of core planning and budgeting units within government in setting development priorities. Similarly, at the micro level, national and district government officials become more responsive to local communities in terms of the provision of public services (such as mine action). And at the meso level, sector ministries and provincial governments start to play a greater role in defining the priorities for key sectors such as health, agriculture, transport, etc. Mine

action actors need to ensure they are engaging and coordinating work with these government actors and ensuring that mine action is reflected in development plans and budgets at the macro level, in sector plans and programmes at the sector/subnational level, and coordinating support with district officials and NGOs at the micro level. The group and plenary discussions highlighted some of the following key points/experiences:

- In Mauritania, mine action started as a military organisation which initially fell under the Ministry of Defence (MoD) and was only funded through them. However the restrictions of the MoD hierarchy limited the extent to which the programme could develop linkages with other government ministries and obtain state funding. The programme was then moved to Mauritania's Ministry of Finance and now falls under the Ministry of Decentralisation and Territorial Administration. This is the appropriate ministry as it is responsible for promoting development in the areas of Mauritania that are contaminated with landmines.
- Over the past four years, Yemen's mine action programme has worked mainly with the Ministries of Defence, Finance, Health, Interior, Education and Social Affairs. However, there are opportunities for YEMAC to forge linkages with the Ministries of Environment, Agriculture and Local Administration, as well as with Public Works projects and the Social Fund for Development, in order to ensure that the mine action programme is supporting reconstruction and development in mine-affected communities.
- Mine action planning and priority-setting criteria often differ according to the country context. In some cases, clearance priorities may be entirely or partly based on saving lives and limbs, while in other contexts, clearance priorities may be set in relation to security, reconstruction and/or development priorities.

Ted Paterson facilitated the following session on **national development planning processes and organisations**, which looked specifically at budget management and development planning processes and emphasised the importance of ensuring that mine action is reflected in development plans and budgets. In groups, participants discussed whether their countries had some form of development plan, the key actors/institutions involved in formulating and implementing it, and whether mine action is reflected in plans/budgets and part of the consultation process. Feedback during the plenary discussion included:

- *Cl. Alioun Mohamed El Hacen* of the Mauritanian *National Humanitarian Demining Program for Development* mentioned that Mauritania's PRSP will be revised in December 2007 when donors will meet with the Government in Paris for a Consultative Group meeting. The key ministry involved in development planning is the Ministry of Economic Affairs, and the government's main priorities are poverty reduction, good governance, health and education. Mine action has been involved/consulted as part of the development planning process, and is viewed as part of the government's poverty reduction programme.
- According to *Zewdu Derebe* of the *Ethiopian Mine Action Organisation (EMAO)*, Ethiopia's second PRSP was adopted one year ago, a process driven by the Ministry of Finance and Economic Development but which also involves other ministries. Mine action has not been mentioned in either of the PRSPs. However, one key initiative is the civil service reform programme. Mine action has been involved in this., The Ethiopian Mine Action Office prepared its mine action strategy as part of the civil service reform programme to outline how EMAO will be strengthened in future. Mine action was also incorporated in Ethiopia's Emergency Rehabilitation Programme (World Bank-financed) on the border with Eritrea. Thus, mine action was not seen as a national priority but as an important regional, post-conflict issue.
- *Dr. Ahmed Ali Maah* of the *Somaliland Mine Action Centre* revealed that Somaliland does not have a national development plan or PRSP, however the UN and World Bank have undertaken a Joint Needs Assessment (JNA) which is currently being implemented. Poverty reduction, reconstruction and security are the key priorities, and mine action actors have been consulted. The Vice President takes the lead in terms of implementation. Because donors do not recognise Somaliland as an independent state, the government is unable to receive funding directly. As a result, all donor funds must come through the UN.
- *Khalid Mahmoud Abdin Salih* of *UNDP Sudan* mentioned that while Sudan doesn't have a development plan or PRSP, it does have an EC Country Strategy Paper, a UN Development Assistance Framework and a Country Common Assessment, which is problematic in terms of donor coordination and alignment with national priorities. In addition, a Joint Assessment Mission (JAM) was undertaken by the UN and World Bank after the Peace Agreement was signed in early 2005. In theory, the government should be in the driver's seat, outlining to donors what the country's development priorities are. However, in many cases, donors have different priorities and

may not follow/align their support with government priorities. Donors often do not coordinate their support as well as they should. In such a situation, the government needs to require donors to take priorities from the government's plan.

In the following session, *Ted Paterson* discussed ways of **incorporating mine action in development plans and budgets**, emphasising the need to:

- Ensure there is clarity regarding the nature and extent to which mine action is a humanitarian, reconstruction or development priority, and the level of the priority, e.g. national, subnational, sector. For example, in Mozambique, landmine contamination is not a humanitarian or national development priority, but instead is a priority for certain sectors (e.g. the roads programme), making it essential that mine action actors coordinate their work with the appropriate sector departments.
- Ensure that mine action actors build support and identify their natural allies.
- Speak to key people to find out about the mechanics involved in budget management and development planning. For example, find out about the budget calendar and ensure that approaches are made to key decision-makers about mine action early in the budget planning phase.
- Demonstrate how mine action contributes to broader priorities, and engage in a programme of outreach to key sector ministries and regional government authorities.

Examples were then discussed of how mine action has been incorporated in reconstruction and development plans and programmes. *Jurkuc Barack Jurkuc* of the *Southern Sudan Demining Commission* discussed how mine action is supporting reconstruction in South Sudan. For example, mine action has been built into the EC/UNDP Recovery Rehabilitation Programme, such that the NGO consortium bidding on the programme comprise development NGOs (e.g. Islamic Relief, Save the Children) and mine/ERW operators (MAG and DCA). The use of mine action to support reconstruction of key transport routes, e.g. the Babanusa-Wau railway linking North and South Sudan, has facilitated the movement of people and goods between North and South, the resettlement of IDPs and refugees and the movement of humanitarian assistance, and has led to a drop in the price of key commodities.

Zewdu Derebe of *EMAO* shared experiences of efforts within Ethiopia to reflect mine action in the Emergency Rehabilitation Programme (ERP), which was established following the 1998-2000 war with Eritrea, and in response to displacement during the war and damage to infrastructure. ERP supported poverty reduction, foods security and reconstruction of infrastructure. Mine action was identified as a core ERP component in recognition that the mine/ERW contamination throughout the country was inhibiting major forms of development, particularly in terms of infrastructure and livelihoods. The key benefits include: increased availability of grazing and agricultural land, safer movement, reduced number of accidents, resumption of economic and social services, and the reconstruction of infrastructure.

The following day, *Sharmala Naidoo* of *GICHD* discussed the importance of **mapping development actors**, emphasising the need for mine action actors to anticipate and identify the key actors involved in formulating and implementing development plans and budgets in mine-affected countries, in order to clarify who to persuade to incorporate mine action. The mine action programme life cycle was used to illustrate the different stages that a national mine action programme typically goes through, from conflict and immediate post-conflict recovery, through to reconstruction and development, and how key international and national actors change or become more influential according to those stages. While the situation and actors will vary significantly according to the country context, it is important for mine action managers to ensure that they engage with a broader range of actors than those with whom they engage with during the initial humanitarian phase of the programme, and that they anticipate and ensure that mine action is supporting key national, subnational or sector priorities, be they human security, reconstruction and/or development. In groups, participants identified the organisations, institutions and individuals involved in formulating and implementing national, sub-national and/or sector reconstruction and development plans and programmes in their countries, and who they could realistically try to convince about the relevance of mine action and incorporating it in relevant plans and budgets.

During the plenary discussions, Mohammed Saad of CARE Yemen emphasised the importance of mine action organisations undertaking some form of similar stakeholder analysis to ensure that they

are effectively linking with key development actors and ensuring that mine action is supporting development in mine-affected communities.

By way of example, *Craig McDiarmid* of *Danish Demining Group (DDG)* shared experiences from their clearance and MRE work in Somaliland. In 2005, DDG encountered problems with some Somali communities in relation to the private and unsafe storage of ERW. Despite the provision of MRE and home visits by DDG to collect ERW, community members were unwilling to hand any over. To address this issue, DDG decided to speak to Haqsoor, a local conflict resolution NGO, based on Haqsoor's previous mediation work with local clans with regards to revenge killings.. Haqsoor is run by clan elders and was initially set up by DDG's parent organisation, the Danish Refugee Council. After discussions with Haqsoor, a pilot workshop was held in the community with clan elders and local leaders, with Haqsoor as the mediator, to strengthen the relationship between communities and mine action organisations and encourage the handover of ERW. The workshop led to the handover of 62 items of ERW (nothing had been handed over during the previous nine visits to the community). Although DDG ceased its clearance work in Somaliland in 2006, they continue to work with Haqsoor and traditional governance institutions on a small arms control / safe storage initiative. *Maj. Mohamad El Cheickh* of the *Lebanon Mine Action Centre* also provided a brief overview of clearance work undertaken until mid-2006, and discussed Lebanon's system for setting clearance priorities and the key actors involved.

The following session was more advocacy-focused, looking at **methods and messages for influencing** and convincing decision-makers to incorporate mine action into development plans and budgets. In the previous session, participants had made a rough list of the key actors involved in development planning in their countries. In this session, they considered who were decision-makers (key institutions and/or individuals with decision-making authority), allies (those that can positively influence the decision-makers) and possible opponents (those that may be opposed). In groups and then through a role-play exercise in plenary, participants then considered their strategy for how they would actually try to convince selected decision-makers, specifying what arguments and methods they would use.

The final session of the workshop focused on **reviewing draft LMAD policy and programming guidelines** which GICHD has developed to assist mine action and development practitioners to link mine action with development more effectively. Participants got into groups to review the drafts, then provided constructive feedback in plenary on the draft guidelines for mine action centres, bilateral donors and development partners.

Participants list

| Country | Name | Organisation | Email | Presentations |
|---------------|------------------------------|---|--|--|
| Eritrea | Habtom Seghid | Eritrea Demining Authority | habtomseghid@yahoo.com | |
| Ethiopia | Zewdu Derebe | Ethiopian Mine Action Office | zderebe@gmail.com; emao@ethionet.et | Incorporating Mine Action in to Emergency Rehabilitation Programme in Ethiopia http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-nov2007/LMAD-Wk-EMAO-Nov2007.pdf |
| | Per Breivik | NPA Ethiopia | perbr@npaid.org | |
| Lebanon | Mohamed Al Cheikh | Lebanon Mine Action Centre | ndoleb@dm.net.lb | http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-nov2007/LMAD-Wk-LMAC-Nov2007.pdf |
| Mauritania | Col. Alioun Mohamed El Hacen | National Humanitarian Demining Program for Development Mauritania | ouldmennane@yahoo.fr | |
| Puntland | Abdirisak Issa Hussein | Puntland Mine Action Centre | khatumi@hotmail.com | |
| Somaliland | Dr. Ahmed Ali Maah | Somaliland Mine Action Centre | dralimaah@hotmail.com | |
| | Craig McDiarmid | Danish Demining Group Somaliland | omddgsom@drc.dk | Traditional Governance Advocacy Project http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-nov2007/LMAD-Wk-DDG-Nov2007.pdf |
| Sudan | Baballa Braima | Sudan National Mine Action Centre | baballab@sudanmap.org | Linking Mine Action to Development (LMAD) in Sudan http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-nov2007/LMAD-Wk-MNMAC-and-SSDC-Nov2007.pdf |
| | Jurkuc Barac Jurkuc | Southern Sudan Demining Commission | debarach@yahoo.com | |
| | Khalid Mahmoud Abdin Salih | UNDP Sudan | Khalid.salih@undp.org | |
| Yemen | Mansour Al-Azi | Yemen Executive Mine Action Centre | mansazi@y.net.ye | |
| | Dr. Abdul Qadr | Yemeni Center for Studies and Research | albana002@yahoo.com | |
| | Amat Al-Sharki | Social Fund for Development | alasharki@sfd-yemen.org; sfd@sfd-yemen.org; lamis@sfd-yemen.org | |
| | Mohammad Saad | CARE Yemen | mohammed.saad@careyemen.org | |
| | Saleh Al-Dahyani | Yemen Association for Landmine Survivors | saleh_oo96@hotmail.com | |
| | Fuad Ali Abdulla Al-Kadasi | UNDP Yemen | fuad.ali@undp.org | |
| | Yuka Ogata | UNDP Yemen | yuka.ogata@undp.org | |
| International | Kristin Chenier | Canadian International Development Agency, Jordan | kristen.chenier@international.gc.ca | |
| | Barry Pound | Natural Resources Institute | barrypound@calendra.freeserve.co.uk ; b.pound@gre.ac.uk | Development Opportunities for Communities Cleared of Landmines http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-nov2007/LMAD-Wk-NRI-Nov2007.pdf |
| | Mohamed Ahmed | GICHD | m.ahmed@gichd.org | |
| | Ted Paterson | GICHD | t.paterson@gichd.org | Architecture of Mine Action – Visualising the Links with Development http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-nov2007/LMAD-Wk-GICHD-Architecture-Nov2007.pdf |

| | | | | |
|--|-----------------|-------|--------------------|---|
| | | | | <p>How to Incorporate Mine Action in National Development Plans and Programmes http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-nov2007/LMAD-Wk-GICHD-Incorp-MA-into-Plans-and-Budgets-Nov2007.pdf</p> <p>How Mine-Affected Countries Plan and Manage their Development Efforts http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-nov2007/LMAD-Wk-GICHD-Nat-Devel-Mgmt-Nov2007.pdf</p> |
| | Marina Wyss | GICHD | m.wyss@gichd.org | |
| | Sharmala Naidoo | GICHD | s.naidoo@gichd.org | <p>Developing an Influencing Strategy http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-nov2007/LMAD-Wk-GICHD-Influencing-Nov2007.pdf</p> <p>Mapping Development Actors http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-nov2007/LMAD-Wk-GICHD-Mapping-dev-actors-Nov2007.pdf</p> <p>Incorporating Mine Action in National Development Planning Processes and Organisations http://www.gichd.org/fileadmin/pdf/ma_development/database/lmad-wk-nov2007/LMAD-Wk-GICHD-Overview-Nov2007.pdf</p> |