

Impact evaluation of UNDP support to countries on Mine Action

Concept Note – June 2014

BACKGROUND

The Evaluation of UNDP support to countries on Mine Action is part of the UNDP Executive Board approved work programme for the UNDP Independent Evaluation Office in 2014 / 2015. The evaluation is being conducted to assess programme results and impacts of UNDP support to countries on Mine Action, within the UNDP strategic framework for conflict prevention and recovery.

MINE ACTION

Landmines and unexploded ordinance (UXO) constitute a devastating problem to humans globally, causing death and injury, and undermining socio-economic development in affected areas. The UN identifies 78 countries as being affected by landmines/UXO from past conflicts. Despite international treaties, landmines continue to be produced, stored and used, including by non-state groups.

Mine Action is a domain within humanitarian aid and development support focused on activities which aim to reduce the social, economic and environmental impact of landmines and explosive remnants of war (ERW). Mine Action is a collective term used internationally to refer to mine and UXO clearance, mine risk education, mine victim assistance, destruction of mine stockpiles, and advocacy against the use of mines. Given the range of activities that fall under Mine Action, there are many actors in this field, including civil society, international organizations and government agencies.

UN ROLE IN MINE ACTION

Mine Action has long been a high profile effort of the United Nations, dating back since its formation. During this half century there has been a significant reduction in mine and UXO related accidents, reducing the fear and constraints on post-conflict populations. The combined efforts of national governments, the UN, civil society and other partners has all but halted landmine use in most of the world. During this period, significant improvements have also been demonstrated in tools and techniques for identifying, removing and destroying landmines and UXO.

The work of the UN in Mine Action rests within responsibilities set out in the UN Charter as well as through international conventions, commencing with the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction (1997). Since then, the international legal framework for mine action has expanded, most notably through the Protocol on Prohibitions or Restrictions on the Use of Mines, Booby-Traps and Other Devices (1996), annexed to the Convention on Certain Conventional Weapons, (1998) and Protocol V of the Convention on Conventional Weapons (2006). Also pertinent are the Convention on the Rights of Persons with Disabilities (2008), and the Convention on Cluster Munitions (2010).

Recently, Secretary General Ban Ki Moon launched the Strategy of the United Nations on Mine Action 2013-2018. This strategy provides analytical and programmatic guidance for the formulation, implementation and revision of United Nations assistance at the country level, 'in a manner that is consistent with the specific needs, requests and legal regimes of each context'. The strategy reaffirms that States have primary responsibility in Mine Action. In each affected state, UN assistance should shift over time, as well as in nature and intensity, based on country needs and requests for assistance, and the comparative advantage of other actors. The strategy covers the work of 14 UN offices, funds and agencies coordinating through the UN Interagency Coordinating Group on Mine Action¹.

¹ UN Mine Action service (UNMAS), UN Office for Disarmament Affairs (UNODA), UN Peacekeeping (DPKO), UNDP, UNICEF, UN Office for Project Services (UNOPS), FAO, OCHA, Office of the Special Advisor to the Secretary General on Gender Issues and Advancement of Women (OSAGI), UN High Commissioner for Human Rights (OHCHR), UNHCR, WFP, WHO, World Bank

UNDP MINE ACTION

As emphasised in a 2011 evaluation of UN Mine Action efforts,² the focus of UN support, previously on casualty reduction, has been shifting more towards the socio-economic impact of landmines (and their removal) on affected communities. It is now widely recognised that Mine Action should be part of country development plans, and the linkages between Mine Action and socio-economic development are clearly acknowledged.

UNDP's Mine Action support has been ongoing for decades and spans across 37 countries. Institutionally, this work is carried out by country offices, supported by persons within the Livelihoods and Economic Recovery Group (LRG), of the UNDP Bureau for Crisis Prevention and Recovery (BCPR). UNDP views the indicators of success in its Mine Action support to be improved livelihoods, accelerated socio economic development and contribution towards the MDGs. UNDP's recent work in Mine Action can be categorized within four overlapping areas of work:

- 1) Government capacity building** (for example, establishing institutional and legal frameworks, mine action centres, data and information management systems);
- 2) Landmine clearance and stockpile destruction** (for example, coordinating and training demining specialists, conducting baseline surveys, and improving storage sites);
- 3) Reintegration, resettlement and land reuse** (for example, providing sustainable livelihood programmes and promoting the release of demined land for the poor); and
- 4) Victim assistance and advocacy** (for example, physical rehabilitation, access to basic social services and care and protection for the disabled).

EVALUATION OBJECTIVES, SCOPE AND APPROACH

The objective of this evaluation is to determine, to the fullest degree possible, the results and impacts of UNDP support to countries in the area of Mine Action. The evaluation is global in scope, analysing all UNDP global, regional and country-based mine action programmes and projects. The evaluation will assess UNDP mine action achievements in terms of relevance, effectiveness (outputs and outcomes) and efficiency, and to the fullest extent possible: sustainability and impact.

In particular, the **relevance** of UNDP as a mine action partner will be explored. The **effectiveness** of UNDP's work will be considered, across each type of Mine Action activity. Objectives and planned achievements will be directly compared to results through a close review of project and programme documents and previous evaluations. Issues of **efficiency** will be analysed, with operational activities and resource utilisation benchmarked against other service providers. The **sustainability** of programmes and projects developed by UNDP will be analysed, with respect to whether activities launched with UNDP support have been continued, up-scaled and replicated. The **impact** of UNDP support will be scrutinised. It is expected that the evaluation will use a mixed methods data collection approach, including for example, a global portfolio analysis, implementation review and country level case studies. Data will be collected in direct response to questions within evaluation criteria.

This evaluation will build upon the previous analytical work. While much of the existing literature is focused on the demining process and to the devastation wrought by landmines, the focus will be on the social and economic impacts of Mine Action, including the extent that government services to affected individuals and families has improved, whether jobs and economic opportunities have been restored, and whether the benefits from demining, including land re-use, have been equitably distributed. Understandings of Mine Action processes that have contributed to conditions of success in communities will be explored where possible. UNDP support will be considered in the context of a crowded field of international, national and local actors. The evaluation will necessarily consider UNDP's relevance as a partner to national governments, other UN and international organisations, as well as international and local non-governmental actors.

²Evaluation of the Scope, organization, effectiveness and approach of the work of the United Nations Mine Action, UN Joint Inspection Unit, Geneva 2011.