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EVALUATION

OF THE UNDP CONTRIBUTION TO MINE ACTION

Independent Evaluation Office

United Nations Development Programme

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Independent Evaluation Office, January 2016
United Nations Development Programme

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FOREWORD

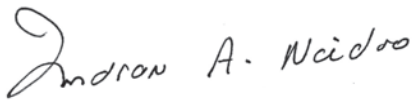
Landmines and unexploded ordnance remain a devastating problem in many countries, and yet the reduction in the use of landmines, and the clean-up of past landmine use, represents a successful international effort, within which the United Nations and its agencies have played a vital role.

While the removal of landmines is not typically associated with the development work of UNDP, this agency has been an important and valued partner on landmine removal in over 40 countries, with some programmes dating back nearly 30 years.

The Independent Evaluation Office of UNDP was very interested to look into this issue, as UNDP was considering whether to continue its global mine action programme. The evaluation was therefore viewed as a timely assessment of direct and immediate relevance to UNDP programming. The Independent Evaluation Office also took on this assignment as part of our continuing effort to better understand and determine the impact of the work of UNDP. In this case, we attempted to link UNDP national-level advisory support to impacts on the lives and livelihoods of persons in communities affected by landmines. While the connection is in many instances rather tenuous, the evaluation team is convinced that UNDP in its mine action work is positively contributing to these impacts, helping to reduce fear and improve the quality of life in many communities.

The evaluation underscores the important role that UNDP is playing in support of government landmine removal programmes. The Strategic Plan of UNDP focuses especially on the poor and marginalized segments of society, and mine-affected communities are firmly placed in this category. We find it compelling for UNDP to continue this work, and to more deeply tie its mine action work to other development programming, so that communities freed of explosive remnants of war may also receive improved government services, better infrastructure and greater economic opportunities.

I would like to draw the attention of readers to sections of the Executive Summary and Annex 7 where UNDP management have indicated their responses to the report and planned actions as a result. The positive and proactive response from management to the evaluation recommendations is appreciated and augers well for future achievements of UNDP in mine action.



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ACRONYMS

ADP	Accelerated Demining Programme
ANAMA	Azerbaijan National Agency for Mine Action
APMBC	Anti-Personnel Mine Ban Convention (Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction)
AXO	Abandoned explosive ordnance
BCPR	Bureau for Crisis Prevention and Recovery
CCM	Convention on Cluster Munitions
CHA	Confirmed hazardous area
CND	Comissão Nacional de Desminagem – National Demining Commission
CRPD	Convention on the Rights of Persons with Disabilities
CTA	Chief Technical Advisor
DHA	Department of Humanitarian Affairs
DPKO	Department of Peacekeeping Operations
ERW	Explosive remnants of war
FSD	Swiss Foundation for Mine Action
GICHD	Geneva International Centre for Humanitarian Demining
GMAP	Gender and Mine Action Programme
IEO	Independent Evaluation Office
IMAS	International Mine Action Standards
IMSMA	Information Management System for Mine Action
IND	Instituto Nacional de Desminagem – National Demining Institute
ICRC	International Committee of the Red Cross
LIS	Landmine Impact Survey
MAG	Mines Advisory Group
MLSW	Ministry of Labour and Social Welfare
MRE	Mine risk education
NGO	Non-governmental organization
NMAC	National Mine Action Centre
NMAS	National Mine Action Standards
NPA	Norwegian People's Aid
NRA	National Regulatory Authority for the Lao People's Democratic Republic
OAS	Organization of American States
OCHA	Office for the Coordination of Humanitarian Affairs
QA	Quality Assurance
SAC	Survey Action Centre
SMAP	Support to Mine Action Programme

STMAP	Support to Tajikistan Mine Action Programme
TOC	Theory of change
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNMAS	United Nations Mine Action Service
UNOMOZ	United Nations Operation in Mozambique
UNOPS	United Nations Office for Project Services
UXO	Unexploded ordnance
YEMAC	Yemen Mine Action Centre

EXECUTIVE SUMMARY

INTRODUCTION

The UNDP Independent Evaluation Office (IEO) has conducted an evaluation of the UNDP contribution to mine action, as specified in the IEO medium-term evaluation plan, 2014-2017 (DP/2014/5) approved by the Executive Board. The objective of this evaluation was to determine, to the greatest extent possible, the UNDP contribution to mine action, taking into account its global programme and considering evidence at country and community levels.

Recognizing that most UNDP mine action support is focused on establishing the enabling environment and management capacities rather than the physical process of landmine removal, the evaluation sought to understand the extent to which the UNDP contribution to mine action has strengthened national institutional capacities to deliver mine action services that reduce vulnerability, enable equitable development, advance the rights of persons with disabilities and support compliance with relevant international treaties.

The evaluation team established a theory-based approach to gauge the UNDP contribution to mine action that built on data collected through the global portfolio analysis, desk studies and detailed country case studies. Community-based observations, interviews, focus groups and other rapid appraisal techniques were the principal modes of data collection for the country case studies. Overall, 24 mine-affected communities were visited to consider whether UNDP support has contributed to positive impacts at the local level. During visits, evaluators obtained information to determine: (a) how land release has affected local communities, including marginalized populations; and (b) whether the situation of landmine survivors and their families had changed and whether any such changes have extended to persons with disabilities more broadly.

The three countries selected for in-depth field study were the Lao People's Democratic Republic, Mozambique and Tajikistan. These countries were selected for their potential to reveal particular insights into the evaluation questions and to provide community-level evidence of impact.

CONTEXT

Landmines are explosive devices deposited on or below the surface of the ground and designed to explode based on the pressure typically rendered by a person, livestock or vehicle. Explosive remnants of war (ERW) are munitions left behind after a conflict has ended. They include unexploded artillery shells, grenades, mortars, rockets, airdropped bombs and cluster munitions. International law considers ERW to consist of unexploded ordnance (UXO) and abandoned explosive ordnance, but not landmines.

Landmines and ERW continue to pose a threat to civilians in many countries. They continue to be found on roads, footpaths, fields, forests, deserts and surrounding infrastructure. This threat is manifested by restricted freedom of movement, reduced access to basic needs, hunting grounds and firewood, limited resettlement opportunities and obstructed delivery of humanitarian aid.

Mine action is a collective term used internationally to encompass the demining of landmines and ERW; the destruction of landmines and ERW stockpiles; landmine and ERW risk education; mine victim assistance; and advocacy against the use of landmines and cluster munitions. The objective of mine action is to reduce the risk from landmines and ERW to a level where people can live safely and where development can occur free from the constraints imposed by contamination.

Since the entry into force (in 1999) of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction (also known as the Ottawa Convention), there has been substantial progress in the mine action arena. For example, reported casualties from landmines and other ERW are at an all-time low. In 2013, a global total of 3,308 casualties was reported; the reported incidence rate of mine casualties per day for 2013 is one third of that reported in 1999, when there were approximately 25 casualties every day.

According to the Landmine Monitor (2014), 56 countries and four other areas continue to have a confirmed threat from anti-personnel mines. Six additional countries (Djibouti, Namibia, Oman, Palau, Philippines and Republic of Moldova) have suspected residual mine contamination. All but 15 countries (Afghanistan, Angola, Azerbaijan, Bosnia and Herzegovina, Cambodia, Chad, Democratic People's Republic of Korea, Iraq, Israel, Lao People's Democratic Republic, Lebanon, Myanmar, Syrian Arab Republic, Thailand and Viet Nam) have been indicated by the Monitor to be fully capable of finalizing clearance by the end of 2019 if resources and efforts are sustained.

UNDP support is best considered within the wider context of the global development of mine action, including the body of international laws that buttress global and national efforts to limit the use of landmines and UXO. The initial context for mine action was shaped by post-conflict peacekeeping and humanitarian emergencies in which the United Nations assumed direct operational responsibility to respond to landmine issues. The key areas of attention in mine action were identified initially as demining, reduction of risk to civilians and support to mine victims. Subsequently, destruction of stockpiles of prohibited munitions in States party to relevant conventions and advocacy for a universal landmine ban were added.

UNDP, through its mine action programmes and projects, has established its role and legitimacy within a context where other actors (including United Nations peacekeeping operations) are operational. This environment includes multiple United Nations entities (particularly the United Nations Mine Action Service, United Nations Children's Fund and the United Nations Office for Project Services; multiple international non-governmental organizations typically serving as mine action operators (particularly Danish Church Aid, Danish Demining Group, Swiss Foundation for Mine Action, HALO Trust, Handicap International, Mines Advisory Group and Norwegian People's Aid); the Governments of countries affected by mines; and donors.

In 2013, the Secretary-General launched the new Strategy of the United Nations on Mine Action, 2013-2018, which engages 14 United Nations entities through the Inter-Agency Coordination Group on Mine Action. The strategy reaffirms that affected States have primary responsibility for mine action within their own territories. In each context, United Nations assistance is expected to shift over time as well as in nature and intensity, according to requests for assistance and the comparative advantages of other actors. The strategy emphasizes that the identification of the impact of mine action work is essential to facilitating evidence-based policy-making and results-based management.

During the last decade, UNDP mine action work has focused heavily on 14 countries, each with a mine action budget in excess of $10 million: Afghanistan; Azerbaijan; Bosnia and Herzegovina; Cyprus; Ethiopia; Iraq; Jordan; Lao People's Democratic Republic; Mozambique; Sri Lanka; Sudan; Tajikistan; Yemen; and State of Palestine. Additionally, Angola, Cambodia and Croatia received at least that level of UNDP support prior to 2004. Since 2004, Afghanistan ($47.6 million), Lao People's Democratic Republic ($65.7 million) and Mozambique ($38.8 million) have received the most UNDP mine action funding.

As set out in the United Nations policy on mine action and effective coordination (2005) and Strategy of the United Nations on Mine Action

2013-2018, the UNDP role in mine action is expected to focus on assisting mine-affected countries to establish and strengthen their mine action programmes. A review of the UNDP portfolio suggests that UNDP support has evolved country by country and now includes virtually all aspects of mine action, including mine removal operations and victim assistance projects. Where UNDP support has included provision and/or facilitation of local services, it is usually to pilot new procedures and technologies for replication and scaling up by government and other mine action service providers.

FINDINGS

1. There is a general consensus among stakeholders interviewed for this evaluation that UNDP has been a valuable participant in the global mine action effort, helping national Governments to establish and manage their mine action programmes.

2. Since 2008, the profile of mine action within the UNDP strategic framework has declined, and the temporary closing of the mine action global programme caused uncertainty among stakeholders as to the long-term strategic engagement of UNDP in this area.

3. UNDP is viewed as a neutral and reliable partner with considerable country-level knowledge, proven experience and comparative advantages in providing institutional support. In over two dozen countries, it has contributed substantially to mine action institutional capacity.

4. UNDP support has generally been successful in stimulating Governments to institutionalize mine action, including through the formal establishment of national mine action management institutions.

5. South-South cooperation for institutional capacity-building has been a regular feature of UNDP mine action support, especially in earlier phases when new country programmes were coming on line and there was a centralized mine action unit in the UNDP Bureau for Crisis Prevention and Recovery. During the past decade, South-South cooperation on mine action has been ad hoc, initiated by UNDP country programmes and national government counterparts.

6. One of the most important roles that UNDP plays in mine action is to facilitate and channel international funding.

7. UNDP has actively supported Governments in transitioning to full responsibility for managing their mine action programmes. The results have been generally positive, albeit slow, and several transitions to national ownership have called into question the extent to which these capacities are sustainable without continued international support.

8. While mine action programmes often refer to their supportive role for development, UNDP has struggled to effectively mainstream its mine action programming within its other development work in many countries.

9. UNDP has promoted gender equality in its mine action work and stressed the need for gender-disaggregated data. Many partner countries have shown a general commitment to gender equality.

10. UNDP has played a limited role in support of operational demining activities, the issuance of national mine action standards and the destruction of landmine and UXO stockpiles.

11. The capacity of national partners in the area of information management for mine action remains a challenge.

12. Over time, the prioritization of mine clearance has evolved and become more systematized, and UNDP has been a strong proponent of strategic planning and evidenced-based clearance methodologies. More recent national mine action strategies have benefited from greater national ownership, better information and more reasonable expectations.

13. UNDP has sought to frame its support for mine action in terms of the contribution to poverty reduction. In most villages visited,

there is some evidence of improvements in standards of living over the course of the mine action programme, although the extent to which this is a direct result of the demining effort is difficult to quantify.

14. The UNDP pro-poor orientation was not evident in day-to-day support to mine action. Nonetheless, continuing UNDP support to mine action has an inherent pro-poor bias, as remaining landmine problems in mature programmes typically concentrate on poor rural areas.

15. The evaluation did not find evidence that the release of previously mined land was a significant source of conflict.

16. UNDP has contributed to an increased sense of safety in demined areas, which is reported by community members as the major impact of mine action at the community level.

17. UNDP has had limited engagement in support to mine victims and survivors. In the instances where it has provided support in this area, it has mostly focused on institutional aspects and its work has been well received by national partners.

18. In the few cases where UNDP has provided substantial, long-term support to countries for victim assistance, some improvement in services can be discerned, including more generally for persons with disabilities.

CONCLUSIONS

Conclusion 1: UNDP support to mine action has contributed substantially to increased human safety, through the reduction of risk. To a lesser degree, it has also led to improvements in socio-economic conditions at the community level.

Conclusion 2: The phasing down of the UNDP global mine action programme over the past decade has lessened its strategic coherence and limited the capacity of headquarters to fully support staff at the country level.

Conclusion 3: The main value-added contribution of UNDP is the establishment of national institutional capacities to manage mine action. Nevertheless, the transition to national ownership of mine action in some countries aided by UNDP has been slow and inconsistent, and the sustainability of some nationally managed programmes remains in question.

Conclusion 4: As mine action programmes mature, they tend to become increasingly more focused on poor rural communities with a wide array of development challenges. UNDP has recognized that there are important development linkages for mine action, yet there is scant evidence that this recognition has led to linking with or targeting of other development programming in poor communities that have been demined.

RECOMMENDATIONS AND MANAGEMENT RESPONSE

Recommendation 1: UNDP should reaffirm its strategic commitment to mine action support globally and ensure that the dozen countries with ongoing mine action programmes are fully supported at the headquarters and regional levels.

UNDP should support mine action over the long term as a result of obligations created by the Ottawa Convention and as a result of its long-standing post-conflict redevelopment support to national Governments. The legal obligation to eliminate all known and suspected mined areas, including low-density and low-risk areas, implies that some mine-affected countries will continue to seek international assistance over the long term. For the immediate future, roughly 12 national Governments can be expected to continue requesting UNDP support for mine action.

***Management response**: UNDP management agrees that UNDP should support mine action over the long term, both to comply with obligations created by the Anti-Personnel Mine-Ban Convention and as part of its long-standing post-conflict recovery support to national Governments. UNDP management will*

also: (a) ensure that mine action technical advisers have requisite management and capacity-building skills; (b) ensure that UNDP is providing practical guidance to countries on transitioning to national implementation and enhancing development support in demined areas; and (c) maintain high-level headquarters engagement with the Inter-Agency Coordination Group on Mine Action, the Mine Action Support Group and the annual meetings of Mine Action National Programme Directors and United Nations Advisers.

Recommendation 2: UNDP should further enhance its institutional capacity support services to Governments on mine action, building on lessons from successful transitions to sustainable national ownership and utilizing South-South cooperation opportunities and closer engagement with United Nations and other international partners.

In keeping with the UNDP Strategic Plan and in consideration of the results of UNDP mine action support highlighted in this evaluation, UNDP should continue and enhance its support to national Governments in the areas of: (a) institutional capacity assessment for mine action, including the use of relevant indicators; (b) development and management of comprehensive databases of suspected and released mine areas; (c) land release prioritization; (d) strategies for transition to national ownership of mine action programmes; (e) mainstreaming mine action into broader development imperatives, with special emphasis on marginalized communities; (f) taking gender aspects into account in mine action programming; (g) linking victim assistance support, where it exists within mine action programmes, into broader support for persons with disabilities; (h) efficiently channelling donor funding; and (i) utilizing partnerships with other United Nations agencies and international organizations. UNDP should update its mine action programme guidance to clarify priorities, elaborate practical methods and utilize its roster of capable consultants for technical support and policy research in the above areas.

***Management response**: UNDP management agrees with the recommendation that UNDP should continue and enhance support to national Governments in the following areas: (a) institutional capacity assessment for mine action, including the use of relevant indicators; (b) development and management of comprehensive databases of suspect and released mine areas; (c) land release prioritization; (d) strategies for transition to national ownership of mine action programmes; (e) mainstreaming mine action into broader development imperatives, with special emphasis on marginalized communities; (f) taking gender aspects into account in mine action programming; (g) linking victim assistance support, where it exists within mine action programmes, into broader support for persons with disabilities; (h) efficiently channelling donor funding; and (i) utilizing partnerships with other United Nations agencies and international organizations.*

UNDP will update its mine action programme guidance to clarify priorities, elaborate practical methods and utilize its roster of qualified consultants for technical support and policy research in the above-mentioned areas.

UNDP management also agrees that a stronger focus on Strategic Objective 3 is needed and will actively participate in the midterm evaluation of the Strategy of the United Nations on Mine Action, and advocate for greater emphasis within this Strategic Objective on the capacity development of national institutions, with clearer indicators for measuring success. It is, however, important to note that UNDP's contribution is also key for Objective 1, Reducing risks to individuals and socioeconomic impacts of mines and ERW, which is an important area of focus for UNDP's development and mine action work.

In early 2015, the UNDP Support Framework for Development and Mine Action was prepared and identified the following two areas of focus:

(a) *Translating mine action into sustainable development dividends in the form of jobs and livelihoods;*

(b) *Strengthening national institutions that accelerate development benefits, including livelihoods and human security.*

In view of this and in the context of the UNDP Strategic Plan, a sharper focus on the development and mine action agenda will be pursued. This approach will follow three tracks:

(a) *Context/assessment: ensuring that the impact of landmines/ERW on development is well understood and includes policy and institutional capacities required to enhance jobs and livelihoods through mine action programming;*

(b) *Capacities/areas of focus: the selection of the areas of focus will be informed by the assessment/analysis;*

(c) *Development outcomes: development outcomes will be measured either directly or indirectly through jobs/livelihoods generated, particularly for women and marginalized groups; hectares of land cultivated, human security, etc.*

Under the first area of focus, UNDP mine action programmes will concentrate on three themes: protecting lives; restoring livelihoods; and supporting recovery and development. Under the second area of focus, UNDP will concentrate on strengthening national institutions that accelerate development benefits, e.g., human security or other opportunities. Links to the UNDP Strategic Plan, 2014-2017, will be ensured through alignment of mine action with the plan's Outcome 1 (Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded) and Outcome 3 (Countries have strengthened institutions to progressively deliver universal access to basic services).

Recommendation 3: In the near term, most of the requests for UNDP support on mine action will focus on mature national programmes in non-conflict circumstances where the residual mine problems are located in poor rural areas. This suggests an important development need that UNDP is well suited to support by providing strategies and techniques for job creation and market development, and by channelling targeted donor support towards improving the socioeconomic conditions in mine-affected communities.

The capacities of rural communities, especially poor ones, to improve standards of living is dependent on many factors such as access to labour, credit and markets. Nevertheless, in nearly every community visited for the three country case studies, the lives and livelihoods of impacted communities and citizens were improved as a result of demining and land release. At the same time, in every case far more could have been achieved if additional resources had been made available simultaneously to stimulate the local economy. Landmine clearance should not be seen as an end result but rather as an initial step in a much longer development effort.

***Management response**: UNDP management fully agrees that the capacities of rural communities, especially poor ones, to improve standards of living is dependent on many factors such as access to labour, credit and markets. In nearly every community impacted by landmines, the lives and livelihoods of the communities and citizens are improved as a result of demining and land release. Management agrees that UNDP should do far more to support national and subnational authorities and affected communities in stimulating the local economy. The clearance of landmines should not be seen as an end result, but rather as an initial step in a much longer development effort.*

Moving forward, one of the main objectives of UNDP initiatives should be the attainment of socioeconomic benefits. In essence, project developers and implementers will need to ensure that released land is used for socioeconomic development. In order to pursue this strategy and overcome all possible bottlenecks, the UNDP approach to mine action will follow three tracks, as identified above in the management response to Recommendation 2:

(a) *Context analysis and needs assessment. This will help to ensure that the impact of landmines/ERW on development is well known and understood, and that this information is factored into*

the selection of recovery and development priorities. The assessment will also cover the policy and institutional capacities required to enhance jobs and livelihoods through mine action programming;

(b) *Careful selection of the areas of focus. The selection and packaging of the areas of focus will be informed by the assessment/analysis and guided by their relevance to and synergy with related focus areas of the UNDP Strategic Plan;*

(c) *Emphasis on results and outcomes. Results achieved will be measurable contributions to development outcomes, and will contribute either directly or indirectly to jobs created, livelihoods restored and other social and environmental indicators (depending on the focus of any particular mine action intervention).*

In the context of partnering with national institutions, UNDP will work not only with national mine action authorities but also with relevant ministries for sector-led development. A key focus for UNDP will be to strengthen the capacities of civil society organizations that enable people's participation in development planning and acceleration of peace and development dividends, in particular livelihoods in areas previously affected by mines. UNDP will work with other development actors, in particular the private sector and national public service institutions, to ensure that planning is done for development. In addition, UNDP will maintain its role of initiator and nurture South-South and triangular collaboration, including with a wide range of development practitioners. This will focus on the creation of development benefits for affected women, men and communities.

Chapter 1

INTRODUCTION

1.1 BACKGROUND AND PURPOSE OF THE EVALUATION

The United Nations Development Programme (UNDP) Independent Evaluation Office (IEO) has conducted an evaluation of the UNDP contribution to mine action. This evaluation is part of the UNDP Executive Board-approved programme of work for the UNDP IEO in 2014/2015 and will be presented to the Executive Board at its first regular session of 2016, in January.

Mine action was selected as an issue for assessment for several reasons. First, it constitutes a set of activities that UNDP has supported in over 40 countries, and for over two decades. Consequently there is a rich body of evidence to build from. Second, while the role of UNDP in mine action is mostly focused on governance and capacity-building, the main purpose of mine action is to achieve a very tangible result – the removal of landmines; therefore in theory there should be opportunities for considering not just outcomes, but also progress towards impact. Mine action was also selected for assessment based on the potential utility of the independent evaluation during a period when UNDP was considering whether and how best to continue its global mine action programme.

As with all 'thematic' evaluations developed by the IEO, this evaluation was designed to support organizational learning and accountability. The evaluation was also designed to help determine, to the fullest degree possible, the contribution of UNDP to national mine action efforts, and to draw upon this evidence to make recommendations for future programming, within the context of the UNDP Strategic Plan, 2014–2017, and the Strategy of the United Nations on Mine Action 2013–2018.

1.2 DEFINITION OF MINE ACTION

Mine action is a collective term used internationally to encompass the demining of landmines and explosive remnants of war (ERW); the destruction of landmines and ERW stockpiles; landmine and ERW risk education; mine victim assistance; and advocacy against the use of landmines and cluster munitions. According to the United Nations, mine action is "... not just about demining; it is also about people and societies, and how they are affected by landmine contamination. The objective of mine action is to reduce the risk from landmines and ERW to a level where people can live safely; in which social, economic and health development can occur free from the constraints imposed by landmine contamination". While there has been significant progress in the mine action arena, including through adoption and implementation of international treaties, there remain areas where landmines continue to be produced, stored and used, including by non-State groups. This evaluation seeks to understand the impact of UNDP's contribution to mine action within this broader community and context of mine action work.

1.3 EVALUATION METHODOLOGY

1.3.1 EVALUATION APPROACH

The objective of this evaluation is to determine, to the greatest extent possible, the UNDP contribution to mine action, taking into account its global programme and considering evidence at country and community levels. The evaluation includes a global portfolio analysis covering all UNDP global, regional and country-based mine action programmes and projects since the beginning of UNDP involvement in mine action in the mid–1990s.

The evaluation then considers a small sample of UNDP interventions at the country and community level, from which a more detailed consideration of UNDP contribution to mine action has been undertaken, including some consideration of impact.

Most UNDP mine action support is focused on establishing the enabling environment and management capacities, rather than the physical process of landmine removal. In recognition of this reality, the evaluation has sought to understand the extent to which the UNDP contribution to mine action has strengthened national institutional capacities to deliver mine action services that reduce vulnerability, enable equitable development, advance the rights of persons with disabilities and support compliance with relevant international treaties.

UNDP's intended results in its mine action work have been directly compared to actual results through a review of project and programme documents and previous evaluations. Evidence of UNDP support has been scrutinized, especially in terms of strengthened national institutions, legal frameworks and practices that result in responsive mine action services for affected communities.

The following five sets of questions were set out in the evaluation terms of reference and have been used to guide the evaluation. Annexed to this report are the related sub-questions, with indicators and data sources.

- To what extent was UNDP support to mine action relevant to the needs of countries supported? Did support vary among countries and over time to reflect different national contexts? Is the scope and extent of UNDP global engagement in mine action consistent with its mandate and linked to other support efforts?
- Were targeted government capacities, policies, services and laws developed? To what extent did UNDP assistance contribute?
- Have the lives and livelihoods of impacted communities and citizens improved as a result of demining and land release? To what extent did UNDP assistance contribute?
- Have the living conditions of mine victims changed significantly? Does support for mine victims extend to all persons with disabilities? How, if at all, did UNDP support contribute?
- Are the capacities, policies and services developed with UNDP support likely to continue without further UNDP involvement?

1.3.2 EVALUATION CRITERIA

The evaluation builds on evidence of outputs and outcomes. For the purposes of this evaluation the definition of these terms is as follows:

Outputs include changes in the capacity of the government institutions supported by UNDP mine action. These changes may be signs of UNDP effectiveness.

Outcomes include increased safety, availability of previously contaminated land for use and support for the rights and reintegration of landmine survivors, as well as national ownership of the mine action programme. Outcomes are generally the direct result of actions by the government entity, mine action operator or other implementing partner, rather than of actions by UNDP (unless UNDP is acting as an operator/service provider in a specific case).

When considering results and impacts, the evaluation builds from the widely accepted criteria of the Organisation for Economic Co-operation and Development/Development Assistance Committee and the United Nations Evaluation Group on relevance, effectiveness, sustainability and impact.

Relevance

Relevance is considered at global and country levels. The evaluation considers UNDP's work

in mine action in relation to other international actors and how these activities fit within the UNDP Strategic Plan. At country level, the evaluation considers how mine action support fits in with national development plans, the United Nations Development Assistance Framework (UNDAF) and other development assistance at the national and community levels.

Effectiveness

At the country level, the effectiveness of UNDP support is determined by assessing the development of government ownership, structures and programmes to support mine-affected communities and mine survivors and their families. This includes a review of the expected and actual outputs of UNDP support, based on information from UNDP and national authority records. Particular consideration is given to development of institutional structures and capacities, and the demonstrated engagement of government through legal and policy measures and service delivery.

Sustainability

The sustainability of government operations and the continuation of services provided or supported by external parties such as UNDP depends essentially on whether (a) those capacities are firmly embedded in the respective government institutions, and (b) the government has sufficient resources of its own or can reasonably expect sufficient external support.

Impact

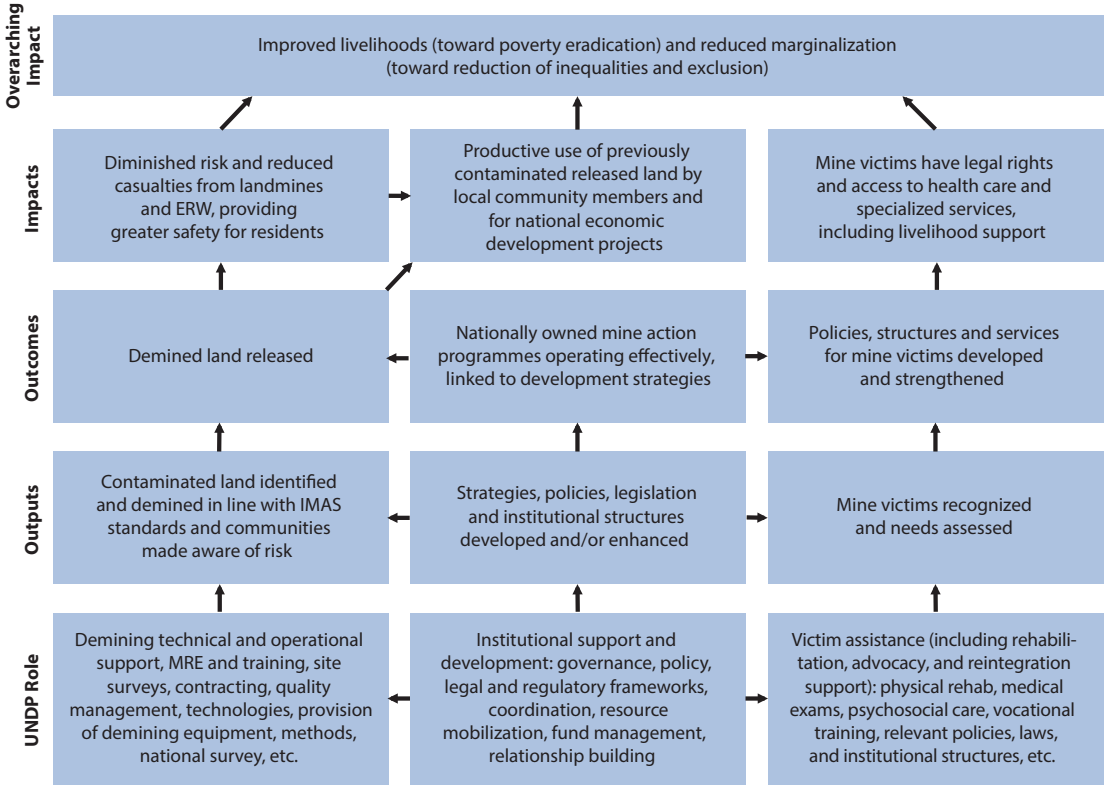
The evaluation seeks to assess impact with respect to the safety of inhabitants, the opportunities afforded by the release of previously mined lands, and the realization of the rights of, and services provided to, mine victims. The overall impact relates to improved livelihoods (towards poverty eradication) and reduced marginalization (towards reduction of inequalities and exclusion). The evaluation team has considered potential impacts using a 'theory of change' approach, which is elaborated in the next section.

1.3.3 A THEORY OF CHANGE APPROACH

Early on in the formulation of this evaluation, various approaches were considered on how best to ascertain the impact of UNDP's work on mine action. The evaluation team chose to take a theory-based approach built on data collected through a global portfolio analysis and three detailed country case studies. The principal modes of data collection for the three case studies were community-based observations, interviews and focus groups of men and women, utilizing rapid appraisal techniques. Team members visited 24 mine-affected communities to consider whether UNDP support had contributed to positive impacts at the local level. During these visits, the evaluators obtained information to determine (a) how land release has affected local communities, in particular the more marginalized populations; and (b) whether the situation of landmine survivors and their families has changed and whether any such changes have extended more broadly to persons with disabilities.

The evaluation builds on a theory of change (TOC), focusing on the causal links between intended programme interventions and observed progress towards outcomes and impacts in countries where UNDP has provided support. The TOC was developed for the evaluation based on a background review of project documents across a sample of mine action countries, including a mapping and categorizing of project-specific results and outcomes. The TOC was further refined through consultations with the Bureau for Policy and Programme Support mine action team members at UNDP headquarters. The TOC for UNDP's work in mine action served as an exploratory tool for the evaluation, to help in understanding the causal pathways for UNDP mine action support across varying contexts. As expected, modifications to the TOC were made over the course of the data collection and analysis, based on feedback of field study teams. The TOC was then used to develop findings and structure this report. A visual depiction of the revised TOC is presented in Figure 1.

Figure 1. Theory of change: UNDP support to mine action



Assumptions

Political, social and economic situation in the mined area is conducive to progress on landmine and UXO removal.

Financial and human resources are obtainable through national and international means to address the landmine and UXO problem.

The evaluation has focused primarily on community-level impact, rather than on national economic development impact, although both are reflected in the TOC. Actual victim assistance may be less pronounced than would be implied in this TOC, given the limited scope that UNDP has given to this area of work in most countries where it has provided mine action support.

The TOC serves as a model to help:

(a) Classify and link the results of mine action initiatives supported by UNDP within a causality chain leading to impacts (positive or negative, intended or unintended);

(b) Assess the extent of UNDP's contribution to impacts by analysing the results of UNDP support;

(c) Identify the ways in which UNDP mine action work has added value to mine action initiatives at national and community levels, and in particular has increased attention to equitable socioeconomic development.

The TOC is used as a basis for analysing the assumptions inherent in the variety of UNDP mine action engagements, and the key drivers that have enabled and/or prevented UNDP and partners from achieving desired outcomes. Factors that affect linkages between UNDP work in these areas and outcomes are explored in order to better understand UNDP's contribution to achieving impacts. Outcomes are expected in each of the three pillars of engagement, considering the uses of released lands, the establishment of effective nationally owned mine action programmes and the services provided to mine victims.

The TOC takes into account that UNDP's mine action work is implemented within broader socioeconomic, political and cultural systems and that each mine action programme is carried out in a specific context of past and current activities implemented by a range of partners. These include national and local governments, international organizations and non-governmental stakeholders such as civil society organizations and the private sector. In some cases, UNDP's role may be to support coordination mechanisms among non-UNDP actors, helping to improve the coherence of their contributions and alignment with national priorities.

While UNDP's work in mine action was not formulated using a TOC approach, the evaluation finds it a useful tool for guiding projects in the planning, implementation and evaluation phases. Therefore, the TOC drafted for this evaluation presents a conceptual framework that can be adapted to the detail and realities of mine action processes and impacts in specific country contexts. Some country offices are already planning to incorporate a TOC approach to future mine action programming, which is consistent with UNDP management intent to build TOCs into future programme development across all focal areas. As just one example, UNDP Cambodia has developed a draft TOC for its new mine action programme, covering 2016–2019, which emphasizes the human development aspects of this support.[1]

1.4 DATA COLLECTION AND ANALYSIS

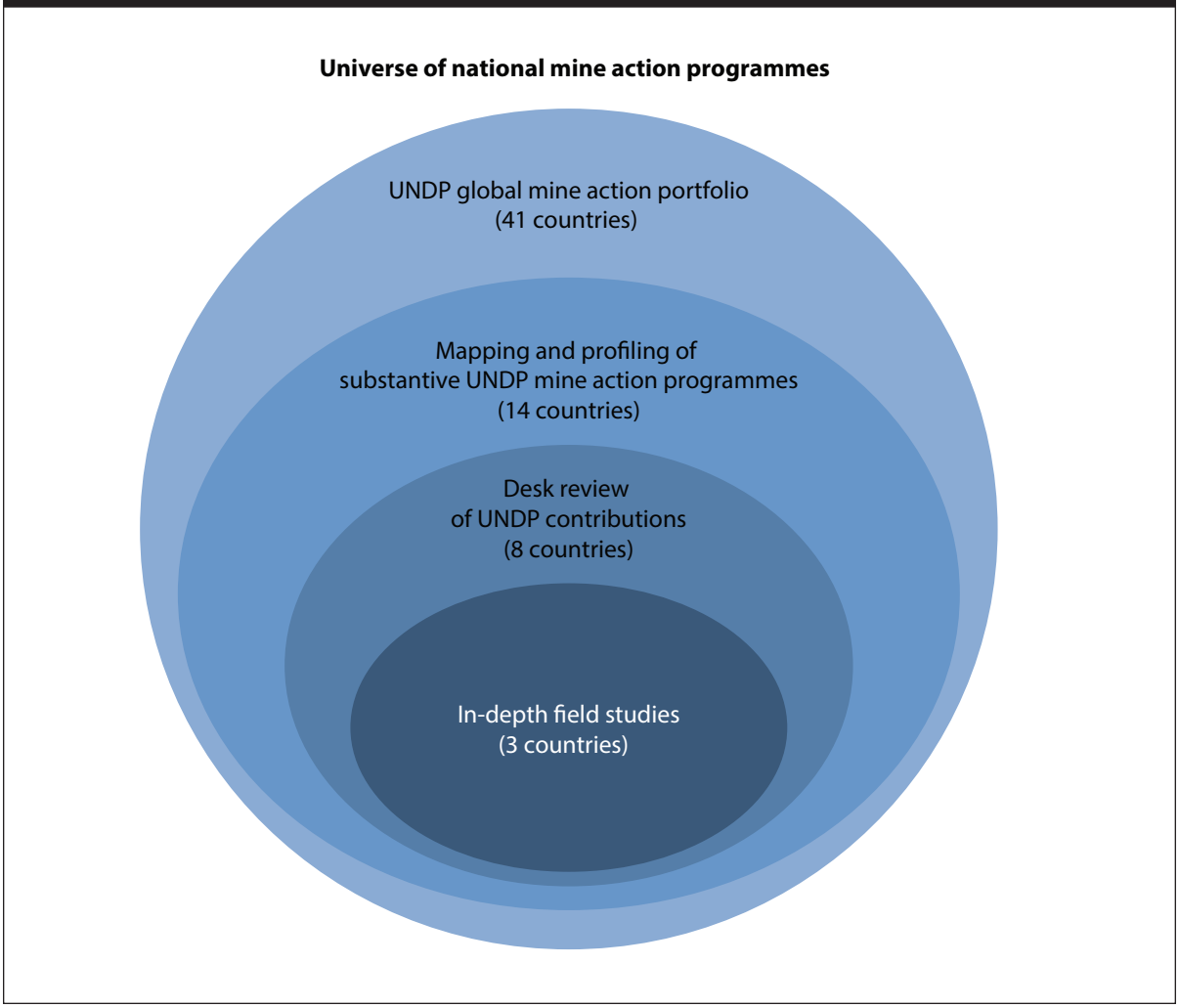
The evaluation team collected and analysed four levels of data to provide a robust assessment of the contribution of UNDP support to mine action: (a) an international overview of national programmes and stakeholders; (b) a review of the UNDP mine action portfolio; (c) a desk review of case studies of UNDP support to national authorities; and (d) three in-country case studies of the impact of mine action on communities and people. Each is described briefly below, together with the type of evaluation issue addressed. Table 1 and Figure 2 display the country breakdown and shortlist of countries examined.

Table 1. Countries selected for mapping, desk study and field study

Country	Mapping and profiling	Detailed desk study	In-depth field study
Albania	X		
Angola	X	X	
Azerbaijan	X		
Bosnia and Herzegovina	X	X	
Cambodia	X	X	
Colombia	X		
Ethiopia	X		
Jordan	X		
Lao People's Democratic Republic	X	X	X
Lebanon	X	X	
Mozambique	X	X	X
Sri Lanka	X	X	
Tajikistan	X	X	X
Yemen	X		

1 The TOC details UNDP support to mine action in line with broader development goals, namely through UNDP Cambodia's country programme document Output 1.5 on "ensuring institutional measures are in place to strengthen the contribution of the national mine action programme to the human development of poor communities" and UNDAF Outcome 1 on "sustainable, inclusive growth and development".

Figure 2. Data collection and analysis



1.4.1 UNIVERSE OF NATIONAL MINE ACTION PROGRAMMES

The evaluation developed a catalogue of national mine action programmes, noting the beginning and end dates and other important information. The catalogue provides a brief description of each programme, the mine action pillars included, and the management and operational capacities developed within it. It identifies the main stakeholders involved (including United Nations agencies, non-governmental organizations [NGOs], donors and national entities) and the level of expenditure overall and from national sources. The analysis sheds light on the field of mine action as a whole and serves as a contextual reference for the support provided by UNDP and its relevance overall. This information is drawn from the UNDP database of programmes and projects and records from other United Nations agencies. It also borrows substantially from Landmine and Cluster Munition Monitor reports.

1.4.2 UNDP GLOBAL MINE ACTION PORTFOLIO

Based on interviews with UNDP staff, data extracts from UNDP's Atlas system and an analysis of UNDP project documents, annual reports and evaluations, a global overview of UNDP mine action projects was developed through this evaluation. The portfolio review enabled consideration of the broad range of UNDP support, identified the intended and actual results of UNDP sup-

port in each country, the modality through which the support has been provided, the expenditures undertaken for each result, and in some cases impacts that were expected or affirmed to have occurred. As a component of the evaluation, a mine action e-library was developed through a data-gathering exercise across all countries with UNDP mine action programming. UNDP country office focal points engaged in this exercise, including by uploading documents to a dedicated, shared internet site and by verifying project lists. It is anticipated that this e-library will be made publicly available, to serve as a mine action knowledge repository, and will include both UNDP and external mine action information.

1.4.3 MAPPING, PROFILING AND DESK STUDIES

Mapping and profiling was conducted for 14 countries that were selected because of their substantial UNDP mine action engagement. Desk studies were developed for 8 of these countries (3 of which were further elaborated through field missions). The desk studies included Skype interviews and email correspondence with UNDP country office mine action focal points, as well as former UNDP chief technical advisors and national mine action authority representatives, where available. A workshop was held at the Geneva International Centre for Humanitarian Demining (GICHD) in May 2015, with the participation of Centre staff members. The workshop served as a forum for gaining insights on questions surrounding UNDP mine action relevance, effectiveness and sustainability, particularly regarding countries selected for mapping, profiling and field missions.

1.4.4 IN-DEPTH REVIEW OF UNDP MINE ACTION SUPPORT AT THE COUNTRY LEVEL

Three countries were selected for in-depth field studies: Lao People's Democratic Republic, Mozambique and Tajikistan. These countries were selected for their potential to reveal particular insights into the evaluation questions, and especially to provide community-level evidence of impact. The selection of these three countries was based on criteria that included: (a) the extent and duration of UNDP mine action support; (b) ongoing and/or recent cessation of UNDP mine action engagement; (c) availability of background documentation; (d) ability to conduct observations in the field, recognizing safety considerations and government agreement; (e) regional variation; and (f) the presence of various aspects of UNDP mine action engagement.

The evaluation examined in greater detail the development of mine action and support provided by UNDP in the three case study countries where field missions were carried out. The field missions enabled the evaluation team to explore in greater detail the full scope of the respective national mine action programmes, to consider the range of support provided by UNDP and to analyse intended and actual results in terms of development of national ownership, management and regulatory capacities, laws, policies and programmes. The field studies also helped to determine (a) the overall relevance of UNDP support to country mine action programmes; (b) the specific areas in which UNDP support is more relevant and has shown effectiveness in producing enhanced management and institutional capacity; and (c) whether observed outputs and outcomes are likely to be sustainable.

Country-level background was obtained primarily from UNDP and national mine action authorities, and validated with other sources (operators, donors, international non-governmental organizations [INGOs], Landmine Monitor). As an example, during the Tajikistan case study, a workshop was held with key stakeholders engaged in mine action and victim assistance. In all three case study countries the evaluation team sought the following information:

- Extent of the original and current landmine/ERW problem
- Nature and amount of support provided by UNDP regarding development of key capacities for management of the national programme (information management, prior-

itization, quality management, national planning/coordination)

- Other stakeholders and the support they have provided
- Extent and nature of programmes of support for mine survivors (medical and physical recuperation; socioeconomic reintegration)
- Expected and actual results of UNDP support (from project documents, programme reports and evaluations)
- UNDAF and other government development strategy documents referencing mine action
- Detailed background on the mine-affected communities and mine survivors selected for further study (survey results, demining plans and maps, 'before' and 'after' photos, handover reports, intended use and beneficiaries, contact information for mine survivors)

1.4.5 IN-DEPTH FIELD STUDIES OF IMPACT ON MINE-AFFECTED COMMUNITIES

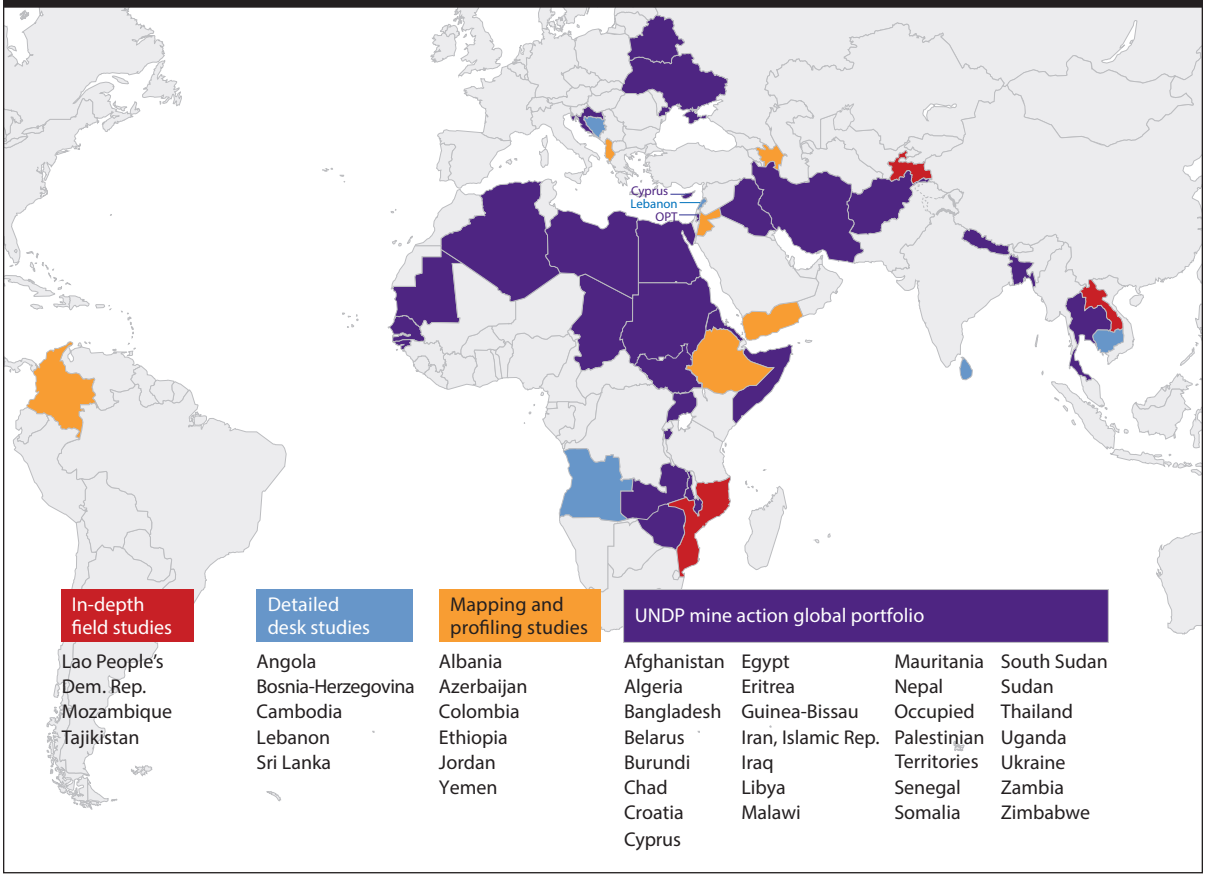
At the community level, the evaluation examined the impacts on communities and residents resulting from (a) the release for use of previously mined land, and (b) programmes of support for physical recuperation and socioeconomic reintegration of mine survivors. Altogether, 24 communities were visited across the three case study countries. They were selected based upon particular criteria, including that they were situated in previously mine-affected land that had been released for use at least five years earlier. The five-year limit was imposed to ensure that enough time had transpired after mine clearance for livelihood improvements to be discerned. The case studies focused particular attention on who benefited from clearance and in what ways. In communities with mine survivors, the evaluation assessed the range of support services and programmes accessed by mine survivors, and whether the services and programmes were also accessed by other persons with disabilities.

The field mission teams tried to determine whether UNDP support at the national level had in any way contributed to impacts at the local level, and whether positive impact might be increased were UNDP to redirect its mine action and other support. Data were extracted from existing reports on clearance completion and case study material. Secondary data were supplemented with primary information collected through focus group discussions and direct observations in all communities visited. Standard protocols were used to guide separate focus group discussions with women and men. Each focus group had 5 to 15 participants. Rapid rural appraisal techniques utilized during the field visits included interviews with local officials and beneficiaries and survivors, community mapping, contamination impact assessments and socioeconomic profiling.

Table 2. Primary data collected across three field studies

Country	Number of communities visited	Number of focus group discussions conducted	Rapid rural appraisal techniques utilized					
			Direct observation /field visits	Interviews with local officials	Beneficiary/ survivor interviews	Community mapping	Impact assessment	Socio-economic profiling
Lao PDR	8	16	X	X	X	X	X	X
Mozambique	11	18	X	X		X	X	X
Tajikistan	5	8	X		X		X	X
Totals	24	42						

Figure 3. Map of UNDP Mine Action Work



Note: These maps are stylized and not to scale. They do not reflect a position by the United Nations Development Programme on the legal status of any country or territory or the delimitation of any frontiers.

Source: Independent Evaluation Office

1.4.6 LIMITATIONS AND CONSTRAINTS

The evaluation has experienced typical data constraints, made more acute by the commitment to extend the analysis to gauge impact at the community level. In most instances, community-level data on socioeconomic changes resulting from land mine clearance were not available. Case study teams were able to gather some data and use community focus groups to help determine community perceptions of the changes that have occurred. More detailed economic analysis would have required community canvassing and other techniques that would have exceeded the available time and financial resources.

Also, and not surprisingly, the evaluation team encountered difficulties in tracking the origins and achievements of mine action programmes in the 1990s and early 2000s. Some difficulty was due to gaps in institutional memory, given that some technical advisors and national government counterparts had moved on. A particular challenge noted in the discussion on UNDP's historical engagement in mine action is the lack of programme and project data available in digital format prior to 2004, when UNDP's Atlas enterprise management software came on line.

The evaluation team recognizes the distance that needs to be covered when attempting to link capacity-building work at the national level to impacts at the community level. For example, most of UNDP's achievements, particularly at the community level, are through partnerships with national governments and other actors. In many cases, direct engagement of UNDP with communities is limited. This connection becomes

even more tenuous when programmes are nationally implemented and the role of UNDP is essentially limited to advisory and fiduciary support. Consequently, the team has been careful to discuss UNDP's contribution to perceived impacts, rather than attribution.

It is important to note further that since the desk reviews analysed three detailed case studies and an additional seven country programmes, the assessment covers roughly a quarter of the countries where UNDP has supported mine action. There is a recognized bias toward larger-budget programmes, where the team anticipated finding more evidence of community-level results of UNDP support.

1.5 REPORT STRUCTURE

Following this introduction, the evaluation report contains three additional chapters. Chapter 1 describes the context, Chapter 2 reports on the results and Chapter 3 provides conclusions and recommendations. Annexed to the report is additional background information, including summaries of the three country case studies, and a detailed history of the work of the United Nations in mine action.

Chapter 2

CONTEXT

2.1 THE LINGERING DEVASTATION OF LANDMINES AND UNEXPLODED ORDNANCE

2.1.1 LANDMINES, ERW AND THEIR USE

Landmines are explosive devices deposited on or below the surface of the ground and designed to explode based on the pressure rendered by, for example, a person, livestock or a vehicle. In war, landmines have been used both defensively and offensively. Unless cleared, landmines placed during war or conflict can continue to kill and injure victims for decades after the conflict has ended. Landmines include both anti-personnel mines and anti-vehicle mines. Anti-personnel mines are usually small, detonated with only a few kilograms of pressure, and are designed as either blast or fragmentation mines, often meant to injure rather than kill. Anti-vehicle mines are munitions designed to explode from the pressure rendered by heavier items such as military tanks but also, in post-conflict settings, by cars, trucks, tractors and wagons.

ERW are munitions left behind after a conflict has ended. They include unexploded artillery shells, grenades, mortars, rockets, airdropped bombs and cluster munitions. International law considers ERW to consist of unexploded ordnance (UXO) and abandoned explosive ordnance (AXO), but not landmines. Explosive weapons that were used but failed to detonate as intended become UXO. AXO are explosive ordnance that were not used during armed conflict but were left behind and are not effectively controlled. Like landmines, ERW often have an indefinite lifespan and are usually activated by disturbance, force or movement.

2.1.2 CONTINUING THREATS

Landmines and ERW continue to pose a threat to civilians in many countries. They continue to be found on roads, footpaths, fields, forest floors, deserts and surrounding infrastructure. For affected or at-risk populations, this threat manifests as restricted freedom of movement; reduced access to means of meeting basic needs; reduced access to hunting grounds, farmland and firewood; limited resettlement opportunities; and obstructed delivery of humanitarian aid.

Since the entry into force (in 1999) of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and Their Destruction (also known as the Ottawa Convention, Anti-Personnel Mine Ban Convention or Mine Ban Treaty), there has been substantial progress in the mine action arena. For example, reported casualties from landmines and other ERW are at an all-time low. In 2013, the reported global casualties were 3,308; the reported incidence rate of mine casualties per day for 2013 is one third of that reported in 1999, when there were approximately 25 casualties every day.[2]

According to the Landmine Monitor (2014), as of October 2014, 56 countries and four other areas continue to have a confirmed threat from anti-personnel mines (Table 3). A further six countries (Djibouti, Namibia, Oman, Palau, Philippines and Republic of Moldova) have either suspected or residual mine contamination. The Monitor has indicated that all but 15 countries are fully capable of finalizing clearance by the end of 2019 if resources and efforts are sustained.

2 Landmine Monitor, 2014. Note that true casualty figures may be different, and probably higher, recognizing the likelihood of reporting inaccuracies in some countries. On the other hand, the decrease in casualties is likely to be more significant due to improved record-keeping and reporting over time.

Table 3. Mine-affected countries and other areas/territories with confirmed mine contamination as of October 2014

Africa	Americas	Asia-Pacific	ECIS	Middle East
Angola	Argentina*	**Afghanistan**	**Armenia**	**Algeria**
Chad	Chile	**Cambodia**	**Azerbaijan**	**Egypt**
Democratic Republic of the Congo	**Colombia**	China	**Bosnia and Herzegovina**	**Jordan**
Eritrea	Cuba	India	**Croatia**	**Iran (Islamic Republic of)**
Ethiopia	Ecuador	**Lao People's Democratic Republic**	**Cyprus**	**Iraq**
Mauritania	Peru	Myanmar	Georgia	Israel
Mozambique		Democratic People's Republic of Korea	Kyrgyzstan	**Lebanon**
Niger		Pakistan	Russian Federation	**Libya**
Senegal		Republic of Korea	Serbia	Morocco
Somalia		**Sri Lanka**	**Tajikistan**	**State of Palestine**
South Sudan		**Thailand**	Turkey	Syrian Arab Republic
Sudan		**Viet Nam**	United Kingdom*	**Yemen**
Zimbabwe			Uzbekistan	Western Sahara[4]
Somaliland			*Kosovo*[3]	
			Nagorno-Karabakh	

ECIS=Europe and the Commonwealth of Independent States

Note: Countries in bold have past and/or current UNDP engagement in mine action. "Other areas" are italicized.

*Argentina and the United Kingdom both claim sovereignty over the Malvinas/Falkland Islands, which have mined areas.

Source: Landmine Monitor, 2014 (p.22) and UNDP consultations during evaluation.

The 15 countries are Afghanistan, Angola, Azerbaijan, Bosnia and Herzegovina, Cambodia, Chad, Democratic People's Republic of Korea, Iraq, Israel, Lao People's Democratic Republic, Lebanon, Myanmar, Syrian Arab Republic, Thailand and Viet Nam.

The extent of remaining contamination across countries and areas varies. For example, based on contamination classifications used by the Landmine Monitor, massive anti-personnel mine contamination (more than 100km^2) is believed to remain in Afghanistan, Bosnia and Herzegovina, Cambodia, Iraq and Turkey. Heavy anti-personnel mine contamination (between 20km^2 and 100km^2) is believed to exist in Angola, Azerbaijan, Croatia, Thailand and Zimbabwe. Current levels of contamination in the Lao People's Democratic Republic, Myanmar and Viet Nam are unknown, but may also be heavy. The remaining areas listed in Table 3 are believed to have either medium contamination (between 3km^2 and 20km^2) or light contamination (up to 3km^2).

2.2 INTERNATIONAL ACTION ON MINE ACTION

UNDP support to mine action is best considered within the wider context of the global development of mine action, including the significant body of international laws that buttress global and national efforts to limit the use of landmines

3 All references to Kosovo in this document are made in the context of United Nations Security Council resolution 1244 (1999).

4 All references to Western Sahara in this document are made in consideration of the fact that the name and political status of this territory are disputed.

and UXO. The initial context for mine action was shaped by post-conflict peacekeeping and humanitarian emergencies in which the United Nations assumed direct operational responsibility to respond to landmine issues. The key areas of attention in mine action were identified initially as demining, reduction of risk to civilians and support to mine victims. Subsequently, stockpile destruction of prohibited munitions by States Parties to relevant conventions was added, along with anti-personnel mines and cluster munitions. Advocacy began for a universal landmine ban.

UNDP, through its mine action programmes and projects, has established its role and legitimacy within a context where other actors (including United Nations Department of Peacekeeping Operations) are operational. This environment includes multiple United Nations entities, particularly the United Nations Mine Action Service (UNMAS), the United Nations Children's Fund (UNICEF) and the United Nations Office for Project Services (UNOPS); multiple international NGOs typically serving as mine action operators, particularly Danish

Table 4. Primary mine action roles of United Nations agencies

Agency	Primary Role (as per UN Inter-Agency Policy, 2005)
UN Department of Peacekeeping Operations	**Integrating mine action into worldwide UN peacekeeping operations**
United Nations Mine Action Service	**Ensuring coordinated UN response to landmines and ERW**
United Nations Office for Disarmament Affairs	**Promoting universal participation in international legal frameworks**
United Nations Development Programme	**Assisting mine-affected countries establish and strengthen mine action programmes**
United Nations Children's Fund	**Supporting development/implementation of mine risk education, survivor assistance and advocacy work**
United Nations Office for Project Services	**Offering project management and logistics services for projects and programmes**
United Nations Institute for Disarmament Research	**Generating ideas and promoting actions on disarmament and security**
Food and Agriculture Organization of the United Nations	Participating in mine action in complex emergencies when needed and relevant
Office for the Coordination of Humanitarian Affairs	Sharing humanitarian impact information and mobilizing financial resources for mine action
UN-Women	Working for the elimination of discrimination, empowerment and equality
Office of the United Nations High Commissioner for Human Rights	Carrying out relevant projects when and where appropriate
Office of the United Nations High Commissioner for Refugees	Providing advocacy, mine risk education and victim assistance to ensure return and reintegration of refugees
World Food Programme	Clearing landmines and unexploded ordnance to facilitate delivery of food assistance
World Health Organization	Developing standards and providing technical assistance and capacity-building for victim assistance
World Bank	Addressing long-term impacts on economic/social development and mobilizing resources

Sources: Mine Action and Effective Coordination: the UN Inter-Agency Policy, 2005; UN Mine Action Gateway, www.mineaction.org, accessed 2015.

Note: Core agencies are highlighted in bold.

Church Aid, Danish Demining Group, Swiss Foundation for Mine Action, HALO Trust, Handicap International, Mines Advisory Group and Norwegian People's Aid; and Governments of mine-affected countries and donors.

This section sketches the history and extent of United Nations work on mine action, and places the work of UNDP into context within the United Nations mine action strategies, and in relationship with other important United Nations actors. To that end, Table 4 identifies the anticipated primary mine action roles of 15 United Nations agencies.

The following four phases mark the development of the mine action context and UNDP support to mine action:

Phase 1 – 1988–1997: From the beginning of the first humanitarian mine action programme (Afghanistan) until the opening for signature, in 1997, of the Ottawa Convention.

During this period, the United Nations as a whole became involved in 11 mine action projects, including four UNDP projects. Most of these were established in the context of peacekeeping missions; all were created at the country level. During this time, the main international NGO mine action operators were created. A historic international civil society movement developed on behalf of mine action. Its efforts culminated in the signing of the Ottawa Convention, which came into force in 1999. At this stage, mine action was seen as an operational activity to reduce casualties. Cohorts of international technical experts arose, who were to play major roles in the subsequent international mine action effort.

Phase 2 – 1998–2000: Development of a global approach to United Nations involvement in mine action.

During this phase, the United Nations agencies most involved in mine action (UNMAS, UNDP, UNICEF and UNOPS) created special units to deal with the issue, and GICHD was established to provide additional international expertise. Coordination mechanisms were established among United Nations agencies, among donors and between the United Nations and INGOs. Key lessons were drawn regarding the optimal structure and requirements for national mine action programmes, based on a review of lessons from the first four mine action programmes. Important steps were taken to professionalize the field, with the development of International Mine Action Standards and the Information Management System for Mine Action.

Phase 3 – 2001–2004: Expansion of mine action managed by the United Nations system and supported by UNDP.

During this period, the number of UNDP mine action support projects increased significantly, with active guidance from UNDP headquarters (Bureau for Crisis Prevention and Recovery). The issue of national ownership became more salient. There was growing recognition of the need for national mine action management capacity as a requirement distinct from operational capacity. Increased attention was given to development of national institutional capacity and training of national staff. National mine action authorities became more vocal regarding the support they required to manage their own programmes and to reduce dependence on international advisors. Finally, there was increased recognition that assistance to mine victims needed a much higher level of attention and support.

Phase 4 – 2005–present: Continuing mine action managed by the United Nations and supported by UNDP.

During this last phase in the evaluation of mine action, mine action programmes supported by UNDP and other United Nations agencies continued. Funding for programmes managed by the United Nations increased significantly as mine action became included in peacekeeping budgets. Meanwhile, funding for UNDP-supported programmes plateaued. Attention was given to increasing the efficient use of resources and the effectiveness of demining through better

information and prioritization strategies. More attention was also given to the community redevelopment aspects of mine action.

UNDP support to mine action developed more broadly within the changing context of United Nations and international support. During the second (1998–2000) and third (2001–2004) periods described above, UNDP headquarters staff played an essential role in the global effort on mine action and helped develop UNDP support for specific country programmes. Soon after, the level of headquarters staffing dedicated to mine action began to decline, in correlation with the attention given to mine action in the two most recent UNDP strategic plans (2008–2013 and 2014–2017), which make no explicit reference to mine action.

In order to situate UNDP's support to mine action, Table 5 depicts key landmarks within the United Nations system, within UNDP and within the broader mine action context during each of these phases.

Table 5. Evolution of mine action (United Nations system and broader context) during the four phases

	Phase One (1988–1997)	Phase Two (1998–2000)	Phase Three (2001–2004)	Phase Four (2005–present)
UN system	First mine action programme created for Afghanistan (1988) UN becomes involved in 11 mine action projects Most UN programmes established under peacekeeping missions Tendency for UN Mine Action Centre to work independently of any national office	10 additional country mine action programmes commenced Dedicated units established in 4 UN entities with roles in UN support to mine action (UNMAS, UNDP, UNICEF, UNOPS) UN Inter-agency Policy on Mine Action and Effective Coordination developed in 1998 (updated in 2005) UNMAS mine action programme in Kosovo established as the first programme for the new UNMAS (1999) Review of first four UN Mine Action Programmes in Afghanistan, Angola, Cambodia and Mozambique (1997) UNICEF support provided to over one dozen programmes and to coordinate development of International Mine Action Standards for mine risk education	9 new UNMAS programmes launched Launch of the first UN mine action strategy, 2001-2005 UN attention raised on the issue of gender in mine action and national programmes, with the expectation that UN agencies and their national partners will better integrate gender concerns into their programmes By end of this period, the roles and division of labour among UN entities have settled into their present forms, with UNOPS implementing UNMAS projects and UNDP managing its own programmes through direct and national implementation modalities	11 new programmes by UNMAS Launch of the second and third UN mine action strategies, 2006-2010, and 2013–2018

(Continued)

Table 5. Evolution of mine action (United Nations system and broader context) during the four phases

	Phase One (1988–1997)	Phase Two (1998–2000)	Phase Three (2001–2004)	Phase Four (2005–present)
UNDP	Four of the UN projects are UNDP projects, three of them begun under peacekeeping missions (Angola, Cambodia, Mozambique) As peacekeeping missions end, office and assets transferred to UNDP/respective government to be assisted by UNDP	Eight of the new programmes are UNDP programmes UNDP given overall responsibility for capacity development and for support to national mine action programmes Institutional division of labour promoted by UNDP (and other UN agencies) for new and existing programmes International staff with experience from peacekeeping programmes transitioned to become UNDP advisors for UNDP programmes 10 of the 12 UNDP mine action support programmes at the end of 2000 implemented on behalf of UNDP by UNOPS	Fourteen new UNDP programmes established and specific assistance provided to 4 countries (Afghanistan, Armenia, Islamic Republic of Iran and Ukraine) Only new UNDP projects implemented by UNOPS are linked to peacekeeping efforts (Cyprus and Ethiopia) (2001) UNDP initiates senior management training course offered by Cranfield University (later James Madison University) to senior managers of national mine action programmes and NGOs (2000) First UNDP support programmes reach point at which continuing presence of permanent international advisors no longer required (Azerbaijan, Bosnia and Herzegovina, and Croatia), raising questions on exit strategies for UNDP UNDP funds study by GICHD: 'A Study of Socio-Economic Approaches to Mine Action As an Intent to Link Mine Action to Development' (2001); also publishes 'Socio-Economic Approaches to Mine Action Planning and Management' (2004) and 'Reclaiming the Fields of War: Mainstreaming Mine Action into Development' (2004)	7 new UNDP projects established and provision of specific limited support to 8 countries (Afghanistan, Georgia, Liberia, Pakistan, State of Palestine (formerly Occupied Palestinian Territories), Republic of Congo, Zambia and Zimbabwe) Issue of transition from UN-managed to UNDP-supported (UNMAS to UNDP) remains, as does the issue of when and how UNDP should transition out of having advisors in countries

(Continued)

Table 5. Evolution of mine action (United Nations system and broader context) during the four phases

	Phase One (1988–1997)	Phase Two (1998–2000)	Phase Three (2001–2004)	Phase Four (2005–present)
Broader context	Largest mine action programme in Kuwait involving seven commercial actors (1991–1993) Organization of American States established mine clearance support project for Central America (1992) Main international NGOs working in mine action established, or created dedicated mine action units: HALO Trust (1988), Mines Advisory Group (1989), Norwegian People's Aid (1992) and Handicap International (1994) Term 'humanitarian mine action' coined to distinguish the approach from 'military' and 'commercial' mine clearance The Ottawa Convention opens for signature and the Protocol II of the Convention on Certain Conventional Weapons is enacted	Group of NGOs supporting the Ottawa Convention form Survey Working Group to establish methodology of the Landmine Impact Survey (LIS) Establishment of GICHD Three key coordination mechanisms established: Inter-Agency Coordination Group on Mine Action, Steering Committee on Mine Action and the non-UN Mine Action Support Group Debates on development of comprehensive standards to replace the Humanitarian Mine Clearance standards of 1997 result in the International Mine Action Standards (IMAS) (2001) Development of country-specific national mine action standards supported by all UN agencies and GICHD UNMAS and GICHD develop dedicated Information Management System for Mine Action UNMAS and GICHD start hosting annual meeting of UN Mine Action Directors and Advisors NGOs and UN focus increased attention on elements necessary for long-term action through "Five Pillars of Mine Action"	Issue of land rights becomes more important and some mine action programmes seek to adjust their prioritization process to account for this International community focuses attention on need for governments with mine action programmes supported by the United Nations and donors to include mine action in national development priorities and national budgets Donors request a clear exit strategy for each country programme First Review Conference of the Ottawa Convention takes place (2004, Nairobi) Most LIS carried out over this period (15 countries) provide data on socio-economic impact of landmines on communities	Desire to increase the level of output of mine action through increased efficiency in application of methods driving "land release" or "evidence-based demining" approach Convention on Cluster Munitions (2008) Convention on the Rights of Persons with Disabilities (2008) By 2nd Review Conference of the Ottawa Convention (Cartagena, 2009) very few mine-affected countries do not have a mine action programme in place

In 2013, the Secretary-General launched the new Strategy of the United Nations on Mine Action, 2013–2018, which engages 14 United Nations offices through the Inter-Agency Coordination Group on Mine Action. The strategy notes, "The Strategy of the United Nations on Mine Action 2013–2018 ("the 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 affected States have primary responsibility for mine action within their own territories. In each affected state, UN assistance is expected to shift over time, as well as in nature and intensity, according to requests for assistance, and the comparative advantage of other actors. The strategy also emphasizes that the identification of the impact of mine action work is essential to facilitating evidence-based policymaking and results-based management." UNDP's positioning within the strategy is considered at various instances in this evaluation.

A summary of the timetables for commencement of various United Nations and UNDP mine action efforts is included in Table 6, with a more detailed presentation in Annex 1.

2.3 UNDP SUPPORT TO MINE ACTION

2.3.1 MINE ACTION IN THE UNDP STRATEGIC FRAMEWORK

The second UNDP multi-year funding framework, for 2004–2007, identified mine action as one of six areas of support within the organization's crisis prevention and recovery programme. UNDP emphasized that its work was focused not on landmines per se but on people and their

Table 6. Establishment of United Nations mine action country, area and territory programmes

Phase 1: 1988–1997		Phase 2: 1998–2000		Phase 3: 2001–2004		Phase 4: 2005–2014	
Peacekeeping	**UNDP**	**UNMAS**	**UNDP**	**UNMAS**	**UNDP**	**UNMAS**	**UNDP**
Afghanistan Angola Bosnia and Herzegovina Cambodia Croatia Mozambique Iraq	Angola Cambodia Lao People's Dem. Rep. Mozambique	Kosovo UNMEE (United Nations Mission in Ethiopia and Eritrea)	Azerbaijan Bosnia and Herzegovina Chad Croatia Guinea-Bissau Somalia Thailand Yemen	Afghanistan Burundi Chad Cyprus Dem. Rep. Congo Iraq Lebanon Sudan Western Sahara	Albania Armenia Colombia Cyprus Eritrea Ethiopia Iraq Jordan Lebanon Mauritania Senegal Sri Lanka Sudan Tajikistan	Central African Rep. Colombia Côte d'Ivoire Darfur Liberia Libya Mali Nepal State of Palestine (formerly Occupied Palestinian Territories) Somalia South Sudan	Algeria Burundi Egypt Libya Malawi Uganda Viet Nam
Afghanistan not within peacekeeping. All UNDP projects carried out with UNOPS. Iraq (northern region) by UNOPS.		All UNMAS projects carried out with UNOPS. All UNDP projects carried out with UNOPS, except Thailand.		All UNMAS projects carried out with UNOPS. Only UNDP projects in Cyprus and Ethiopia carried out with UNOPS.		All UNMAS projects carried out with UNOPS. All new UNDP projects carried out without UNOPS.	

Source: Cataloguing carried out for this evaluation.

interactions with mine-affected environments. For UNDP, the framework noted, "the aim is humanitarian and developmental: to recreate an environment in which people can live safely; in which economic and social well-being can occur free from the constraints imposed by landmines; and in which victims' needs are addressed." The framework also noted that 16 UNDP country offices expected activities on mine action during that period.

UNDP indicated that its critical role in support of national and local governments would be to:

- Help affected countries address the mine threat in a coordinated, comprehensive fashion
- Create an environment in which mine action activities are conducted to greatest impact and efficiency
- Engage stakeholders in discussions about mainstreaming mine action within national development strategies
- Mobilize resources in support of nationally owned programmes

For the period 2008–2011 (extended through 2013), the UNDP Strategic Plan was far less detailed in its expectations for mine action, providing only a rather oblique reference to it: "UNDP will support specific measures to build local and national capacities to demine farms and fields, reduce the availability of small arms and the incidence of armed violence, and support the reintegration of former combatants and other conflict-affected groups in host communities."

The UNDP Strategic Plan for 2014–2017 makes no specific reference to mine action. When it was adopted in 2013, UNDP announced that it was ceasing its global mine action programming, but would continue to manage ongoing programmes at the country level. In cancelling the global programme, UNDP noted that mine action was no longer mentioned in the UNDP Strategic Plan, highlighted its efforts to transition the remaining mine action programmes to country ownership, and noted that competent technical support was available from other international organizations.

2.3.2 GLOBAL PORTFOLIO

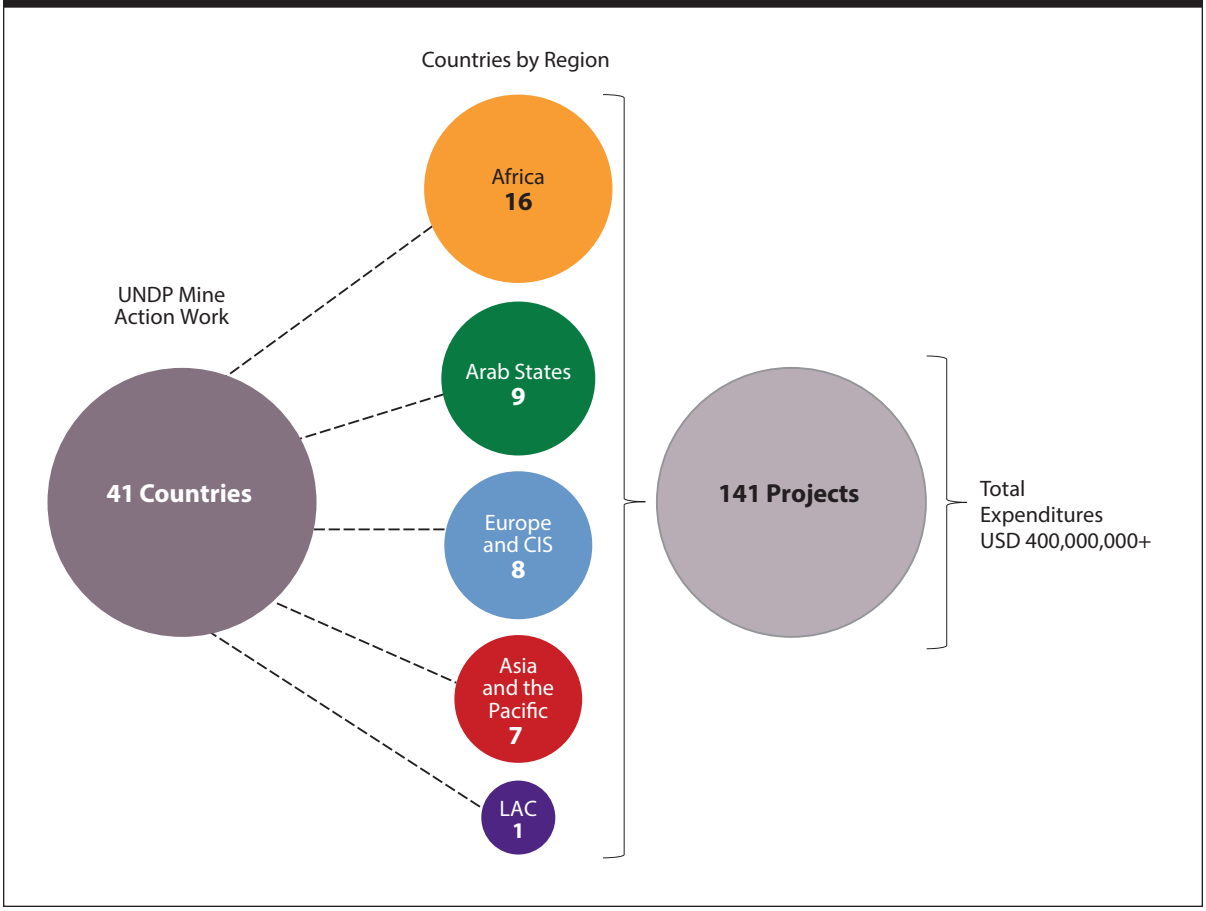
Relatively complete financial records of UNDP support to mine action are available beginning in 2004, when UNDP converted to a new financial management system (Atlas). This was 10 years after UNDP had first become involved in mine action. From 2004 through 2014, UNDP carried out 141 mine action projects across 41 countries, with a combined budget of $413.5 million (see Figures 4 and 5).[5]

During the last decade, UNDP mine action work has focused heavily on 14 of these 41 countries, each with a mine action budget in excess of $10 million: Afghanistan, Azerbaijan, Bosnia and Herzegovina, Cyprus, Ethiopia, Iraq, Jordan, Lao People's Democratic Republic, Mozambique, Sri Lanka, State of Palestine, Sudan, Tajikistan and Yemen. Additionally, Angola, Cambodia and Croatia received at least the same level of UNDP support prior to 2004.

Countries that have received the most UNDP mine action funding since 2004 are Lao People's Democratic Republic ($65.7 million), Afghanistan ($47.6 million) and Mozambique ($38.8 million). Except for Afghanistan, these countries were included as field studies for this evaluation. Projects in UNDP's portfolio for Lao People's Democratic Republic include support to UNDP's UXO Lao Mine Action Programme, along with UXO awareness, clearance and technical support projects. Similarly, projects in UNDP's Mozambique portfolio include support

5 UNDP support to Turkey is not included in the global portfolio. Since 2015, UNDP has supported social and economic development through demining and promoting more secure borders in Eastern Turkey. Also not included in the financial analysis is UNDP support to 'Project Explore' in Bosnia and Herzegovina, even though it was a high-expenditure effort. This is because of the project's scope, which extended to the destruction of ammunition and military weapons.

Figure 4. UNDP mine action coverage



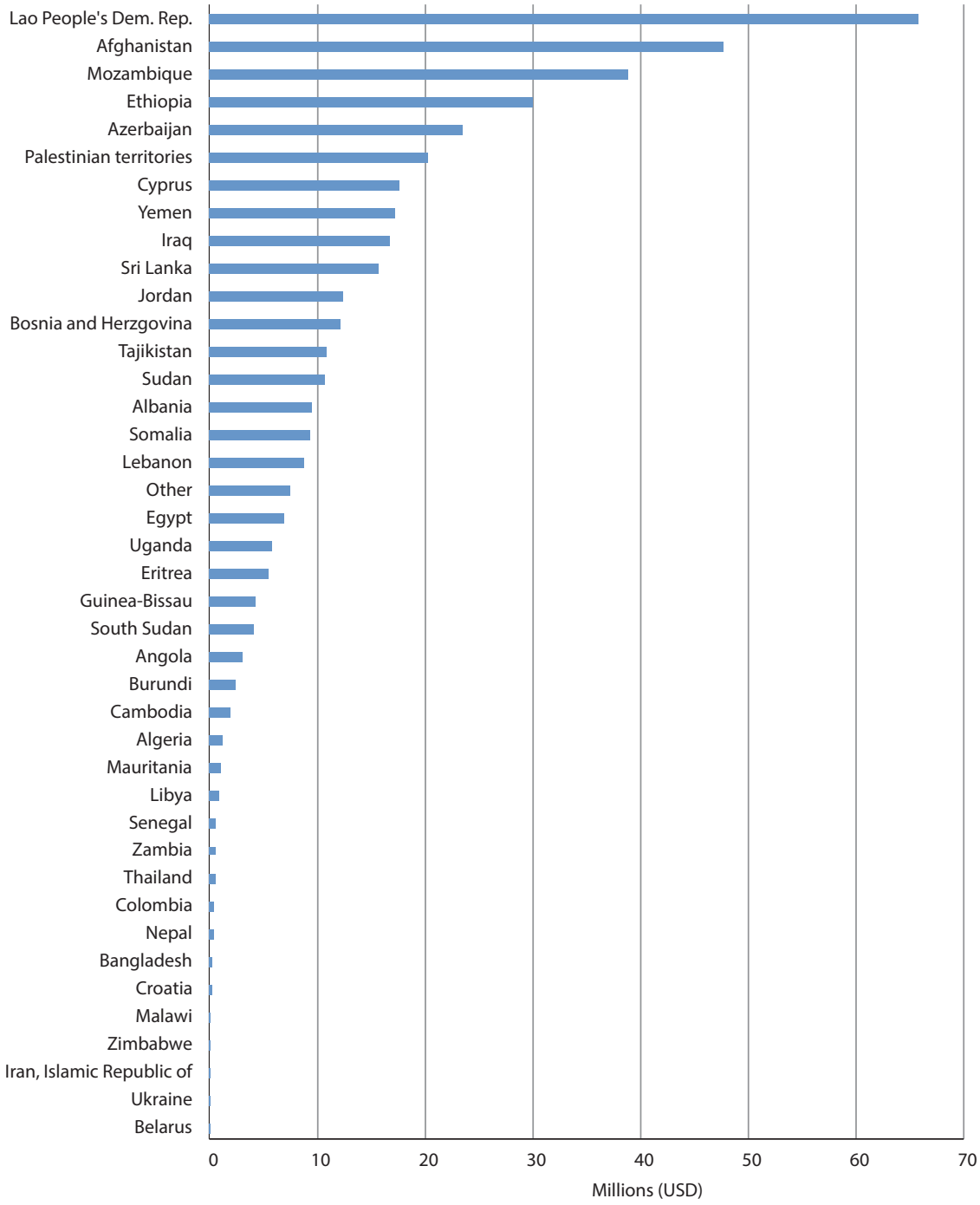
Source: Global Porfolio Analysis carried out for this evaluation.

for UNDP's Accelerated Demining Programme (Phase III), along with specific projects focused on flood-related mine action and small arms control. Projects in UNDP's Afghanistan portfolio have been mainly directed towards specific clearance and post-clearance road reconstruction projects, with limited support to mine action partnership programmes.

Generally, a small number of countries receive the majority of funding in international mine action support. For example, for the five years from 2007 to 2011, support to Afghanistan, Angola, Cambodia, Lebanon, Sudan and a category labelled 'Global'[6] represented 64 percent of all contributions. This trend continued in 2013, when 47 states and three other areas received over $379 million from 31 donors; and a further $67 million was provided to institutions, NGOs, trust funds and agencies without a designated recipient State or area. That year, the top six recipients, which were (in order of magnitude of funds) Afghanistan, Lao People's Democratic Republic, Iraq, Cambodia, Bosnia and Herzegovina, and Lebanon, received 44 percent of all international support. In 2013, Afghanistan received twice as much funding as the second largest recipient, Lao People's Democratic Republic (Landmine Mon-

6 Global refers to funds from donors that were not earmarked for use within a designated recipient State or area and were allocated to institutions, NGOs, trust funds, the United Nations, the International Committee of the Red Cross (ICRC), or GICHD (Landmine Monitor, 2013). The 2014 issue of Landmine Monitor does not list Global funds in the recipient list.

Figure 5. Total UNDP mine action expenditures by country, 2004–2014



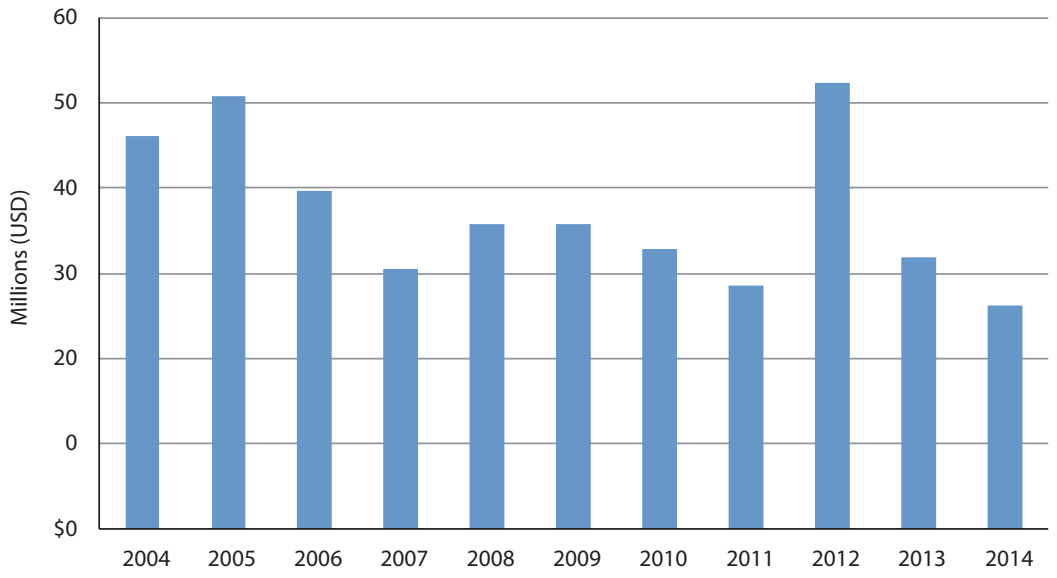
Source: Global Porfolio Analysis carried out for this evaluation.

Table 7. Top recipients of international funding for mine action, 2009–2013

2009	2010	2011	2012	2013
Afghanistan	Afghanistan	Afghanistan	Afghanistan	Afghanistan
Global	Global	Global	Global	Lao PDR
Iraq	Angola	Cambodia	Lao PDR	Iraq
Cambodia	Iraq	Iraq	Iraq	Cambodia
Sri Lanka	Sudan	Sri Lanka	Somalia	Bosnia and Herzegovina

Source: UNDP Atlas keyword search, 2015.

Figure 6. Total UNDP mine action expenditures in all countries, 2004–2014



Source: UNDP Atlas keyword search, 2015.

itor, 2014). Table 7 displays the largest recipients of international funding for mine action from 2009 to 2013, showing remarkable consistency in the top four slots.

UNDP expenditures on mine action programming have oscillated over the last decade,[7] with $46 million in 2004, to a high of $52 million in 2012 and then tapering to a low of $26 million in 2014 (see Figure 6).

2.3.3 AREAS OF WORK FOR UNDP IN SUPPORT TO MINE ACTION

As set out in the United Nations Inter-Agency Policy (2005) and Mine Action Strategy (2013–2017), UNDP's role in mine action is expected to focus on assisting mine-affected countries to establish and strengthen their mine action programmes. Nevertheless, a review of the UNDP portfolio suggests that UNDP support has evolved, country by country, and now includes

7 There are some limitations to the financial data presented here, as a global repository of UNDP mine action projects was not available for this evaluation. Keyword searches on UNDP's Atlas were used to develop a list of mine action projects. Furthermore, several of the projects did not have financial data assigned to them. Country offices were contacted to verify projects and financial data; however, response rates were low and institutional memory poor. As a consequence, the data presented here may have some inaccuracies.

virtually all aspects of mine action, including mine removal operations and victim assistance projects. Where UNDP support has included provision and/or facilitation of local services, it is usually to pilot new procedures and technologies for replication and scaling up by government and other mine action service providers.

For the purposes of this evaluation, and consistent with the proposed TOC for UNDP's mine action support, the following three overlapping areas of activity are used in this evaluation to consider results: (a) government capacity-building; (b) operational and technical support, including demining, stockpile destruction and land release; and (c) victim assistance. Ways in which UNDP typically works within these areas are indicated in Table 8 and then briefly explained in the subsequent narrative.

Strategic and institutional support

In nearly all of the countries in which UNDP has supported mine action, this support has centred on the development of national capacities to manage mine action together with support to donor coordination and resource mobilization. Attention has particularly focused on planning and management of operations; information management and priority-setting; coordination; and donor relations, including serving as an accountable channel for donor funding of demining operations. UNDP also often supports national entities in their coordination with donors and other international partners.

Table 8. UNDP work in mine action

Area of work	Types of activities
Strategic and institutional support	Helping governments establish and sustain national mine action institutional and legal frameworks and develop national mine action strategic plans
	Support to establish mine action centres, including training centre staff and sometimes paying staff salaries
	Support for developing and establishing data and information management systems for demining efforts, including compiling and maintaining comprehensive databases of minefield records and operational coordination
	Mainstreaming mine action in development planning, programming and budgeting, including within UNDAFs
	Resource mobilization and trust fund management
Demining technical and operational support, awareness and training	Support for mine clearance programmes, including coordinating and training demining specialists, acquiring clearance machinery and exploring cost-effective alternatives to clearance operations
	Implementing landmine and ERW general surveys, including conducting baseline surveys
	Support for the destruction of stockpiles of mines, including to improve storage sites and enhance safe disposal methods
	Promoting the release of demined land for use by poor people, development of new infrastructure and other land use activities
Victim assistance (including rehabilitation, advocacy, reintegration support and socioeconomic development)	Support to mine/ERW survivors, families and communities, including physical rehabilitation, psychological support and access to basic social services
	Care and protection for disabled people, including disability awareness training
	Advocacy for mine action survivor assistance in policies and programmes
	Provision of sustainable livelihood programmes, including vocational training, access to small grants, small business start-up kits, agriculture training, livestock management and seed provision for use on demined lands

UNDP currently handles mine action support projects through either a direct implementation modality or a national implementation modality. This marks a change from the 1993–2001 period, when most UNDP (and all UNMAS) projects were implemented by UNOPS. Now, UNOPS support is limited to implementation of UNMAS projects. Further, and as emphasized in the 2011 Joint Inspection Unit's evaluation of United Nations mine action efforts, United Nations support, previously focused on casualty reduction, has shifted more towards the socioeconomic impact of landmines (and their removal) on affected communities.

Virtually all of UNDP's work in mine action is conceived and managed at the country level. Technical advisory and programme support from UNDP headquarters is the responsibility of the Livelihoods and Economic Recovery Group of the Bureau for Policy and Programme Support.

At the global level, UNDP has played an important role in the establishment of standards and institutionalization of mine action programmes. There have been four headquarters programmatic initiatives: (a) the Mine Action Exchange for South-South exchange between mine action programmes (2000–2002); (b) the Completion Initiative (2003–2004); (c) the Mine Action Capacity Development Project (2001–2005); and (d) a senior management training course (2000–2009). The Mine Action Exchange provided a vehicle for study tours arranged directly between mine action programmes. The Completion Initiative was an effort to focus donor attention on a limited number of countries whose landmine situation could be resolved in a few years at relatively limited cost. The Mine Action Capacity Development Project provided TRAC III resources to fund initial phases of new projects, at the request of country office Resident Representatives. The senior management training provided intensive management training to national programme managers.

UNDP support has been especially focused on institutional capacity-building. UNDP typically provided a team of long-term advisors at the beginning of its mine action support, covering the key aspects of mine action: operations, information management, finance and administration, strategic planning and overall advice, as well as resource mobilization. The advisors supported key departments of the mine action entity and assisted with the preparation of National Mine Action Standards and a National Mine Action Strategy. Over the following years, strategic planning/coordination and operations/quality assurance typically received additional support from UNDP and other partners (GICHD, Survey Action Centre, Norwegian People's Aid).

UNDP serves as an important channel for donor funding to mine action through two types of trusts. The Crisis Prevention and Recovery Thematic Trust Fund has collected over $1 billion since 2000, of which over $100 million has been channelled to mine action programmes. In addition, national mine action trust funds (e.g., for Azerbaijan, Cambodia, Lao People's Democratic Republic, Mozambique and Turkey) have provided a vehicle for donors to support mine action in specific countries. In one case (Azerbaijan), the Government decided to channel its own funds through UNDP, in order to maintain the funding mechanism in anticipation of future external funding.

Demining technical and operational support

Since the late 1990s, the international mine action community has increasingly recognized that mine action systems function better when there is a separation between national entities responsible for managing the mine action sector and operational entities that do the demining. This logic notwithstanding, UNDP has often been called upon to support the development of operational capacities at the beginning of new demining support programmes. Typically, this has been carried out by contracting an international NGO or commercial entity to train and establish a national demining entity, as in Azerbaijan, Chad and Guinea-Bissau.

An obligation contained in both the Ottawa Convention and the Convention on Cluster

Munitions is the destruction of all anti-personnel landmines and cluster munition stockpiles within four and eight years of signature, respectively. UNDP has supported several countries to ensure destruction of their stockpiles (Angola, Bosnia and Herzegovina, and Georgia, for example). While the work is typically carried out by the military of the country concerned, UNDP has recruited specialized staff to oversee and report on progress in the destruction of stockpiles. UNDP has also assisted with contracting specialized commercial firms for certain types of particularly hazardous destruction.

Victim assistance

Since the signing and entry into force of the Ottawa Convention, it has been agreed by international actors that (a) mine victim assistance is an important component of mine action, and (b) effective services to mine victims should be carried out by health, social welfare and labour authorities. They are not generally the responsibility of national mine action authorities. The needs of mine victims are not inherently different from those of other persons with disabilities. Nonetheless, they tend to be related to loss of one or more limbs or of eyesight. Moreover, the affected populations generally have a long future of potentially productive (or burdensome) years ahead.

The national mine action entity can be an important advocate to ensure that appropriate services (medical, rehabilitation, socioeconomic reintegration) are provided to mine victims and to persons with disabilities more broadly. In most cases, mine action centres do not have responsibility for provision of support to mine victims; they do, however, advocate for such support to be provided by the responsible institutions. The United Nations Inter-Agency Mine Action Strategy designated the World Health Organization (WHO) as the agency responsible for coordination of support to victim assistance. Nevertheless, the Joint Inspection Unit evaluation noted that in practice no United Nations agency was responsible for victim assistance.[8]

UNDP support to mine victims has been quite limited, focused primarily on support to surveys of victims to identify the nature and extent of need for specialized services (Angola, Cambodia, Colombia and Mozambique). In some countries, UNDP has supported orthopaedic and rehabilitation centres operated by Handicap International, the ICRC or local NGOs (Albania, Azerbaijan and Yemen). In other countries, UNDP has supported economic reintegration through production centres and vocational training for mine victims/survivors (Albania, Azerbaijan, Lebanon, Yemen). One notable exception to UNDP's limited role has been in Tajikistan, where UNDP, through the mine action centre it manages, has been pivotal in the national effort to provide services to landmine victims.

8 JIU/REP/2011/11.

Chapter 3

ASSESSMENT OF THE UNDP CONTRIBUTION

3.1 STRATEGIC AND INSTITUTIONAL SUPPORT

3.1.1 UNDP IN THE GLOBAL MINE ACTION FIELD

Finding 1. There is a general consensus among stakeholders interviewed for this evaluation that UNDP has been a valuable participant in the global mine action effort, helping national Governments to establish and manage their mine action programmes.

The stature of UNDP in the mine action field can be seen in the breadth of its worldwide portfolio of programmes and projects, and in its positioning in support of United Nations conventions, strategies and inter-agency coordination mechanisms focused on landmines and UXO. As noted in the discussion on context and the broader UN engagement in mine action, UNDP is considered a significant contributor within the Secretary-General's Mine Action Strategy, in particular for support to national mine action programmes and capacity development initiatives.

UNDP is perceived by stakeholders as especially well positioned to advocate for government ownership and to work with central Governments and legislative bodies in creating legal and institutional frameworks for mine action, including strategies to implement legal obligations stemming from the Ottawa Convention and the Convention on Cluster Munitions. Some stakeholders, in particular donors, expressed a desire to see UNDP play a stronger role in advocating for changes in government policies that inhibit the achievement of landmine removal. Some others would like to see greater transparency in UNDP's work and timelier and more complete results reporting, as well as a better framework to monitor the impact of UNDP mine action support.

Field studies brought to light specific shortcomings of UNDP's approach, as perceived by donors. For example, in the case of the Lao People's Democratic Republic, several donors felt that UNDP had not been especially effective in advocating for UXO clearance that is pro-poor, inclusive and equitable, and linked to socioeconomic development in contaminated areas. Donors also noted that more could have been done to develop effective governance and the adaptive capacity of the sector, particularly through the UNDP UXO Lao project. It should be noted, however, that the country has recently included mine action in its Government development strategies and has shifted management of the National Regulatory Authority and UXO Lao to the National Committee for Rural Development and Poverty Eradication.

When considering specific country-level interventions, global partners note the value of UNDP serving as a channel for donor funding to national programmes. This is not necessarily seen as a global fundraising role, for which donors are more likely to turn to the Voluntary Fund for Assistance in Mine Action, managed by UNMAS. (Since its creation in 1994, $780 million has been channelled through the Fund to support mine action assistance.) Some donors who prefer to channel funding bilaterally commented that UNDP support to Governments increases their willingness to provide their own support.

When discussing the quality and results of UNDP support across countries, global partners often indicated their perception that outcome achievement largely depended on the quality and competence of individual technical advisors. While this is certainly not unique to UNDP, some commentators suggested that UNDP has

heightened challenges in this respect because it lacks a global strategy and programmatic guidance to orient its mine action advisors. However, at the country level, the presence of UNDP's global network of mine action experts is often cited as one of the organization's competitive advantages in the mine action field.

3.1.2 MINE ACTION AS A UNDP GLOBAL STRATEGIC PRIORITY

Finding 2. Since 2008, the profile of mine action within the UNDP Strategic Framework has declined, and the temporary closing of the mine action global programme caused uncertainty among stakeholders as to UNDP's long-term strategic engagement in this area.

UNDP's decision to end the global mine action programme in 2015 was received with concern by the United Nations, donor and NGO partners. The cancellation constituted a break from expectations as set out in the Strategy of the United Nations on Mine Action and called into question the continuing work of UNDP on mine action in dozens of countries. An analysis carried out by technical staff in 2013 indicated that 27 country offices implementing 40 programmes worth $45 million would continue to need policy and technical support from headquarters. It was therefore noted that at least a minimal level of expertise on mine action should be maintained by the UNDP policy bureau (formerly called the Bureau for Crisis Prevention and Recovery, and now the Bureau for Policy and Programme Support).

There was a certain logic to the decision to phase out mine action, given the diminished attention it received in the UNDP Strategic Plan of 2008–2013 and lack of mention in the Strategic Plan of 2014–2017. To conform to UNDP policy, country offices have justified their mine action programmes through a wide array of strategic plan outcomes. Most use Outcome 6, focused on reducing and managing conflicts and natural disasters. Other programmes and projects are grouped under Strategic Plan Outcome 1 (sustainable human development), Outcome 2 (inclusive growth and productive capacities), Outcome 3 (stronger systems of democratic government) and Outcome 5 (reducing gender inequality). Country offices have faced the added difficulty of trying to link mine action work to the menu of indicator options provided in the UNDP Integrated Results and Resources Framework.

Following the 2015 closure announcement, UNDP commissioned an internal study to plan the close-out process. The results of the study, strengthened by recognition of the considerable ongoing work in mine action, led to a decision to reverse course and rebuild the global programme. This included adding expert staff to UNDP headquarters and two of the regional service centres. The decision to continue the programme was announced at the Eighteenth International Meeting of Mine Action National Programme Directors and United Nations Advisers, held in Geneva in January-February 2015, although a formal announcement to external stakeholders has not been made.

3.1.3 NATIONAL INSTITUTIONAL CAPACITY

Finding 3. UNDP is viewed as a neutral and reliable partner with considerable country-level knowledge, proven experience and comparative advantages in providing institutional support. In over two dozen countries, it has contributed substantially to mine action institutional capacity.

UNDP work in mine action is largely a capacity development effort, including information management, strategic planning and coordination, effective quality management of operations, and resource mobilization. UNDP has sought to strengthen administrative and financial management capacities and to assist Governments as they set policies, strategies and legal frameworks for mine action. Institutional support and capacity-building are aspects of most mine action support from international agencies, and are commonly carried out by UNMAS,

GICHD, UNICEF, bilateral donors and also NGOs in rare cases. However, the development of capacities to manage the national mine action programme is a particular hallmark of UNDP's work. Of countries reviewed in this evaluation, Albania, Cambodia, Lebanon and Sri Lanka are positive examples of those that have developed a high level of national capacity in mine action, to which UNDP contributed substantially.

National governments logically have the discretion to select partnership entities, and their choice is based on many factors. Given its close connection to national governments, on-the-ground presence and active engagement in post-crisis redevelopment support, UNDP has been viewed as a neutral and reliable partner with considerable country-level knowledge and proven experience. Governments facing a 10- to 20-year process of landmine removal recognize that UNDP has the in-country staying power to provide support for the duration.

For example, in Mozambique, the core technical capacities for management of the national mine action programme – including strategic planning, database and information management, quality assurance, land clearance prioritization and management of relationships with operational stakeholders – were all developed over 20-plus years of UNDP support.

In the case of Lao People's Democratic Republic, strengthening country ownership and the capacity of UXO Lao, and more recently the National Regulatory Authority, has consistently been identified as a central goal of UNDP's work. Most of the capacity-building at the institutional level has involved developing the 'hard rules': the institutional arrangements, policies, practices and systems that allow for effective functioning of UXO/mine action. UNDP's support, for example, has helped to develop technical capacity, policies, services and a legal framework for UXO/mine action in that country. UNDP has supported delegations from the National Regulatory Authority, UXO LAO and the Ministry of Foreign Affairs to attend the international meetings of Mine Action programme directors and United Nations advisors. This has helped participants to network and remain up to date on mine action developments.

Overall, however, there has been limited emphasis on systematically developing management capacities, including in the following areas: quality management; monitoring and evaluation; pro-poor, gender-sensitive prioritization; stakeholder communication; data management; and use of adaptive management capacities. Some in-country international commentators also felt that UNDP's ability to influence national accountability and transparency mechanisms was limited.

The effectiveness of institutional capacity-building is mediated by the wider sociopolitical context in which UXO/mine action occurs, and it requires broader, long-term systemic change and development of a democratic civil society. While UNDP has expertise in these broader areas of institutional development, its technical advisors in the UXO programme have typically not had such expertise. This lack has limited the ability of UNDP to influence governance mechanisms.

Much of the specific technical support provided under the UNDP umbrella has been supplied through close working partners. In the early years of UNDP mine action support, UNOPS provided implementation services and developed the roster of experts and suppliers, among other actions. Operational support for demining was then provided by one or more NGOs or specialized firms. Operational policy development in many countries has been supported by the GICHD, and its advisors have continued to provide mine action expertise to Governments supported by UNDP. The ad hoc relationship with GICHD has been particularly valuable; GICHD has provided technical expertise while relying on UNDP for country-level access, support and coordinated follow-up.

3.1.4 INSTITUTIONALIZATION OF MINE ACTION AT THE COUNTRY LEVEL

Finding 4. UNDP support has generally been successful in stimulating Governments to institutionalize mine action, including through the formal establishment of national mine action management institutions.

UNDP is perceived as having a comparative advantage in addressing national needs for appropriate institutional and legal frameworks. The following elements are deemed important to the institutionalization of mine action; the first three are seen as essential components of ownership:

- Signature of relevant international instruments (Ottawa Convention, Convention on Cluster Munitions) and approval of implementing legislation
- Institutionalization of national mine action entities and their inclusion in the national budget
- Reference to mine action in national development plans
- National mine action standards in place, in national language
- National mine action strategy approved and orienting operational planning
- Prioritization policy and mechanism established, based on socioeconomic impact
- Mine victim assistance policy or policy on assistance to persons with disabilities instituted.

UNDP has sought to ensure that mine action programmes are properly institutionalized. This has included the following measures: (a) the formal establishment of mine action management entities (National Mine Action Authority and Mine Action Centre) as public sector organizations, included in the State structure and budget; (b) national contribution to the budget of the mine action programme; (c) demining activities set in law and regulations; and (d) legal recognition of the rights of mine survivors, and usually by extension, of other persons with disabilities.

In most countries with major landmine problems, the Governments have incorporated landmine issues into national development planning and legal structures, often as a condition for donor support. Including mine action in national strategies has generally been slow to take place in countries in the midst of post-conflict redevelopment, and it is often subordinate to or subsumed into other national development and investment priorities. While some Governments have passed specific demining laws, others have legal traditions that automatically incorporate international treaties into the national legal framework (for example, Mozambique).

3.1.5 SOUTH-SOUTH COOPERATION

Finding 5. South-South cooperation for institutional capacity-building has been a regular feature of UNDP mine action support, especially in earlier phases, when new country programmes were coming on line and there was a centralized mine action unit in the UNDP Bureau for Crisis Prevention and Recovery. During the past decade, South-South cooperation on mine action has been ad hoc, initiated by UNDP country programmes and national Government counterparts.

The most active period for UNDP headquarters in the promotion of South-South cooperation was 2000-2002, when the centrally managed Mine Action Exchange provided support for travel and exchange between mine action programmes. UNDP then utilized its own budget through 2008 to continue this exchange. This facility was widely used in Mozambique, for example, which established ongoing relationships with other national programmes (Cambodia, in particular), facilitated in part with support from UNDP. Another positive example is the direct support provided by the Azerbaijan National Agency for Mine Action to mine action in other countries, including Georgia, Jordan, Tajikistan,

Turkey and Viet Nam.[9] UNDP has continued to facilitate exchanges worked out directly between programmes (with funding, visas and travel arrangements). All three field study countries have demonstrated participation in such formal and informal exchanges.

An example of UNDP's support for South-South cooperation on a regional scale can be seen in the Arab region, in particular Lebanon. This incorporates an element of UNDP thought leadership in mine action. With UNDP support, the Lebanon Mine Action Centre is in the process of establishing a Regional School for Humanitarian Demining. UNDP is playing a vital support role, assisting in fund mobilization and strategic planning for the school, which aims to be a regional training hub. UNDP is also supporting the implementation of an Arabic Outreach Programme for Mine Action for the Arab region. This programme is a cooperative arrangement between the Lebanon Mine Action Centre and GICHD.

3.1.6 RESOURCE MOBILIZATION FOR MINE ACTION[10]

Finding 6. One of the most important roles that UNDP plays in mine action is facilitating and channelling international funding.

Because mine action can stretch over decades, donor fatigue is a constant challenge, especially as landmine and UXO accidents decline and donor support migrates to new humanitarian and development priorities. Due to its country-level presence and close donor cooperation, UNDP has been in a strategic position to help national Governments keep mine action funding on the agenda. UNDP has formed key partnerships with members of the international community to mobilize funding for many national mine action programmes, including in Lao People's Democratic Republic, Lebanon and Mozambique.

Some donors stated that they are more receptive to funding demining activities when UNDP and other international organizations are managing the funds. This is especially the case when potential donors have only a very limited presence in the country. UNDP is particularly well considered in situations where there is heightened risk of mismanagement of funds for national mine action. In several such cases, UNDP has been asked to take over aspects of fund management.

One example is the case of Mozambique. Beginning in late 2003, the mine action programme was hit by a corruption scandal (involving Mozambique's national demining institution, a demining NGO [NPA] and UNDP staff). This was followed by the 2005 collapse of a major national demining operator (Accelerated Demining Programme). Funding ran out for many of the positions financed through UNDP, and the Instituto Nacional de Desminagem (IND), or National Demining Institute, suffered a sudden loss of trained personnel in all areas. This hit the database and quality assurance units particularly hard. Donor contributions for mine action plummeted from $15 million in 2005 to $6.2 million in 2006 and $2.5 million in 2007.

UNDP worked closely with IND to reestablish credibility, including by creating improved means to channel funds and ensure accountability. Out of this eventually came a multi-stakeholder planning process, chaired by the IND Director and the UNDP Country Director. Through this process, all donors transparently presented their mine action contributions, whether or not they came through UNDP. Funds given through UNDP were allocated transparently to all the operators; allocation of some funds that did not go through UNDP were announced, and some were made conditional upon endorsement by IND. This improved donor coordination, which was reflected in the planning and quality assur-

9 www.gichd.org/fileadmin/GICHD/topics/transition/Transition-Azerbaijan-CaseStudy-Mar2012.pdf.

10 Most UNDP management of trust funds and related channels of donor funding for mine action are done at the country level, and the evaluation did not look in great detail into the workings of the Crisis Prevention and Recovery Thematic Trust Fund.

ance processes, resulted in increased credibility and funding for the mine action programme. The programme, which began to recover its capacity and funding in 2008, has maintained an annual level of funding above $10 million since 2011.

In the case of Lao People's Democratic Republic, the country witnessed a serious decline in funding beginning in 2002, partly due to donor concerns regarding the lack of a credible estimate of the extent of UXO contamination and a lack of accountability. As a result, many staff were let go. In response, UNDP and UXO Lao commissioned an evaluation, which recommended transferring the planning, coordination and regulatory functions from UXO Lao to another entity. It also urged that the sector be opened to more private and commercial actors, thereby establishing a quasi-marketplace. UNDP and other United Nations agencies likewise promoted this division of labour, which led to the establishment in 2004 of the National Regulatory Authority, responsible for sector coordination and regulation, positioning UXO Lao as service provider.

For Tajikistan, UNDP has played an important role in resource mobilization, while the national Government has provided in-kind support since 2003. UNDP has been a key donor to the Tajikistan Mine Action Centre, which was operated until recently as a UNDP project drawing on two funding streams: Target for Resource Assignment from the Core (known as TRAC) and the Crisis Prevention and Recovery Thematic Trust Fund. Funding from UNDP core resources has been declining in Tajikistan, as is the case with funding from all donors. Canada, Germany, the United Kingdom and Switzerland have ceased their mine action funding in recent years. The United States is planning to fund mine action up until 2020, channelling these funds through UNDP and other implementing partners. Norway continues to provide funding through Norwegian People's Aid. The Organization for Security and Co-operation in Europe has funded the national NGO, Union of Sappers of Tajikistan, and currently funds the Humanitarian Demining Groups of the Ministry of Defence. It also funds training courses and other mine action activities.

3.1.7 SUSTAINABLE TRANSITIONS TOWARDS NATIONAL OWNERSHIP

Finding 7. UNDP has actively supported Governments in transitioning to full responsibility for managing their mine action programmes. The results have been generally positive, albeit slow, and several transitions to national ownership have called into question the extent to which these capacities are sustainable absent continued international support.

An important aspect of UNDP's work in mine action, and more generally in its capacity-building efforts with national Governments, is helping to establish the conditions for effective national ownership and management. It is therefore useful to consider the extent to which UNDP has been successful in supporting and hastening these transitions to national ownership and management. It is equally useful to consider whether national programmes and activities commenced through UNDP support for mine action have proven sustainable after the removal of direct international support.

Transitions of projects from United Nations-managed to UNDP-supported, and then from UNDP-supported to nationally managed, include many of the most significant demining efforts, those in Angola, Bosnia and Herzegovina, Cambodia, Croatia, Lebanon and Mozambique. Most of the transitions were complicated by the fact that United Nations involvement tends to bring considerably greater resources to bear than does UNDP. In some cases, transitions have been delayed due to continuing conflict and to the promise of additional funding for continued UNMAS involvement and engagement by the Department of Peacekeeping Operations. Since the late 1990s, several of the largest demining programmes (Afghanistan, Kosovo, Sudan and South Sudan) have continued as directly implemented United Nations programmes.

Transitions from UNDP support to full national ownership have been complicated in some cases by the difficulties faced by Governments when trying to formally establish the status of national mine action entities. Such was the case early on in Cambodia and Mozambique, and later in Angola, Lao People's Democratic Republic and Tajikistan, where the principal mine action entity was initially created as a temporary body. Sometimes the mine action entity was a UNDP project funding a full complement of national staff (e.g., Guinea-Bissau, Chad, Lao People's Democratic Republic, Tajikistan). After varying periods of time, each was then incorporated into public sector institutions and budgets. In a few cases, this was a prolonged process.

The Tajikistan Mine Action Centre was a UNDP project for 11 years before the transition to national ownership began in 2014. In the case of Lao People's Democratic Republic, the entities are still temporary and staffed by personnel on UNDP project contracts. In Bosnia and Herzegovina, UNDP withdrew its assistance in mine action at a time when there was a new mine action strategy in place, along with a strong national authority and structure. However, after UNDP withdrew, the results of mine action work began to decline, triggering a re-engagement by UNDP.

As can be expected, financial considerations are often the main reason for prolonged transitions to national ownership and management in mine action. In some cases (Cambodia, Egypt, Lao People's Democratic Republic, Lebanon), Governments have expressed reluctance to finance demining activities that they view to be the responsibility of (former) adversaries. In other cases, Governments with large development needs have necessarily focused on other critical priorities, leaving mine action to the vagaries of long-term donor support.

A third financial disincentive to national ownership relates to staff pay scales and the higher salaries that can be obtained for technically trained staff if working through UNDP rather than government civil service. Differential pay scales, and the widespread 'topping-up' of government salaries by donors, is viewed as an especially challenging issue. It has been difficult to resolve, for example, in Afghanistan. Nevertheless, UNDP has had a measure of success in transitioning away from direct employment of long-term national advisors. It has abolished technical advisor positions in Angola, Azerbaijan, Bosnia and Herzegovina, Croatia and Mozambique, for example. In each of these cases, the national mine action body has continued to function after the withdrawal of UNDP financial support.

Transitions occur at two important stages in the mine action cycle: first, when governments transition to national implementation of ongoing programmes, as in Azerbaijan, Bosnia and Herzegovina, Croatia and Sri Lanka; and second, at the conclusion of demining operations (Albania, Mozambique). In the first case, UNDP is typically asked to remain engaged, yet with no or only small-scale project work. In the second case, Governments must retain a residual institutional capacity to (a) maintain the legacy of information generated over the course of the demining effort to inform future development projects; (b) establish sustainable capacity to respond to any post-demining residual contamination; and (c) respond to the needs of mine victims and other persons with disabilities. This is very much the case now for Mozambique, which in September 2015 was declared mine-free.

In Lao People's Democratic Republic, neither the National Regulatory Authority office nor UXO Lao are likely to be sustainable without donor funding. The capacity of both to raise their own funds through cost-recovery mechanisms or directly from donors or government is quite limited. Both are supported almost entirely by donor contributions bilaterally or through UNDP. Nonetheless, although the present mix of donors may shift, substantial donor funding is expected to continue at least until the country fully transitions out of its status as a least developed nation, which is expected to occur in 2020.

For some donors, the country's inability to mobilize more of its own national resources, especially given its steady increase in gross domestic product, demonstrates a lack of Government commitment, as well as poor advocacy and leadership on the part of UNDP. Given that all salaries are currently paid through the Trust Fund and are above the level of public sector salaries, it is unlikely that the technical capacity that has been built will transfer readily to national entities such as the Army or civil service. Integration of UXO clearance into the development planning and budgeting process, including at provincial and village levels, will be important for placing UXO clearance on a more sustainable footing in the country.[11]

3.1.8 MAINSTREAMING MINE ACTION INTO DEVELOPMENT SUPPORT

Finding 8. While mine action programmes often refer to their supportive role for development, UNDP has struggled to effectively mainstream its mine action programming within its other development work in many countries.

Since the beginning of its work in mine action, UNDP has stressed that its work is a logical extension of its post-crisis development efforts, and that part of its added value is in mainstreaming mine action into broader development support. Donors and other stakeholders have indicated they view this to be a key part of the UNDP mine action contribution.

While national mine action programmes have engaged with other sectors and economic actors regarding potential landmine threats to their activities, this has generally taken place through intra-governmental channels, with minimal involvement of UNDP. Over a decade ago, the UNDP mine action team at headquarters started to train mine action staff on how to link mine action to broader development issues. This training was carried out at the second mine action programme review conference and repeated at several annual programme manager meetings. These training efforts notwithstanding, there is little evidence that UNDP has made it a priority to link mine action support to other development support.

Nor has UNDP refocused its other governance and poverty alleviation programming to better address the needs of mine-affected communities and individuals. In all three countries visited, the respective national mine action strategy highlighted the importance of mine action to development, and national development and poverty reduction strategies generally referenced mine action. Yet across the 24 communities visited, there was minimal evidence that land clearance and release had spurred non-mine action development assistance from UNDP. Where such linkages have occurred, the achievements reflect the initiative of particular mine action technical advisors and country office management, not of headquarters or regional bureau initiatives. This gap reflects inherent challenges for UNDP as it strives to expand cross-sectoral programming.

3.1.9 GENDER EQUALITY AND WOMEN'S EMPOWERMENT

Finding 9. UNDP has promoted gender equality in its mine action work and stressed the need for gender-disaggregated data. Many partner countries have shown a general commitment to gender equality.

UNDP has generally promoted awareness of the United Nations Gender Guidelines for Mine Action Programmes and has requested and facilitated specialized input on gender aspects of mine action through the Gender and Mine Action Programme hosted by the GICHD. UNDP has also stressed, through its mine action centre support, the need for gender-disaggregated data. It has emphasized the importance of taking into account the different circumstances experienced by women and men, boys and girls in victim surveys and mine risk education. In some cases (for example, in Sri Lanka), more concerted efforts in

11 UNDP, "Beyond the Horizon: Reducing UXO Impact for Poverty Reduction in Lao PDR" (Vientiane, 2012).

developing country-specific gender strategies for mine action were initiated by UNDP, but did not have follow-through.

In the countries studied for this review, a general commitment can be perceived to the principle that mine action activities should benefit all members of the community – women and men, boys and girls. Many countries have their own laws and long-standing government polices promoting gender equity. In most countries addressing the issue, this is understood to mean ensuring that community surveys include focus groups of women, that programmes have female deminers and that gender-disaggregated data are collected for reports on the situation of communities and for statistics on victims. The evaluation evidence suggests that UNDP efforts have not substantially altered the commitment of partner countries to taking gender aspects into account in their mine action programming.

3.2 OPERATIONAL SUPPORT AND PRIORITIZATION OF DEMINING ACTIVITIES

3.2.1 OPERATIONAL SUPPORT TO DEMINING

Finding 10. UNDP has played a limited role in support of operational demining activities, the issuance of national mine action standards and the destruction of landmine and UXO stockpiles.

The comparative advantage of UNDP is not seen to carry over to the technical side of demining, where some INGOs, UNMAS and UNOPS have particular skills and a stronger mandate. Likewise, organizations other than UNDP are perceived to offer stronger technical training on operational aspects of mine action. Clearance of landmines and UXO is the direct result of the work of demining operators, and UNDP is not a demining operator. UNDP has in some cases contracted operators to conduct demining and to train local deminers. In many cases it has served as a funding channel from donors to operators.

In the countries where it has helped to establish mine action programmes, UNDP has supported the issuance of national mine action standards to guide the management and implementation of mine action projects. National mine action standards are issued by national mine action authorities to guide the implementation of mine action projects in a safe, coordinated and efficient manner. The standards form a critical part of the national mine action effort, together with the operator accreditation process and the verification of cleared land.

In most countries, the first national mine action standards were developed by an international technical advisor, who essentially adapted the IMAS (since 2001) or other existing mine action programme standards (before 2001) to the country in question. The first standards were nearly always in English. Over time, the documents were often translated into the relevant national languages, and some revisions took into account national experience. Most revisions in most countries continue to be driven by changes to IMAS. This has provided a set of standards that can be referenced globally.

Stockpile destruction has been a relatively minor aspect of UNDP's mine action support, with destruction projects in several countries: Albania, Angola, Bosnia and Herzegovina, and Georgia. While most countries carry out stockpile destruction through the military, some countries view it as more strategically useful to have this work performed by a neutral party such as UNMAS or UNDP. The work of UNDP in this area has typically been carried out through dedicated projects, often in conjunction with the respective national military, and sometimes arranged within the context of UNDP post-conflict disarmament, demobilization and reintegration programming.

UNDP has hired specialized firms and explosives experts to support these projects. For example, UNDP's work in Bosnia and Herzegovina has included stockpile destruction support, within a wider effort to help the Government to develop its small arms control strategy and programme.

The programme is implemented by the Ministry of Defence, rather than the Ministry of Civil Affairs, which is the usual ministry responsible for mine action activities. UNDP is currently the only international organization in Bosnia and Herzegovina working on stockpile destruction, and it has achieved notable results in this area.

3.2.2 INFORMATION MANAGEMENT

Finding 11. The capacity of national partners in the area of information management for mine action remains a challenge.

The quality of data and reporting is vital to the credibility of a national mine action authority. A primary concern of UNDP in nearly all the mine-affected countries it has supported has been the establishment or strengthening of a database unit to manage information regarding suspected and demined areas, together with a survey of the national situation. From 1999 onwards, the database system most widely used was the Information Management System for Mine Action (IMSMA), developed by GICHD for UNMAS; although some existing programmes were reluctant to replace their own database systems with IMSMA.[12] The hardware, software and training for use of IMSMA were provided by GICHD free of charge to mine action programmes. In most cases, IMSMA was installed in parallel with the conduct of a landmine impact survey.

Unfortunately, in many programmes, when mine action database systems were upgraded or a new baseline survey was conducted, the previous data were set aside. This happened, for example, in Mozambique, which has a mine action database that goes back only to 2008 and is missing the information for demining conducted during the first 15 years of the national programme.

Development and management of information systems within government structures has been an especially difficult capacity-development challenge in many countries due to the problem of retaining qualified staff. In general, qualified systems analysts in most countries can demand compensation beyond what can be offered through civil service pay grades. Once trained in database or system management, they have the credentials for better paid employment in the private sector. High staff turnover leads to inevitable problems with database management quality in many countries. The temporary expedients of paying salary supplements or recruiting data analysts as UNDP project staff have been necessary short-term solutions.

3.2.3 PLANNING AND PRIORITIZATION OF DEMINING ACTIVITIES

Finding 12. Over time, the prioritization of mine clearance has evolved and become more systematized, and UNDP has been a strong proponent of strategic planning and evidence-based clearance methodologies. More recent national mine action strategies have benefited from greater national ownership, better information and more reasonable expectations.

Since the start of the current millennium, the global mine action community has come to recognize the value of strategic planning as an essential element of effective national mine action programmes. While countries previously had annual operational plans, they began to develop strategies that assessed the known extent of the problem, considered the level of operational activities necessary to resolve it and projected the financial resources required to complete the task on time. The degree of realism of such plans varied widely.

The first plans were often produced with considerable input by international advisors, and in many cases were funded through UNDP. Over time, with more experience and better information, a greater number of strategic plans have included more national and community participation, have been based on better information and have become more realistic. However, they are often still benchmarked against the unrealistic time frame of treaty obligations. For exam-

12 Bosnia and Herzegovina and Croatia never saw sufficient reason to change their original systems.

ple, the Ottawa Convention requires completion of clearance in 10 years. The process of preparing the extension requests under article 5 of the Convention has provided an important impetus to strengthen the quality and realism of national mine action plans.

A vital component of strategic planning is prioritizing land clearance. Quite often, the immediate post-crisis selection of demining activities in countries has been ad hoc and reactive. The initial purpose has often been the quick removal of mines in heavily populated and travelled areas to ensure safe access and reduce casualties. During the initial periods of peacekeeping and humanitarian emergency programmes, high-priority tasks were easy to discern. Less emphasis was placed on assessing the relative importance of second-tier sites for clearance. Once emergency tasks were resolved, there were many competing priorities to contend with, and efforts were then made to prioritize.

Initially, there was little guidance on priority-setting. The Ottawa Convention sets time limits but provides no direction on prioritization. UNMAS published a suggested set of general priorities in 1998 that included: (a) emergency assistance; (b) settled land with high civilian casualties; (c) land required for resettlement of internally displaced persons and refugees; (d) land required for agriculture; (e) community development; (f) access to free operation of health services; and finally (g) reconstruction and infrastructure.[13]

Prioritization strategies must take practical aspects into consideration, as demining operators logically seek to maximize the efficiency of their teams and equipment and to prioritize factors such as physical and seasonal access and the suitability of a minefield for clearance with available assets. For an operator, ease of removal and operator safety take precedence over the impact on a beneficiary's use of the land.

UNDP recognized early on the need for good surveys of national landmine issues, and it promoted local community involvement in prioritization. Most programmes developed a methodology for priority-setting – partly related to impact, partly based on technical considerations and partly a matter of prioritization by local authorities. By the end of the 1990s, it was becoming clear there was a need for a more systematic approach to prioritization.

UNDP (together with UNMAS and UNOPS) was an early promoter of landmine impact surveys, as a means to obtain more complete information not only about suspected mined areas, but also about their impacts on affected communities. Between 1999 and 2006, the surveys were carried out in most of the countries that were more affected by mines. These and other impact assessment tools were introduced to ensure that assets employed would have the greatest positive result on mine-affected communities. In particular, the surveys should help to determine, and delay, the use of clearance assets in areas where there is insufficient evidence of contamination.

In the case of Lao People's Democratic Republic, the programme was initially focused on risk reduction and the humanitarian need to save lives. United Nations, donor and government emphasis on achievement of the Millennium Development Goals shifted the focus to supporting poverty reduction and development, as reflected in the Safe Path Forward and National Socio-Economic Development Plan. The priorities for clearance were agricultural land, local infrastructure and other development projects.

The clearance tasks were typically identified through local government entities, based on development needs and a process involving requests by provincial-level government and individual households. For UXO Lao, the process until recently was to send out letters annually to key provincial offices such as those responsi-

13 UNMAS, 1998.

ble for education, health and agriculture and forestry, asking for any requests for clearance. These requests were collated and added to individual household requests generated at the village level. Areas identified were then surveyed and prioritized based on criteria such as access, type of task, resource availability, fit with UXO Lao's mandate and so forth. They were then incorporated into a provincial workplan.

An 'evidence-based' approach to priority-setting is now being applied in Lao People's Democratic Republic, as of the beginning of 2015. This approach almost immediately resulted in a near quadrupling of the number of cluster munitions removed per hectare and a reduction in the percentage of tasks that found no munitions. The approach was advocated for some years by UNDP and other technical advisors, with support from some donors. The coordination process is now the responsibility of the National Committee of Rural Development and Poverty Eradication, under the Office of the Prime Minister, with UXO clearance more explicitly linked to provincial and district plans. Concerns remain, however, that despite this shift to rural development and poverty eradication, there remains a lack of clear, pro-poor, gender-sensitive prioritization criteria across the sector.

In the case of Mozambique, socioeconomic prioritization was adopted in the first National Mine Action Strategy. This was based on the flawed Mozambique Landmine Impact Survey, and was to some extent discredited along with the mine strategy. Beginning in 2005, efforts were complemented by prioritization of low-impact communities in development projects, and then by the district-by-district approach in 2008. UNDP does not appear to have linked mine action to other UNDP programming in the country.

Experience has confirmed that better prioritization systems allow for both central selection of classes of cases according to general priorities, and local adjustment of specific tasks to better reflect local awareness of the location of ERW. Cambodia is often cited as an example of such an approach. One possible drawback to this approach is that it risks prioritizing local tasks without well-founded evidence of the extent of the hazard. Therefore, it is important that the first operational response be precise surveying rather than clearance.

3.2.4 INCREASED PRODUCTIVITY OF PREVIOUSLY CONTAMINATED LANDS AND IMPROVED LIVELIHOODS

Finding 13. UNDP has sought to frame its support for mine action in terms of the contribution to poverty reduction. In most villages visited, there is some evidence of improvements in standards of living over the course of the mine action programme, although the extent to which this is a direct result of the demining effort is difficult to quantify.

The extent to which there has been socioeconomic improvement in communities following mine clearance has been harder to discern, as it was not possible in this evaluation to carry out 'before' and 'after' surveys, or to compare the situation of mine-cleared areas with that of similar areas that were still affected by mines. The case study teams saw very little evidence among the communities visited of organized external assistance from the Government, the United Nations or NGOs to promote development following clearance.

Socioeconomic improvement is not an automatic result of demining. The capacity of rural communities to improve standards of living depends on many other factors, such as access to labour, credit and markets. Nevertheless, in nearly every community visited in the country cases, the lives and livelihoods of impacted communities and citizens were improved because of demining and land release.

This kind of improvement likely applies more broadly to other situations and countries. Community members in the three countries indicated they were better off because they were able to resume their normal daily activities unimpeded.

People benefited economically because they were able to farm larger plots of land, farm existing plots more efficiently, access water and other resources more easily, and so use their time more efficiently. In some cases they benefited from increased access to markets and trade.

Most often, the poorest families feel the biggest negative impact of mined land on their livelihoods. The effects are seen not just in increased risk of death or injury, which is of course very real, but also in constraints to a wide range of activities essential to normal community and economic life. These relate to access to water, fuel collection, cultivation of land, livestock feed, access to schools and medical care, the free exchange of trade, and the value and ownership of land.

In the immediate post-conflict recovery period, the demining of major infrastructure, such as highways and urban areas, significantly contributes to economic development. Once these higher-impact tasks have been resolved, the majority of remaining areas for action lie typically in remote and poor agricultural communities. Expanding livelihoods in such communities requires access to complementary resources, such as water, that are not readily available. The most common reasons for not extending the amount of land under cultivation in cleared lands relates to the lack of access to productive assets such as labour, irrigation, seeds and equipment. Therefore, paradoxically, supporting the poorest households is often less likely to contribute to improved harvests and income, as the poorest have the least access to productive assets to use the land effectively.

In Tajikistan, mine action has had a positive impact on the livelihoods of mine-affected populations and individuals. With respect to land release, rural populations reported that the contamination caused fear, restricted freedom of movement and prevented access to natural resources. This had a significant impact on their daily lives and ability to engage in livelihood activities. Following land release, all the problems caused by the contamination disappeared.

In Mozambique, in all but one of the communities visited for this study, all inhabitants living in contaminated areas, male and female, reported positive safety and (limited) socioeconomic changes following clearance. People reported that they could move around more freely and access resources "at will", and no longer needed to worry about their children stepping on a mine.

In Lao People's Democratic Republic, as documented in the first programme document in 1995, people routinely cultivated contaminated land for both subsistence needs and cash crops. In general, clearance of cluster munitions made the land safer to use and reduced the time required to work individual parcels, but the total available land remained the same. Local people developed coping strategies such as not digging too deep, working around potentially explosive items, marking UXO (with sticks, for example) and moving items they found to places that were considered safe and out of the way of children. Indeed, farmers in some cases would reject UXO clearance efforts, despite known contamination, if clearance interfered with their crop cultivation.

Yet, to date, the clearance of explosive ordnance has had noticeable economic benefits. Rice – perceived as indispensable for the reproduction of life, well-being and social and economic success – was described as being "more beautiful" following clearance. In some cases, villages had received additional investments through organizations such as the International Fund for Agricultural Development, for example; such funding would not have occurred without the clearance. Despite similar land use before and after clearance, in all focus group discussions and community mapping exercises respondents reported that livelihoods had improved after clearance. When probed further, respondents said that the most common reasons for this were the reduced risk of death or disability, improved harvest because of being able to dig more efficiently and the consequent freeing up of more time to open even more land for cultivation or to pursue other livelihood activities.

The most important impact of clearance is we feel very happy…. We are very happy because we can farm our paddy field and garden without fear of UXO so we are happy, pulling grass, happy, travelling to farm – happy and everything is comfortable. Compared to previously, it was very difficult for our livelihood; after we have the UXO clearance project our livelihood is better. We get more harvest because we can dig out roots from the paddy field so we have more space to cultivate the rice, therefore our harvest has increased and is enough for our family; we sometimes still have some to sell. The price [of rice] has increased due to development, good transportation, so exchanging is easier and it is comfortable to travel.

Increased commerce also encourages people to extend their business, which impacts on economic standards, and nowadays sellers approach us to buy our crop. When fundamental livelihoods improve, people can gain more benefits such as more agriculture land and so more crops and more income, this leads to poverty eradication, almost 85 percent compared with in the past when the UXO project hadn't started. Recently, we have had plenty of food supply, we can respond to demand and transport comfortably. For instance, we have a good road since 2000, which was constructed by the national army. In the past the road was very hard, and although only 5–6 km away it took nearly one hour to get there, but now it is about 10 minutes. (Focus group discussion, Xieng Khouang village, Lao People's Democratic Republic)

As the quote indicates, UXO removal can allow people to farm more efficiently, contributing to food security and, depending on the harvests, providing a surplus to sell. In villages where the rural road network has also improved and buyers come to the villages, farmers can command a higher price for their produce. In turn, this motivates farmers to increase production. The speaker attributes the increased harvest to the ability to more easily clear the scrub from the farmland, allowing for more efficient land use, and highlights the importance of having access to buyers (and labour). This reduced transaction costs and raised farmers' incomes. The observation underscores the fact that most tangible socioeconomic benefits at the community level following UXO clearance are largely the result of individual agency and aspirations, and access to other productive assets.

3.2.5 PRO-POOR ORIENTATION, WITH SPECIAL ATTENTION TO MARGINALIZED POPULATIONS

Finding 14. The UNDP pro-poor orientation was not evident in day-to-day support to mine action. Nonetheless, continuing UNDP support to mine action has an inherent pro-poor bias, as residual landmine problems in mature programmes typically concentrate on poor rural areas.

In general, UNDP promotes a pro-poor agenda and indicates that it is strategically focused on marginalized populations. With respect to mine action, this orientation should be evident in the priority-setting processes used to determine mine clearance sequencing. Yet, this orientation is not evident in most cases. UNDP has supported the Landmine Impact Survey and has emphasized that socioeconomic factors should be taken into account in setting clearance strategies. At the same time, UNDP has also recognized that high priority should be given to opening up public infrastructure, such as roads, and reducing the risk of casualties in densely populated areas.

While contamination around important infrastructure and urban areas is typically resolved early, the majority of mine-affected communities are located away from those areas, in remote and poorer regions less served by government. The communities visited during the study match this description, suggesting that as mine action programmes supported by UNDP mature, they typically take on a stronger pro-poor orientation.

While women and the poor people are often lumped together and considered marginalized, 'pro-poor' also takes into account minority com-

munities that in many nations suffer marginalization, and even worse, oppression and ostracism. Minority groups are often forced to settle in low-value, uncontested lands, including areas with landmines. The evidence from this evaluation shows little in the way of UNDP achievement in championing the rights of minority communities to have access to demined land.

3.2.6 EQUITABLE RELEASE OF DEMINED LANDS

Finding 15. The evaluation did not find evidence that the release of previously mined land was a significant source of conflict.

Short of a land reform process, mine clearance does not create a new asset to be distributed at the will of the Government (or of any international actor). Accordingly, it is not surprising that across the three case study countries, while there were communities where demined land was the subject of land tenure dispute, the causes of dispute were not the release of demined lands.

Respondents in Lao People's Democratic Republic asserted that there had been no conflict over cleared land, and that the people who were using the land before clearance continued to do so afterwards. Local officials confirmed that there were few land conflicts, and none related to decontaminated areas. In Mozambique, community members interviewed insisted there had been no conflict over cleared land and that people had returned to lands they had used before the war, or that those moving to a new area had shared land equally. Local officials confirmed that there were few land conflicts (and that these were not related to demined areas). This is in part because Mozambique is not densely populated, so there is plenty of land available. Areas in Mozambique that have experienced land conflict are located where the infrastructure is well developed and there are economic opportunities, such as in the border region with South Africa.

In Tajikistan, most respondents stated that there had been no conflicts over released land because the Land Committee is responsible for allocation, and everybody is entitled to some land. Use of land and access to land had not changed significantly between the time the land was contaminated with landmines and the time it was released. All members of communities previously affected by mines had benefited equally from released land. The use of shared land for grazing is regulated by community leaders, and access is based on long-agreed prioritization of households. Apparently the order of access can be negotiated, and respondents claimed that the system works well and that there are no conflicts.

Generally, the areas of land released were not large in most of the communities concerned. They did not significantly increase available land for cultivation, although they did increase the efficiency of cultivation, since farmers no longer needed to be as careful as they moved over or ploughed land. In Tajikistan, where usable land is quite limited, even small increases were often significant.

3.3 SAFETY AND SUPPORT TO MINE VICTIMS

3.3.1 REDUCED RISK FROM LANDMINES

Finding 16. UNDP has contributed to an increased sense of safety in demined areas, which is reported by community members as the major impact of mine action at the community level.

Across the 24 communities in the three countries visited, and based on evidence from interviews, focus group discussions and documentary evidence, it is abundantly clear that community members and local officials perceive that the main problems caused by landmine and ERW contamination are the following: (a) heightened levels of fear; (b) reduced freedom of movement; and (c) restricted access, particularly to natural resources.

The proximity of land contaminated with mines and ERW causes fear. People worry about themselves, friends and families, and particularly children. Contamination prevents freedom of

movement. For example, mined roads affect the delivery of assistance and the transport of goods, and contamination prevents children from going to school on their own. The biggest economic impact on rural populations caused by contamination is the inability to access natural resources, including land for grazing and farming, firewood, mushrooms, herbs for medicine, grass to make hay for animals in the winter, and water for drinking and irrigation. All of the problems identified had significant long-term repercussions, including increased vulnerability and poverty, that are difficult to escape. Some examples of problems caused by contamination and key impacts, as described by stakeholders and members of mine-affected communities, are included in Table 9.

In all but one of the communities visited for this evaluation, following clearance, male and female inhabitants of contaminated areas reported signif-

Table 9. Examples of key problems and impacts caused by landmine contamination

Problem caused by contamination	Key impacts identified by community members
Lack of access to support for landmine survivors	Poverty and no pension
	Low/no income due to unavailability of jobs
	Unable to work due to injury
Lack of access to clean drinking water	Forced to drink dirty water
	Health problems caused by water
	Forced to sell livestock to cover medical treatment
Poor health	Lack of access to herbs
	Lack of nutrition
	Low living standards
Lack of access to education	Lack of road access and delivery of school materials
	Worry about children's future
	Increased workload for parents and elders
Inability to collect herbs and work rice fields	Rely more heavily on remittances
	Cannot exchange herbs for goods
	Don't have own medicine
Neglected land and ruined environment	Mineral build-up in soil due to no cultivation
	Malaria breeding ground in stagnant water
	Infertile land due to lack of use over time
Lack of pasture and ability to expand land	Can't collect grass for livestock
	Decrease in number or death of livestock
	Increased pressure on land
Limited agriculture	Must buy flour and potato, which is expensive
	Can't plant wheat
	Must sell livestock for income
Additional expenses for landmine survivors and their families	Lack of money due to expenses
	Harder living conditions
	Need for relocation
Income earners killed	Difficult to earn money legally
	Must sell livestock for medical expenses
	Children have behavioural problems/orphaned

(Continued)

Table 9. Examples of key problems and impacts caused by landmine contamination

Problem caused by contamination	Key impacts identified by community members
Inability to shepherd and livestock killed	No meat or milk products
	Difficult/impossible to replace/no offspring
	No transport
Fear	Panic and nervousness
	Stressful for parents
	Constant fear of death and disability
Mental problems	Fear of losing children
	Burden of being sole parent
	Nervousness about leaving children alone
Children cannot walk freely	Limits adult time for other activities
	Parents worry about children when working
	Parents have fear for children
Limits leisure activities	Prevents fishing
	Limits tourism
	Increased travel time to use alternative land
Land conflicts	Not enough land for housing
	Increased pressure on land and scarcity of fertile land
	Low agricultural output

Source: Primary data collection through impact assessment, focus group discussions, interviews with village heads/local officials and beneficiary interviews in previously mine-affected communities.

icant safety improvements and limited socioeconomic improvements. Key changes and the extent to which the change was reported during 24 village visits across the three case study countries are displayed in Figure 7. Almost all of the communities reported reduced fear and improved access to agriculture and food, and income and livelihood options. Improved freedom and access to water and natural resources were reported in around two thirds of communities. The remaining changes indicated in Figure 7 were prevalent in less than half of the communities. Changes related to safety – reduced fear, improved freedom of movement and improved safety of livestock – were the most frequently reported, followed by changes related to livelihood access and growth.

In the communities visited in all three countries, there was a palpable sense of relief that they and their children could go about their daily lives without fear that a wrong step would kill them. Their constant worry of the contamination had been reduced, and parents could allow their children to walk to school and to help with daily tasks. The end of the landmine threat is the way people perceive the immediate and lasting impact of mine action. In the communities that had completed clearance activities, the inhabitants were confident that all areas cleared were safe, although many understood that there was the possibility of unknown residual contamination.

In Lao People's Democratic Republic, the victim survey conducted by the National Regulatory Authority revealed that by the start of the formal UXO action programme in 1995, the actual number of casualties was around 300 per year. It had stayed at that figure until relatively recently, with a slight increase in casualties around 2004–2008. This suggests that UXO action had a very limited impact on casualty rates. In the communities visited, however, respondents said they

were very happy that there had been UXO clearance in their villages and they held UXO Lao in respect. Overwhelmingly, the most important benefit for both women and men was a sense of safety and peace of mind, and the ability to live and work without the constant underlying concern about safety for themselves and their children due to UXO injury.

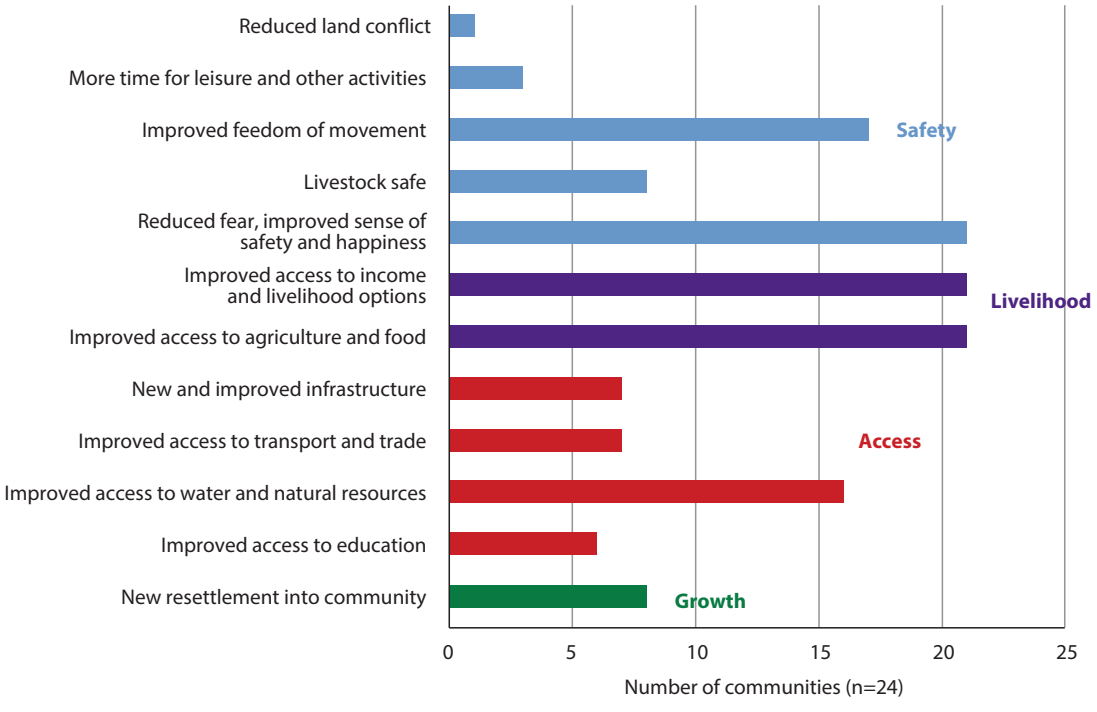
These findings are evident in some of the desk studies examined. For example, in Sri Lanka, through limited post-clearance impact assessments carried out under the Support to Mine Action Programme, there is evidence of a high level of confidence by community members on the safety of cleared land. The impact assessments indicated that standards of living had increased and more basic needs of agricultural households were being met as a result of increased cultivation of land cleared through mine action. The reports point to difficulties in attributing impact to mine action, but do suggest a contribution by mine action to enabling a host of development interventions.

In general, community members across the three countries were not aware that UNDP was involved in the mine action effort in their community. This is understandable, given the way that UNDP operates and the expectation that community-level engagement takes place through national and local partners.

3.3.2 DEVELOPING AND STRENGTHENING POLICIES, SERVICES AND STRUCTURES FOR MINE VICTIMS

Finding 17. UNDP has had limited engagement in support to mine victims and survivors. In the instances where it has provided support in this area, it has mostly focused on institutional aspects, and its work has been well received by national partners.

Figure 7. Post-clearance changes reported by 24 communities visited



Source: Primary data collection through community mapping, focus group discussions, interviews with village heads/local officials and beneficiary interviews in previously mine-affected communities in Lao People's Democratic Republic (n=8), Mozambique (n=11) and Tajikistan (n=5).

The Strategy of the United Nations on Mine Action indicates that WHO has primary responsibility for the development of standards, provision of technical assistance and promotion of institutional capacity-building in the area of victim assistance. Nevertheless, some countries have turned to UNDP for assistance as they strengthen services for mine victims. UNDP's greatest involvement in victim assistance has been in supporting national efforts to identify and survey mine victims/survivors in order to more clearly understand the extent of the situation, the nature of needs and the availability of and access to support services. This has then enabled advocacy for other sector actors (such as ministries of health, social welfare and labour) to better respond to the needs of mine victims.

In a few countries, UNDP financed Handicap International as well as International and National Committees of the Red Cross projects to construct, supply and operate orthopaedic centres. UNDP has also funded several employment centres for mine survivors. In the cases where UNDP or mine action authorities have supported victim assistance centres, the evaluation did not see efforts by Governments or other entities to scale up pilots into wider programming.

In Lebanon, UNDP helped to mobilize resources for monitoring mine victim needs (tracking 690 victims), for software to keep track of surveyed victims and for the production of an awareness-raising booklet to help victims to understand their rights and know how to maintain their prosthetic devices and handle their disability.[14] In Angola, UNDP provided technical assistance to support the Government in its development of a victim assistance strategy.

In Lao People's Democratic Republic, UNDP support for victim assistance has been limited to covering staff salaries in the Victim Assistance Unit of the Government's National Regulatory Authority and providing some support to the Victim Assistance Technical Working Group. The Government signed the Convention on the Rights of Persons with Disabilities in 2008 and ratified it in 2009.

Mozambique signed the Convention on the Rights of Persons with Disabilities in 2012, and the same year the Council of Ministers approved the National Disability Plan (2012–2019). UNDP provided funds in 2012 for a mine victim survey carried out by Handicap International-Ravim as input to the National Action Plan for Mine Victims then being developed under the responsibility of the Ministry of Women and Coordination of Social Action. That survey was the first attempt at a comprehensive review of needs of mine victims carried out in the two most populous and mine-affected provinces.

Among the important conclusions of that survey are: (a) the lives and situations of mine victims are not significantly different in most regards from those of the other members of their communities; (b) most victims were affected by mines as a result of accidents or incidents during the conflict (1994 or earlier); only about 20 percent of victims have been affected since the conflict ended; (c) roughly 40 percent of mine victims during the war were soldiers at the time; and (d) while women represent about 20 percent of total victims (a higher rate than in most countries), they represent over one third of all civilian victims.

One notable exception to UNDP's limited victim assistance support has been its role in Tajikistan. Tajikistan is one of the 28 States Parties to the Ottawa Convention declaring a "significant" number of mine victims/survivors. According to the national victim database, from 1992 to August 2015, 854 landmine/ERW victims (484 survivors, 370 fatalities) were recorded. Approximately 30 percent of mine survivors were children.[15] Tajikistan's first Five Year Strategic National Mine Action Plan 2004–2008

14 UNDP, 2014.

15 STMAP/Tajikistan National Mine Action Centre (TNMAC) Victims Assistance/Disability Support Unit Fact Sheet, 2015.

contained a commitment to improve access to treatment, physical rehabilitation, psychosocial support and training for income generation for mine survivors and to support equal access to employment and educational opportunities through the Government and non-governmental national and international organizations.

From 2005 to 2009, the victim assistance programme of the Tajikistan National Mine Action Centre, supported by UNDP, provided direct support to more than 60 percent of the 854 registered landmine/ERW survivors and victims' families. This included access to income-generating opportunities, vocational training, psychosocial support, rehabilitation and physiotherapy.[16] Effective monitoring, however, was impeded by geographical distances and limited access to remote villages. There were also concerns among stakeholders and staff of the UNDP country office that the Tajikistan National Mine Action Centre was straying into implementation, which prevented it from being an objective coordinator and monitor of mine action activities.[17] In 2012, the victim assistance programme expanded its scope to include support to all persons with disabilities. In 2013, the victim assistance pillar was renamed the Disability Support Unit, whereby its role and involvement were better defined in the mine action strategy.

Since 2014, the unit has been mainstreamed into Tajikistan's disability programme, and victim-assistance activities have been mainstreamed through various national and international institutions. The victim assistance programme in Tajikistan applies current best-practice thinking, and UNDP has shown leadership in this area. The inclusion of victim assistance programming into wider support to persons with disabilities is a notable example of how some countries have revised their planning on landmine victim assistance in light of the Convention on the Rights of Persons with Disabilities (even without having signed it). UNDP should encourage this globally.

There are an identifiable and limited number of mine survivors and their families, and beneficiaries of employment training and other support projects funded by UNDP, whose lives and living conditions substantially improved as a result of UNDP support. There is some hope that living conditions have changed for mine victims as a result of increased attention to their rights and provision of services to them as persons with disabilities. This could be the case especially now that most mine-affected countries have signed the Convention on the Rights of Persons with Disabilities. UNDP advocated for the Convention, but the organization has not been sufficiently engaged with issues of mine victims to be able reasonably to claim credit for significantly improved living conditions of mine survivors and their families in general.

3.3.3 LIVING CONDITIONS FOR MINE VICTIMS

Finding 18. In the few cases where UNDP has provided substantial, long-term support to countries for victim assistance, some improvement in services can be discerned, including more generally for persons with disabilities.

While not enough evidence was gathered through the research to determine the success of victim assistance, those questioned who had received income-generating support said they had benefited significantly from the assistance. However, most community members interviewed in the three case study countries reported that, aside from immediate medical attention, no support was provided for mine survivors and their families. Community members went on to state that, in the absence of victim support, the socioeconomic conditions of mine survivors were consistently worse than they had been prior to the landmine or UXO accident.

In Tajikistan, organizations supporting the rights of persons with disabilities report that the status

16 STMAP/TNMAC (2015) Annual Progress Report 2014.

17 Interviews conducted in Tajikistan in November and December 2011 by Rebecca Roberts.

and living conditions of landmine survivors have improved as a result of the progress made in the accessibility and quality of services for medical, psychosocial and rehabilitation support.[18] Yet a review by the Implementation Support Unit in 2010 concluded that income generation and financial support had not enabled all landmine survivors to achieve financial independence, possibly because the remote rural locations provide a limited range of livelihood options.[19] Livelihood support is ongoing.

For example, beneficiaries responded positively to a three-year income-generation project supported by the ICRC, which reached its mid-point in August 2015. In research conducted, families of victims and inhabitants who were living in villages that participated in the research gave positive reactions, but further research would be required to gauge the success of the project. Despite the wide range of support reportedly available for mine victims, for their families and for persons with disabilities, respondents were aware only of the ICRC programme for mine victims and their families, with its support distributed through the Red Crescent Society of Tajikistan. Many people were aware of the ongoing project and thought that it was the first assistance that had been made available. People who had been injured or lost an income-earner 15 to 20 years ago confirmed that this was the first assistance they had ever received.

In the case of Mozambique, UNDP did not engage significantly in mine victim support, nor did it provide direct services to mine victims; UNDP did support the 2012 Handicap International-Ravim survey of mine victims in two provinces. As is common in other countries, response to mine victims was understood by the Government of Mozambique to be an issue for the Ministries of Health and of Women and Coordination of Social Action, with IND (the national demining institute) having only the limited role of compiling data on accidents and victims, without any national reporting system. The national mine action strategies for Mozambique have included a section on victim assistance. However, IND never had a unit dedicated to victim assistance, and did not include mine victim assistance as part of its requirement for support in negotiations with UNDP.

For Lao People's Democratic Republic, the extent to which the livelihoods of UXO survivors and their families have changed as a result of victim assistance is impossible to assess, given available data. Nonetheless, while impact may be significant for some individual families who have been able to access services, the overall impact has been minimal. No survivors interviewed in the course of this study were supported directly or indirectly by the work of UNDP. Only one individual was reported to have received some external support, but was not sure who had provided it. According to respondents, apart from immediate medical attention – usually resulting in high out-of-pocket expenses and often cross-border travel to Viet Nam – no support was provided, and some families were deep in debt due to high health care expenses.

There are examples of effective and successful UNDP support to partners to facilitate the provision of direct support to mine victims. For instance, in Albania UNDP has supported NGOs in providing direct victim assistance support, including vocational training, entrepreneurship training courses, specialized medical services, training of personnel and psychosocial support. UNDP has supported the Victims of Mine Association, the sole NGO operating in Kukës at the time of engagement (2008), in establishing a community-based rehabilitation network comprising nurses based in mine-affected villages.

18 STMAP/TNMAC "Victim Assistance in Tajikistan Workshop" report, 2015.

19 Anti-Personnel Mine Ban Treaty Implementation Support Unit Review of Victim Assistance in Tajikistan, 2010.

Chapter 4

CONCLUSIONS AND RECOMMENDATIONS

The conclusions and recommendations presented in this chapter are based on the aggregate findings from the preceding chapter. Although each country presents a unique context for UNDP mine action support, the findings point to several broad conclusions on the impact and nature of UNDP support to mine action. Corresponding recommendations highlight and detail some of the key challenges that should be taken into consideration by UNDP going forward.

4.1 CONCLUSIONS

Conclusion 1. UNDP support to mine action has contributed substantially to increased human safety, through the reduction of risk. To a lesser degree, it has also led to improvements in socioeconomic conditions at the community level.

Over the past 25 years, international support to national mine action programmes has had a major impact on the landmine problem. International trade in anti-personnel landmines has essentially ended, as has the use of landmines by nearly all States that once used them. The number of new victims per year globally has fallen by two thirds, and in many countries the annual total has fallen by much more. National mine action activities supported by UNDP have contributed to this overall reduction in casualties. Indeed, the greatest contribution of UNDP's support to mine action at the community level has been the reduction of fear and anxiety. The benefits of this sense of increased safety are shared by all community members, even as the economic benefits may be uneven and difficult to quantify.

As the number of new casualties has fallen globally, greater attention has been given to economic development, support to landmine victims, integration of gender in mine action and land rights. UNDP has partly justified its mine action work as contributing to socioeconomic development and poverty eradication. While small-scale livelihood improvements are evident after landmine clearance in the communities observed for this evaluation, these improvements were mostly due to local initiatives enabled by the reduced risk, rather than specific economic development or job creation programmes sponsored by UNDP or national partners.

Conclusion 2. The phasing-down of the mine action global programme at UNDP over the past decade has lessened its strategic coherence and limited the capacity of UNDP headquarters to fully support its staff at the country level.

Most UNDP headquarters mine action staff were phased out of the Bureau for Conflict Prevention and Recovery between 2008 and 2013. Prior to this period, the headquarters mine action staff produced several strategy documents for use by country offices and contributed to development of United Nations Guidelines on Gender in Mine Action (2005), Victim Assistance Policy and overall Mine Action Strategies. A common perception shared by participants and stakeholders interviewed for this evaluation is that over the past decade UNDP has lacked clear policies and guidance for its mine action work, and has supported only limited interaction and information-sharing with and among staff in various country offices. Some country-level personnel noted they received little practical guidance from UNDP headquarters and relied on other organizations for technical support. Strategies and techniques for advocacy programming on mine action should logically exist as part of the UNDP support for mine action.

Conclusion 3. The main value-added contribution of UNDP is the establishment of national institutional capacities to manage mine action. Nevertheless, the transition to national ownership of mine action in some countries aided by UNDP has been slow and inconsistent, and the sustainability of some nationally managed programmes remains in question.

Most UNDP support has been for capacity development of national mine action institutions, and there is substantial evidence of UNDP achievement in helping over two dozen Governments to establish policies, strategies and legal frameworks; set up mine action centres; and strengthen core institutional capacities for strategic administrative and financial management in this area.

National ownership is an indication of political support and engagement, and is evident through (a) formal establishment of a national mine action authority as a public entity; (b) significant contribution of government funds for mine action; and (c) reference to mine action in national planning and policy documents. These thresholds have been reached by many but not all countries supported by UNDP. In two of the three case study countries for this evaluation, the national mine action entity remained under UNDP projects until very recently. The Tajikistan National Mine Action Centre was a UNDP project for 11 years before the transition to national ownership began in 2014. In the case of Lao People's Democratic Republic, the entities are still temporary and staffed by personnel on UNDP project-funded positions.

Several nationally managed mine action programmes have struggled to maintain momentum and to retain skilled employees. Information management is an area of particular concern in this regard, since the specialized skills involved present difficulties in attracting and retaining capable staff.

Conclusion 4. As mine action programmes mature, they tend to become increasingly focused on poor rural communities with a wide array of development challenges. UNDP recognized that there are important development linkages for mine action, yet there is scant evidence that this recognition has led to linking or targeting other development programming in poor communities that have been demined.

In its strategic plans and mission statements, UNDP indicates that it emphasizes support to poor and marginalized populations, and the majority of mine-affected communities are indeed poorer and more marginalized than other communities. The evaluation considered each of the countries where UNDP has done mine action work and assessed whether UNDP had been successful in getting Governments to establish and utilize pro-poor, gender-inclusive prioritization criteria. The results suggest that UNDP has had little success in this regard. In Lao People's Democratic Republic, no livelihood analysis was carried out. In Lebanon, a 2011 review noted that a shortcoming of UNDP's programme included a lack of mainstreaming of mine action into other priority development sectors. In Mozambique, the country office is hoping to focus more attention on development only after the completion of all demining efforts.

UNDP has shown little evidence of responding to mine-affected communities or individuals through other UNDP programming, although its mine action support has typically referenced the importance of mine action for development. In Tajikistan, the 2006 mine action strategy was designed to restore access to land and infrastructure to ensure that economic activity and development projects were unimpeded by landmines. UNDP in Sri Lanka likewise made efforts to link mine action with other development priorities, especially focusing on increased equity in socioeconomic opportunities and services for conflict-affected communities and internally displaced persons.

UNDP efforts to mainstream gender in its mine action programming has not significantly altered national mine action programmes. UNDP has supported the integration of gender perspectives in mine action primarily by calling attention to

the United Nations Guidelines on Gender in Mine Action. The most direct implications of these guidelines were already widely accepted (for example, the value of including women as well as men in surveys to obtain information regarding suspected areas; the relevance of sex-disaggregated data on mine victims).

UNDP has undertaken very little systematic engagement on victim assistance within its mine action work. Where UNDP has been engaged, the most common activities are surveys of victims and advocacy for national mine victim policies, preferentially within the context of broader support to persons with disabilities. In Tajikistan, where UNDP has made a significant contribution to victim assistance, in 2012 UNDP broadened the work of its mine action victim assistance programme to include support to all persons with disabilities, renaming it the Disabilities Support Unit. The substance of such policies and related services transects the sectors of health, rights and social welfare, labour and economic development. They should closely link to support from other international and United Nations organizations, such as WHO, the International Labour Organization and UNICEF.

4.2 RECOMMENDATIONS

Recommendation 1. UNDP should reaffirm its strategic commitment to mine action support globally and ensure that the dozen countries with ongoing mine action programmes are fully supported at the headquarters and regional level.

UNDP should support mine action over the long term as a result of obligations created by the Ottawa Convention and its long-standing post-conflict redevelopment support to national Governments. The legal obligation to eliminate all known and suspected mined areas, including low-density and low-risk areas, implies that some mine-affected countries will continue to seek international assistance over the long term. For the immediate future, a dozen Governments can be expected to continue requesting UNDP support for mine action. This does not mean that a new, large-scale global programme for mine action is needed at UNDP. Rather, UNDP can effectively carry out its mine action responsibilities through the following strategies:

(a) Ensuring that mine action technical advisors have requisite management and capacity-building skills;

(b) Providing practical guidance to countries on transitioning to national implementation and enhancing development support in demined areas;

(c) Maintaining high-level headquarters engagement with the United Nations Inter-Agency Coordinating Group on Mine Action, donor Mine Action Support Group and the annual meeting of National Mine Action Programme Directors and United Nations Advisors.

During the upcoming midterm review of the Strategy of the United Nations on Mine Action 2013–2018, UNDP should pay special attention to Strategic Objective #3 (development of national capacity) and consider changes to clarify that the emphasis should be on developing sustainable national management capacities. UNDP should seek to ensure that the Monitoring and Evaluation Framework distinguishes clearly between the development of its own project staff capacity and national institutional capacity. Finally, UNDP should seek greater clarity in the strategy on the roles and responsibilities for technical support to victim assistance.

Recommendation 2. UNDP should further enhance its institutional capacity support services to Governments on mine action, building on lessons from successful transitions to sustainable national ownership and utilizing South-South cooperation opportunities and closer engagement with United Nations and other international partners.

In keeping with the UNDP Strategic Plan, and in consideration of the results of UNDP mine action support highlighted in this evaluation,

UNDP should continue and enhance its support to national Governments in the areas of: (a) institutional capacity assessment for mine action, including the use of relevant indicators; (b) development and management of comprehensive databases of suspected and released mine areas; (c) land release prioritization; (d) transition strategies to national ownership of mine action programmes; (e) mainstreaming mine action into broader development imperatives, with special emphasis on marginalized communities; (f) taking gender aspects into account in mine action programming; (g) linking victim assistance support, where it exists within mine action programmes, into broader support for persons with disabilities; (h) efficiently channelling donor funding; and (i) utilizing partnerships with other United Nations agencies and international organizations. UNDP should update its mine action programme guidance to clarify priorities, elaborate practical methods and utilize its roster of capable consultants to provide technical support and policy research in these areas.

Further attention is needed on transition strategies to full national ownership. These should take into account not only government capacity but also practical needs, when completing and closing down landmine programmes, to maintain a residual capacity for response, and to support future development projects on previously mine-affected land.

In order to properly plan for future land use and development projects, it is important to create and maintain comprehensive databases of all sites that were ever suspected or demined. The importance of such mapping is sometimes underestimated by mine action authorities and operators, so it is incumbent on UNDP and other strategic advisors to emphasize the need to capture and transfer this data to the appropriate government entities.

Recommendation 3. In the near term, most of the requests for UNDP support on mine action will focus on mature national programmes in non-conflict circumstances, where the residual mine problems are located in poor rural areas. This suggests an important development need that UNDP is well suited to support by providing strategies and techniques for job creation and market development, and by channelling targeted donor support towards improving socioeconomic conditions in mine-affected communities.

The capacity of rural communities, especially poor ones, to improve standards of living depends on many factors, such as access to labour, credit and markets. Nevertheless, in nearly every community visited in the country case studies, the lives and livelihoods of impacted communities and citizens were improved as a result of demining and land release. At the same time, in every case, far more could have been achieved if additional resources had been made available simultaneously to stimulate the local economy. Landmine clearance should not be seen as an end result, but rather as an initial step in a much longer development effort.

Annex 1

UNITED NATIONS MINE ACTION PROGRAMMES AND AGENCY IMPLEMENTATION ROLES

United Nations mine action programmes – origin and implementation by agency						
Country/ area/ territory	**1988–1997**		**1998–2000**	**2001–2004**	**2005–2014**	
	1988–1994	**1995–1997**	**1998–2000**	**2001–2004**	**2005–2009**	**2010-2014**
Afghanistan	DHA	DHA	DHA	UNMAS	UNMAS + UNDP	UNMAS + UNDP
Albania				UNDP	UNDP	UNDP
Algeria					UNDP	UNDP
Angola	DPKO	UNDP/UNOPS	UNDP/UNOPS	UNDP/UNOPS	UNDP	UNDP
Argentina				OAS		
Armenia				UNDP – limited	UNDP - limited	
Azerbaijan			UNDP/UNOPS	UNDP/UNOPS		
Bosnia and Herzegovina		DPKO	UNDP/UNOPS	UNDP	UNDP	
Burundi				UNMAS	UNDP	
Cambodia	DPKO	UNDP/UNOPS	UNDP/UNOPS	UNDP	UNDP	UNDP
Central African Republic						UNMAS
Chad			UNDP/UNOPS	UNDP/UNOPS	UNDP + UNMAS	UNDP
Chile				OAS		
Colombia				UNDP	UNDP	UNMAS
Costa Rica		OAS				
Côte d'Ivoire					UNMAS	UNMAS
Croatia		DPKO	UNDP/UNOPS	UNDP/UNOPS		
Cyprus				UNMAS	UNDP/UNOPS	
Congo, Democratic Republic of				UNMAS	UNMAS	UNMAS
Ecuador				OAS		
Egypt					UNDP	UNDP
Eritrea				UNDP	UNDP	
Ethiopia				UNDP/UNOPS	UNDP	UNDP
Georgia						UNDP - limited

(Continued)

United Nations mine action programmes – origin and implementation by agency						
Country/ area/ territory	**1988–1997**		**1998–2000**	**2001–2004**	**2005–2014**	
	1988–1994	**1995–1997**	**1998–2000**	**2001–2004**	**2005–2009**	**2010-2014**
Guatemala		OAS				
Guinea-Bissau			UNDP/UNOPS	UNDP/UNOPS	UNDP	UNDP
Honduras		OAS				
Iran, Islamic Republic of				UNDP – limited		
Iraq				UNDP + UNMAS	UNDP	UNDP
Iraq (Kurdistan/ N. Iraq)		UNOPS	UNOPS	UNOPS		
Jordan				UNDP	UNDP	UNDP
Kosovo*			UNMAS			
Kuwait	Commercial					
Lao People's Democratic Republic		UNDP/UNOPS	UNDP	UNDP	UNDP	UNDP
Lebanon				UNDP + UNMAS	UNDP	UNDP
Liberia					UNDP - limited	UNMAS
Libya						UNDP + UNMAS
Malawi					UNDP	UNDP
Mali						UNMAS
Mauritania				UNDP	UNDP	UNDP
Montenegro				ITF		
Mozambique	DPKO	UNDP/UNOPS	UNDP/UNOPS	UNDP/UNOPS	UNDP	UNDP
Nepal					UNMAS	
Nicaragua	OAS	OAS				
Pakistan					UNDP - limited	
Palestine (Occupied Territories)						UNDP + UNMAS
Peru				OAS		
Republic of Congo					UNDP - limited	
Senegal (Casamance)				UNDP	UNDP	UNDP
Serbia				ITF		
Somalia			UNDP/UNOPS	UNDP/UNOPS	UNDP	UNMAS

(Continued)

United Nations mine action programmes – origin and implementation by agency						
Country/ area/ territory	**1988–1997**		**1998–2000**	**2001–2004**	**2005–2014**	
	1988–1994	**1995–1997**	**1998–2000**	**2001–2004**	**2005–2009**	**2010-2014**
South Sudan				UNMAS	UNMAS	UNMAS
Sri Lanka				UNDP	UNDP	UNDP
Sudan				UNMAS	UNDP + UNMAS	UNDP + UNMAS
Suriname					OAS	
Tajikistan				UNDP	UNDP	UNDP
Thailand			UNDP	UNDP	UNDP	
The former Yugoslav Rep. of Macedonia				ITF		
Uganda					UNDP - limited	
Ukraine				UNDP – limited		
UNMEE**			UNMAS	UNMAS	UNMAS	
Viet Nam					UNDP	UNDP
Western Sahara				UNMAS	UNMAS	UNMAS
Yemen			UNDP/UNOPS	UNDP/UNOPS	UNDP	UNDP
Zambia					UNDP - limited	
Zimbabwe					UNDP - limited	

* All references to Kosovo in the annexes to this document are made in the context of United Nations Security Council resolution 1244 (1999).

** United Nations Mission in Ethiopia and Eritrea.

Colour code:

OCHA/DPKO
United Nations Mine Action Service (UNMAS)
United Nations Office for Project Services (UNOPS) worked alone in Northern Iraq
United Nations Development Programme (UNDP)
UNDP – limited engagement
UNDP/UNOPS
UNDP + UNMAS
Organization of American States (OAS)
ITF (Slovenian Trust Fund)
Commercial/private sector

Annex 2

COUNTRY FIELD STUDIES AND DESK STUDIES

This annex includes summaries of field studies, conducted in Lao People's Democratic Republic, Mozambique and Tajikistan; and desk studies, conducted for Angola, Bosnia and Herzegovina, Cambodia, Lebanon and Sri Lanka.

FIELD STUDIES

LAO PEOPLE'S DEMOCRATIC REPUBLIC

Background

The Lao People's Democratic Republic is considered the most heavily bombed country in the world in per capita terms, a result of its involvement in the Viet Nam War. UNDP established a formal unexploded ordnance (UXO)/mine action programme in the country in 1995, assisting the Government to establish a national UXO/mine action programme in collaboration with the United Nations Children's Fund (UNICEF). The programme operates in nine of the most-affected provinces: Hua Phan and Luang Prabang, Savannakhet, Attapeu and Sekong, Khammouane, Champasak, Saravan and Xieng Khouang.

The evaluation was based on a literature review, a structured questionnaire administered to eight former UNDP technical advisory staff and interviews with 50 key informants in the capital, Vientiane, both in person and via Skype. The evaluation team also visited eight villages in three provinces (three in Saravan, three in Attapeu and two in Xieng Khouang) where UXO clearance had taken place in 2010 or prior. Data were collected in 16 community mapping/focus group discussions (8 female groups and 8 male groups), 8 interviews with village heads, 16 direct beneficiary interviews and 9 interviews with survivors of UXO incidents.

History

Prior to UNDP engagement in UXO clearance efforts in 1995, UXO clearance was undertaken by the military, with technical training and equipment from Viet Nam and the Soviet Union. UXO clearance was also undertaken by commercial companies, including Milsearch, a joint private venture with the Lao military, funded by private investors or donors. Other interventions were also undertaken on the periphery of development projects by local deminers with support from the military, but in many cases villagers were left to undertake clearance themselves. In this early post-conflict phase of reconstruction and development, concerns for UXO rested primarily with officials at the provincial level, while at the national level the focus was on broader reconstruction concerns.

With increasing visibility of the UXO issue and advocacy from the Mennonite Central Committee (MCC) and Mines Advisory Group (MAG), UNDP and UNICEF established, with the Government, the Lao PDR Trust Fund for UXO clearance on 1 August 1995. The intent was to mobilize funds and build the capacity of the Ministry of Labour and Social Welfare (MLSW) to plan, monitor and record the activities funded by the Trust Fund and any other related activities, including private ventures.

Projects financed through the Trust Fund could be executed through a range of entities, providing that the focus was on affected communities, and could include the following activities: UXO clearance and associated awareness-raising activities; research into effective clearance techniques; food security or income-generating activities where food shortages were a result of UXO contamination; exploring the potential to develop

a national commercial UXO clearance capacity; technical and management capacity-building; and strengthening health service capacities to manage casualties, from the acute trauma phase through to rehabilitation.

The Prime Minister's Decree Number 49, dated 13 February 1996, allowed the establishment of the Lao National Unexploded Ordnance Programme (UXO Lao) under the MLSW to coordinate activities related to UXO clearance and community awareness. The MLSW acted as the Chair of the Committee, and UXO Lao acted as the Secretariat until 2000, when a Prime Ministerial Decree handed responsibility over to the newly created National Steering Committee Office. UXO Lao also became a service provider, and with UNDP support the programme was established in the nine provinces thought to be the most contaminated, based on a 1997 Handicap International socioeconomic survey funded through the Trust Fund. To enhance technical and management capacity of UXO Lao and mobilize financial support, UNDP secured support from international actors in each of the nine provinces where it operated.

In 2002, a serious decline in funding, partly due to donor concerns regarding the lack of a credible estimate of the extent of UXO contamination as well as accountability concerns, resulted in a large number of staff being let go. In response, UNDP and UXO Lao commissioned an evaluation. The evaluation recommended separating the planning, coordination and regulatory functions from UXO Lao to another entity and opening the sector to more private and commercial actors, establishing a quasi-market.

This division of labour, which is consistent with that promoted by UNDP and other United Nations agencies, led to the establishment, in 2004, of the National Regulatory Authority (NRA). Since then, the NRA has been responsible for sector coordination and regulation, with UXO Lao positioned as a service provider. Also in response to the evaluation, UNDP and the Government developed the first national strategic plan on mine action (Safe Path Forward 2003–2013). Following the evaluation, the Government also opened the market to private providers, both for profit and not for profit.

UNDP supported a 2008 midterm evaluation, which recommended that the Safe Path Forward be revised to better account for the work of all operators, and include a focus on development and poverty reduction. UNDP supported the NRA to coordinate a participatory process in revising the strategy. This resulted in the Safe Path Forward II 2011–2020, which was approved in 2012. In 2008, the Lao People's Democratic Republic became the second State to sign the Convention on Cluster Munitions and in November 2010 hosted the First Meeting of States Parties to the Convention. At this meeting, parties established the UNDP Trust Fund for support to the full implementation of the Convention in the country. The Government also used this meeting as an opportunity to unveil a national Millennium Development Goal (no. 9) specific to UXO/mine action. Initially under the authority of the MLSW, since 2011 the NRA has been under the Prime Minister's Office (Ministerial Decree No 604/PM).

Findings

Relevance: Most respondents interviewed felt that UXO/mine action remains relevant to the needs of the country, as evidenced in Government development strategies and plans. A few respondents questioned UNDP's ongoing relevance to the sector, but most recognized the important role it continues to play in fund mobilization for the national programme. UNDP also played a crucial role in facilitating the Government's signing of the Convention on Cluster Munitions. This helped to spur action to meet the needs of the country as well as action by UNDP and most donors. UNDP is the co-chair (with the United States) of the working group process of the mine action round-table sector.

While important discussions took place, some in-country donors felt that the policy dialogue needed to be more courageous on the issue of

mine action. In particular, some donors felt that UNDP could have been more active in facilitating greater transparency and accountability in this area, as well as in more timely and complete reporting. Several donors also felt that UNDP could have played a more effective role in advocating for pro-poor policies and inclusive and equitable UXO clearance linked to socioeconomic development in contaminated areas. Some also felt that at times UNDP had been reactive rather than proactive regarding the establishment of the NRA.

Effectiveness and UNDP's contribution to results: Most of UNDP's efforts have concentrated on developing institutional capacity. Evidence of this capacity-building can be seen in the development of the institutional arrangements, decrees of the Prime Minister and policies, practices and systems that are required for the effective functioning of a UXO/mine action programme. UNDP has also been effective in developing technical capacity. Less attention, however, has been paid to systematically developing management capacities, including accountability and transparency mechanisms; quality management, monitoring and evaluation; pro-poor approaches and gender-sensitive prioritization; stakeholder communication; data management; and use of adaptive management capacities.

More positively, UNDP has coordinated and developed technical capacity, including of UXO Lao; most respondents reported that UXO Lao provided a competent UXO-clearance service. Survey and clearance methods have improved somewhat over time, partly in response to concerns expressed about the effectiveness of some earlier approaches taken. In some cases, areas were cleared even though there were found to be limited or no UXO. The argument for undertaking clearance activities in areas where there is no certainty that UXO exists is that even the perception of UXO can prevent land use.

However, this argument does not stand up to scrutiny in Lao People's Democratic Republic, where the contamination is UXO, not landmines, and where contaminated land is often cultivated. UNDP support for victim assistance has been mainly limited to covering staff salaries in the Victim Assistance Unit of the NRA and providing some support to the Victim Assistance Technical Working Group. In general, UNDP has paid very little attention to promoting gender equity and South-South cooperation. While, for example, UNDP has supported some study tours to Cambodia, it has not made use of advisors from the 'Global South' to assist in capacity development in the NRA and UXO; almost all advisors come from the 'Global North'.

From outcomes to impacts: A review of the data and available reports suggests that there are very few differences between land use before and after clearance. Where there are changes, they have often been in response to market influences, rather than UXO contamination per se. This illustrates the link between context (such as access to roads and markets) and outcomes. The 2008 NRA victim survey revealed that by the start of the formal UXO action program in 1995, around 300 casualties per year were being reported. Casualty numbers remained at this level until relatively recently, excluding a slight increase during the period around 2004–2008 (explained largely by the market for scrap metal). This suggests that UXO action had a limited impact on casualty rates.

In the communities visited, however, respondents were very happy that there had been UXO clearance in their villages, and they held UXO Lao in respect. Overwhelmingly, the most important benefit for women and men was a sense of safety and peace of mind, and the ability to live and work without being constantly concerned about the safety of themselves and their children because of the threat of UXO injury. The extent to which the livelihoods of UXO survivors and their families have changed as a result of victim assistance is impossible to assess on the basis of the available data. Nevertheless, given the lack of data on needs, the lack of a coordinated approach to service delivery and low coverage, overall impact is likely to be

minimal, though impact may be significant for some individual families who have been able to access services.

Sustainability: UNDP UXO/mine action is likely to be sustainable if funding does not decrease too rapidly. The primary output, or product, of the UXO project is the amount of land cleared of UXO to a depth of 25cm. The results so far indicate that this output is considered sustainable and has enhanced land value. Currently, however, given their present form and level of contribution from the Government, neither the NRA office nor UXO Lao are sustainable without donor funding. The capacity of the NRA and UXO Lao to raise their own funds through cost-recovery mechanisms or directly from donors or governments is limited.

However, there are several factors that could promote sustainability. The NRA, for example, requires all development projects to undertake UXO surveys in suspected contaminated areas and undertake clearance as necessary. This requirement provides some assurance that development agencies will have to budget for, and purchase, UXO clearance services where needed. Further integration of UXO clearance into the development planning and budgeting process, especially at provincial and village levels, would also help to place UXO clearance on a more sustainable footing. An additional measure to promote sustainability, through capacity-building of management, would be to include exit strategies linked to performance indicators on capacity development in individual advisors' terms of reference.

Conclusion

The UNDP-supported Lao UXO/mine action programme has been in operation since 1995. UNDP has provided capacity-building, mobilized and managed resources, and coordinated and mediated among mine action actors. UNDP's support remains relevant to the country strategies and to UNDP's global strategic objectives of promoting human development, and more specifically to Strategic Plan Outcome 1 (growth and development) and Outcome 3 (access to basic services). Both the Government and donors value the role that UNDP has played in the sector, and it is unlikely the programme would have achieved the level of national institutionalization and UXO clearance outreach it has had for 20 years without UNDP support.

Overall, donors support UNDP's role, though the relationship with donors has not always been easy. At times, donors have expressed frustration about the perceived lack of accountability, strategic direction and planning, and more recently, lack of safeguards to protect people relocated from suspected mine areas through government policies. Often in response to these concerns, UNDP has been seen to be reactive rather than proactive. UNDP support to victim assistance has been limited, and any improvements in the lives of UXO survivors and families of UXO victims are unlikely to be attributed to UNDP's work.

UNDP support has been effective in building clearance and survey capacity, although survey and clearance methods could have been better managed. This is in part due to technical surveys not being carried out, or then not being effectively utilized, during the early years of the programme. Such surveys are integral to mine clearance and help to identify which sites are contaminated and which landmine clearance methods are most appropriate. The decision not to undertake technical surveys at the outset contributed to clearance of areas that had few UXO.

One possible explanation for the clearance of land already in use is that the targets developed in the UNDP-supported 'Safe Path Forward I' committed UXO Lao to increase its productivity in terms of hectares of ground declared UXO-free every year, rather than clearing confirmed hazardous areas. Another explanation is that in some cases land was cleared as a pre-condition for investment in development by non-governmental organizations (NGOs), international organizations or donors; in many cases, limited or no UXO was found on the land cleared.

The recently approved Cluster Munition Technical Survey goes some way to address the need for wider community engagement in the prioritization of confirmed hazardous areas, including by giving greater voice to the priorities of needs expressed by women and youth. The survey is currently being implemented, and will cover all priority focal development areas. UNDP has had some difficulties coordinating advice from the various mine action partners in Lao People's Democratic Republic, and this has often resulted in fragmented guidance being given to the NRA and UXO Lao. Providing consistent advice, however, is not solely the responsibility of UNDP; bilateral donors also have a role to play. In providing assistance to the NRA and UXO Lao, they could contribute to improving the consistency of advice by ensuring that terms of reference of technical advisors clearly state their roles and responsibilities and give strategic direction that complements that given by UNDP and its chief technical advisors.

UNDP has been only marginally effective in its efforts to build the management capacity of the NRA and UXO Lao. In particular, capacity gaps remain in data analysis and information use, quality management, pro-poor approaches, gender-sensitive prioritization and monitoring and evaluation. In addition, while UNDP's actions need to be aligned with the policies of both the Government and donors, this alignment should be based on evidence of what works in context. Of particular concern is the limited attention being given to how the UXO programme can be funded in the future. The expectation that the country will graduate from least developed country status by 2020 has consequences for donor funding to mine action. As a lower-middle-income country, Lao People's Democratic Republic will be expected to take on a greater financial burden and can expect less advantageous conditions for loans and development aid.

Information obtained from communities visited during this evaluation indicates that the clearance of UXO has consistently eliminated fear among community members. Yet clearance did not produce positive impacts across the board. For example, it presented one source of vulnerability: an attitude that community members could move about completely freely to do whatever they needed to do. Moreover, impacts on land use and productivity were similar before and after clearance.

The use of land areas released provided only marginal economic and other benefits to those who cultivated them. It enabled individual families to expand their subsistence gardens and fields, but did not have significant implications for local and national development indicators. The tangible socioeconomic benefits achieved at the community level were described by community members as being the result of their own efforts, rather than of external actors, and depended on access to complementary productive assets, especially labour and access to communication infrastructure, including roads, and markets.

The drive to link UXO/mine action with development makes sense in terms of the global commitments to the Millennium Development Goals, the country's impressive economic performance over the last decade, and the Government's desire to exit least developed country status by 2020, alongside donor strategies for Lao People's Democratic Republic, which relate primarily to economic development. Yet overall, this is at odds with the realities on the ground. Other than the physical clearance, there is no evidence of systematic external support from UNDP, national authorities or other actors to complement the clearance with development initiatives.

The socioeconomic impact of UNDP's support to mine action in Lao People's Democratic Republic is mainly indirect, and comes from its long-term support to the mine action sector, and its institutional role at the national level. Given limited direct government funding, UNDP and bilateral donors can be credited for the successful implementation of the programme, and any consequential outcomes and impacts. This is not to underestimate the contribution of the Government, which has shown enduring commitment to supporting the programme, or of UXO Lao

and NRA, which have made important contributions to the implementation and longevity of the programme. The evaluation also called into question some of the underlying assumptions of UXO/mine action in the Lao People's Democratic Republic, and especially the focus on development outcomes, often understood narrowly in terms of economic outcomes.

MOZAMBIQUE

Background

The Mozambique Mine Action Programme has been in existence for over 20 years. UNDP has provided support throughout the entire process, from the period of peacekeeping until today. In order to gather relevant information from national and international stakeholders and local community members, a two-person consultant team visited Mozambique for three weeks in May-June 2015. This country case study is based on that visit, along with a review of the implementation of the Mozambique Mine Action Programme and a small sample of community case studies.

The case study examined the impact of mine action on communities and addressed the contribution of UNDP support to that impact. The case study considered (a) the stages and results of UNDP support to mine action in Mozambique, particularly through development of national mine action management capacity, and (b) the impact of landmine contamination and mine action at the community level. The study has tried to determine whether the results of UNDP support in mine action contributed to the impacts at community level. The consultant team met with stakeholders, community members and others in Mozambique. All were generous with their time in explaining their own experiences and their interactions with Instituto Nacional de Desminagem (IND, the National Demining Institute) and UNDP.

History

Following the General Peace Agreement in 1992, a United Nations peacekeeping mission (the United Nations Operation in Mozambique, UNOMOZ) was established to oversee the initial transition. Among the responsibilities of the United Nations was to ensure mine clearance for safe access of peacekeepers, returning refugees and humanitarian assistance. Norwegian People's Aid (NPA) and HALO Trust established mine action programmes in the centre and north of the country, with support from their donors. To give the trained deminers an organizational structure, UNDP established the Accelerated Demining Programme (ADP) as a project, much as it had recently done in Cambodia, and ADP took responsibility for clearance in the country's south.

Each of the three organizations had its own operational management capacity (for the Mozambican deminers in the south this was provided initially by UNOMOZ) and each worked in isolation; there was no contact with actors outside their respective region and no effort to create overall national programme management. UNDP did not provide any advisors or capacity development support during this period. At the end of the period, there were three autonomous mine action programmes, each operating in one third of the country, and no national authority or perspective on how to manage it.

In mid-1995, the Comissão Nacional de Desminagem (CND, the interministerial National Demining Commission), was created as a temporary body with responsibility for managing the overall mine clearance programme in the country. Starting in 1997, UNDP provided up to five technical advisors to CND, while continuing to channel resources and provide technical advisors to ADP (mostly those serving in the military on six-month rotations from Australia and New Zealand). As time progressed (and the issue received more attention with signature of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and Their Destruction, also known as the Ottawa Convention), some of the donors became more concerned with the need for a national management authority and the weakness of the CND in relation to the three autonomously funded and

managed mine action programmes. Given the lack of data about the problem nationally, there was also discussion about the need for a landmine impact survey (LIS); such surveys were just beginning globally in this period. Finally, UNDP took on the role of general donor coordinator.

In mid-1999, the Government converted the CND into the Instituto Nacional de Desminagem as a formally established autonomous body to manage the overall mine action programme in the country. In 2000, UNDP developed the first of several capacity development projects, through which it provided as many as five advisors simultaneously (drawn from chief technical advisors, operations, planning, database, finance and administration) from 2001 to 2005. This cadre was gradually reduced to only the chief technical advisors as of 2008.

The Mozambique LIS report was delivered in 2001, and it received considerable criticism from those who had gained experience with other LIS. With the leadership of the UNDP advisors, national mine action standards were written (in English) and the first National Mine Action Plan (2002–2006) was prepared, based on the results of the Mozambique LIS. Beginning in late 2003, the programme was hit by a corruption scandal (involving IND, NPA and UNDP staff) and then the collapse of ADP in early 2005. With the credibility of key actors damaged, funding dried up. In order to keep national staff who otherwise would have received low government salaries, UNDP recruited key individuals as national project staff (those in database and quality assurance [QA], in particular), and soon found itself topping up the salaries of most IND staff. When the main UNDP project supporting IND ended, many staff who had been contracted as project staff simply left, taking their knowledge with them.

During the period 2005–2008, the financial and management crisis for IND worsened with the departure of all major demining operators, the end of resident UNDP international technical assistance and the loss of many staff, including some of the best trained. Actual demining resources fell by 50 percent during 2005/2006, and most of the rest (handled through HALO Trust) were dwindling to nothing. Mozambique's initial Article 5 deadline under the Ottawa Convention was approaching, and there was little chance of meeting it. On the basis of accumulated experience, a core group within IND was able to develop better cooperation with operators and develop national ownership of the process. Although initially suspicious of the HALO Trust 'Mine Impact-Free District' survey in the North (begun in 2004 and completed in mid-2007), IND came to recognize it as a good way forward, and in mid-2006 requested HALO to conduct a baseline assessment in the rest of the country.

In 2008, donors began to return to support IND, and by 2011 were channelling more of their funds through UNDP. This reflected donor confidence in the National Mine Action Strategy (2008–2012), based on the same analysis that went into the Article 5 Extension Request, both of which were developed with leadership by IND and broad stakeholder consultation. The mine action programme became focused on a realistic target of concluding the elimination of all known minefields in the foreseeable future. The importance of mine action was again reflected in the third Poverty Reduction Plan (2011–2015) and the Government Five Year Plan (2010–2014). Following adoption of the Mine Action Strategy by the Council of Ministers in 2008, the level of government funding to IND and operations increased significantly.

The presence of landmines is about to become part of the past. A baseline assessment conducted by HALO in 2006 identified approximately 15 km^2 of confirmed hazardous areas remaining to be demined. The district-by-district process of reviewing suspected areas resulted in verification of an additional 40 km^2, without requirement for full clearance, leading to a total of 55 km^2 demined since 2008. IND records indicate that there are 16 suspended tasks and 16 confirmed hazardous areas, with a total estimated area of

16,700 m^2 submerged under water that provide no current hazard to human activity. These areas were mined during the conflict, in periods of extreme drought. The areas are planned to be demined when they become accessible again, as in two areas in Sofala Province that were demined in mid-2015. Mozambique plans to declare itself free of all known minefields in 2015, since these inaccessible areas present no current hazard.

Findings

Relevance: The major actors and operators from the beginning included the United Nations (UNOMOZ), a few international NGOs and a national demining operator created by the United Nations presence (ADP). UNDP took over from UNOMOZ, but without the same resources or a smooth transition. The Mozambique mine action programme was similar to other first-generation mine action programmes in Afghanistan, Angola, Cambodia and Lao People's Democratic Republic in that the largest operator was a national entity created and supported by the United Nations (ADP, Instituto Nacional para Remocao de Objectos e Engenhos Explosivos (INAROEE)/National Institute for the Removal of Explosive Ordnance, Cambodia Mine Action Centre (CMAC), UXO Lao).

UNDP supported ADP with advisors and resources, and ADP resisted the coordination efforts of CND and IND (the national authority). Nevertheless, ADP was not able to transition to independent status as a national entity. The first National Mine Action Plan (2002–2006) represented an effort to impose national direction on the regional operators, and the second National Mine Action Plan (2008–2014) demonstrated clear development of national ownership of the landmine problem and its solution.

UNDP supported mine action in Mozambique from the beginning to the end. During the first 10 years, UNDP provided technical advisors to ADP, CND and IND; channelled funding to each organization (most heavily to ADP); and took the leading role in coordinating donor support. During the final 10 years, UNDP's central contribution was strengthening credibility of the national programme after the crisis of 2004–2006, thus increasing donor support. This was accompanied by the continuing presence of a CTA without other UNDP advisors. Advice provided to the IND National Director and staff, helped mediate the relationship with other stakeholders and helped coordinate support from external partners. These included the Geneva International Centre for Humanitarian Demining (GICHD), Survey Action Center (SAC) and Gender and Mine Action Programme (GMAP).

The focus of quality management has shifted over time in Mozambique. UNDP capacity development efforts played a key role in supporting the establishment and professionalization of the QA team. Its most important result was giving the IND and Government a technical presence in the field in what were previously autonomous areas of operation by the demining operators. QA was generally staffed by people without demining experience. While the team never achieved the technical superiority over operators desired of a QA team, it did improve with support from UNDP, GICHD and SAC.

Quality assurance in IND has gained increased respect from the operators as it has focused on the process of handover of districts and provinces, with no suspected areas left unchecked, rather than of individual cleared areas. This is to ensure that the community and local authority have confidence and use the land. It relies heavily on acceptance of the quality of clearance conducted and subjected to internal quality assurance measures of the respective operators. Whether this is sufficient and fully in line with the spirit of International Mine Action Standards (IMAS) should be considered – although whether or not it is in line with the Mozambique NMAS is formally more important.

Effectiveness and UNDP contribution to results: Following the collapse of ADP and the related scandals, UNDP has played an important role in enabling Mozambique to fulfil Article 5 of the Ottawa Convention. After many donors expressed their unwillingness to fund clearance

of low-impact areas, UNDP continued to do so, and it mobilized and coordinated funds at a time when donors feared misuse of funds. Given the lack of comprehensive Information Management System for Mine Action (IMSMA) data, it has to be assumed that most of the villages visited in Manica Province and cleared in the last five years were previously considered to be low-impact areas. However, with the exception of one village, it is clear that the contamination had a socio-economic impact and that people lived in fear. Without this final effort to ensure that Mozambique achieves mine-free status, these communities would have continued to experience the daily impact of mine contamination.

UNDP has supported capacity-building, mobilized and managed resources, and coordinated and mediated among mine action actors. The capacity-building for database management and QA has been inconsistent and lacked clear goals. The contributions of other operators and organizations such as GICHD and SAC have also been important. Issues over salaries and sustainability also undermined the successes of these interventions. However, the database and the QA system supported by UNDP and others are important elements in ensuring the continuity of mine action. They are necessary for institutional processes and for reporting and securing donor funds.

UNDP support was largely driven by country office engagement with the Government. It provided a bridge of continuity for support at times when there were doubts or declining credibility. Nonetheless, it suffered from lack of a clear strategy or guidance at the corporate level regarding UNDP's role in mine action generally, and the focus of capacity development in particular. This left decisions on the practical aspects of support to be made according to the best judgement of the individuals concerned.

To a certain extent, UNDP acted on the general consensus of the international mine action community regarding capacity development, but did not have its own strategy. As a result, UNDP offered (and learned) less than might have been the case if it had had a clearer strategy of its own. One clear example of this is the lack of synergies between national mine action and other areas of UNDP programming, particularly in terms of support to development at community or decentralized levels. Similarly, UNDP could have encouraged the Government and other development partners to support development programmes that would target communities freed of landmines.

UNDP's actions can be considered in relation to the United Nations Mine Action Strategy, particularly as regarding areas of UNDP concern, especially institutional capacity development of national authorities. This is reflected particularly in Strategic Objective #3 ('The transfer of mine action functions to national actors is accelerated, with national capacity to fulfil mine action responsibilities increased'). The indicators used for capacity assessment in the strategy's monitoring and evaluation framework – which are much like those specified during the inception phase of this evaluation – can be seen to be somewhat formalistic, missing the essence of capacity development and national ownership.

There was much discussion 10 to 15 years ago regarding the importance of having an 'exit strategy'. For donors, this was a question of when they could responsibly shift their attention and funds to other issues. One might argue that it was appropriate to 'exit' once mine action had been reduced to low-impact areas, as many donors in Mozambique decided in the period leading up to 2005. One might also argue that it would be appropriate to 'exit' from providing advisors once the institutional structures were established. This was done in Mozambique during the period 2004–2006, whether or not it really reflected the establishment of national capacities. In the case of Mozambique, UNDP and the Government concluded that it would be useful to continue with a single senior technical advisor, although the role was not clearly defined. Nonetheless, this was an important ingredient in the continuation of UNDP's role in support of mine action until completion in Mozambique.

From outcomes to impacts: Based on the community visits conducted during this evaluation, the clearance of landmines from communities had a consistent and dramatic impact. It served to eliminate fear, as noted above, and promote an attitude that one could move around freely to do whatever needed to be done. This important impact on human security and human development affected all community members and should not be underestimated. The sites released during the period for which data are available (2008 to the present) were primarily small in area, with the exception of some confirmed hazardous areas (CHAs) on the border with Zimbabwe and others surrounding the Cahora Bassa hydropower dam.

The use of the areas released provided marginal benefits to those who cultivated or grazed their animals on them, though it enabled families to expand their subsistence gardens. However, it did not have significant implications for national agricultural production or food security. The greatest impact was in terms of human security for the communities and households that were previously mine affected, enabling higher levels of subsistence.

The inhabitants of all the villages included in this study reported similar impacts from the contamination and the clearance. Communities reported the main impacts of the clearance as freedom from fear and the ability to move freely and to access resources freely. Often the local population knew which areas were mined, either because they had been informed by the armed forces who had laid the mines or because they were able to work it out for themselves after a number of incidents.

Sometimes villagers' suspicions about contamination proved unfounded once an area had been checked, but the belief that an area is mined has the same impact as if it actually is mined because it creates fear and prevents access to that area. In general, the inability to access resources and to walk around freely was time-consuming for men, women and children. Children who attended school had to walk around the contaminated area, which took them longer. Lack of safety meant that tasks that parents might ask children to carry out had to be done by adults. Women in particular reported that the restricted movement added to their daily chores as it took longer to collect water and firewood.

The tangible socioeconomic benefits at community level that have followed clearance result from the efforts of individuals who have been able to resume livelihood activities in safety and access local resources freely. Other than the physical clearance, there is no evidence of systematic external support from UNDP, national authorities or other actors to complement the clearance. The socioeconomic impact of UNDP's support to mine action in Mozambique is mainly indirect and comes from its long-term support to mine action and its institutional role at national level. The negative socioeconomic impacts of landmine contamination – and thus the immediate socioeconomic benefits of demining – were reduced due to the relatively low population density and availability of alternatives to the blocked land and resources. While local authorities reported some conflicts over land, they were not the result of demining nor did they involve demined lands.

Rural communities know little of the Ottawa Convention and international efforts to clear landmines. However, they know that landmines have been cleared from the vicinity and are confident that the land is safe. Local governance systems are clear, and village inhabitants know how to report residual landmine contamination. Local officials are also clear on their roles and responsibilities and how to liaise with the police for assistance with explosive ordnance disposal. Although the sustainability and organization of mine action capacity in Mozambique is uncertain, locally at least, the safety of the civilian populations can be maintained. The socioeconomic benefit from clearance is also sustainable in that communities can access resources freely.

UNDP's essential contribution to community-level impact is due to its continued partnership with the Government, its ability to convince

donors to return to support the strategy of concluding eradication of the known landmine problem, and its ability to ensure accountability for use of funds. Specific elements of UNDP technical support had only a distant relationship to these results, other than to ensure the continuing partnership at practical and organizational levels.

Sustainability: From the perspective of completion, the question of sustainability is somewhat simplified. Areas that have been cleared of all known minefields are safe to live in and use, and that now applies to all of Mozambique. Further community impact is now dependent on local (and regional/national) development processes, no longer related to concerns of landmines and mine action.

IND, UNDP, demining operators and other stakeholders are expected to try to maintain what has been established over the past two decades. For example, the demining operators have developed an explosive ordnance disposal response capacity that they would like to extend to another actor. The two candidates considered by IND are the army and the police. The advantage of the police is that they are located throughout the national territory at the local level (more so than the army or the demining operators); and police officers are likely to maintain their responsibilities over years rather than be rotated frequently, as in the military. The advantage of the army is its knowledge and experience with dealing with issues surrounding explosives.

Even before demining was completed nationally, subnational territories were completed, such as in the four northern provinces, as early as 2010. At that time a residual response capacity became pertinent, and it was agreed at the provincial level that the police would provide that response. A limited number of police officers have been trained – two per district in 6 of 10 provinces – with good results at the technical level. This training is scheduled to continue in the coming months, to reach the remaining four provinces, and then to increase the number of trained police officers in each district.

Conclusion

Transferring essential mine action capacities from IND to appropriate long-term organizations is now on the agenda. IND has made a proposal (with UNDP support), consistent with the general approach of the international mine action community, to transition its core capacities to appropriate long-term institutions (Ministry of Interior/police for residual explosive ordnance disposal; Ministry of Land for a database of past contamination). As of the time of writing, the potential recipients have not engaged or agreed to receive those responsibilities and capabilities. There may be justification for part of IND (operations) to continue to exist as a training and support unit within the institution recognized to have the residual response responsibility.

The database of all areas once suspected of being mine affected is a uniquely valuable resource for future development. Availability of the complete dataset, covering two decades of mine action, to inform future land development decisions is an essential part of the legacy of mine action in Mozambique. It should be a high priority for IND, UNDP and donors during the handover transition phase. This implies the need for: (a) a home for the national mine action database in an appropriate institution, such as the Ministry of Land; (b) completion of the current database with data on all suspected areas prior to 2008; and (c) preservation of the dataset in a format that is readily usable by national staff, most likely without the need for specialist training. Ensuring this essential legacy of mine action in Mozambique should be a high priority during the handover transition phase in order to inform future land development decisions.

Mozambique will continue to have international reporting obligations under the Ottawa Convention, Convention on Cluster Munitions and other conventions. Currently, such reports are prepared by IND for submission by the Ministry of Foreign Affairs. This role should continue, with support from operational sectors. This may require dedicated personnel and perhaps a small dedicated unit for reporting government compliance with international treaties.

As Mozambique is about to become the first significantly mine-affected country to declare itself 'mine free', all those who participated in mine action can be proud that communities live without fear and have derived socioeconomic benefits from the clearance. UNDP's contribution to that is indirect and at the national level, where it has been a long-term partner to the Government and IND and acted as a mediator, coordinator and fund manager for the sector. This ongoing partnership has been essential to the long-term success and completion of the Mozambique national mine action programme.

TAJIKISTAN

Background

The research for the Tajikistan country case study was guided by the theory of change, the Development Assistance Committee framework and the evaluation questions. Research consisted of a document review and a field visit to Tajikistan for three weeks in July and August 2015 by a team of two international consultants and two national facilitators/interpreters. Consultations took place with key national and international stakeholders, in addition to people living in villages affected by mines and explosive remnants of war (ERW). The country case study assessed the impact of landmines and ERW on rural populations and considered UNDP's contribution to mine action. This included support for institutional development, victim assistance and development of policies and procedures to enhance the socioeconomic impact of mine action, as well as technical and operational support.

Contamination from landmines and ERW is found in three regions of Tajikistan: (a) the Central Region, as a result of the civil conflict from 1992 to 1997; (b) the Tajik-Afghan border, mined by the Russian Army between 1991 and 1998; and (c) the Tajik-Uzbek border, which was mined by Uzbekistan in 1999 and 2000. (In 2012, the detailed National Technical Survey confirmed that the contamination is on the Uzbek side of the border.) Armed clashes in 2010 and 2012 in both the Central and Gorno-Badakhshan Autonomous (GBAO) regions resulted in further ERW contamination. In addition, the training areas used by Russian troops stationed in Tajikistan have created localized contamination. Following an extension request at the review conference in Cartagena, Colombia in 2009, Tajikistan is due to complete clearance and fulfil Article 5 of the Ottawa Convention by 1 April 2020.

History

Tajikistan ratified the Ottawa Convention and started mine action activities in 2000, when the International Committee of the Red Cross (ICRC) and the Red Crescent Society of Tajikistan (RCST) began conducting mine risk education (MRE). In 2003, with UNDP support, the Government of Tajikistan created the Tajikistan Mine Action Centre (TMAC), reporting to the Office of the President and the Commission for the Implementation of International Humanitarian Law (CIIHL). As the national mine action centre, TMAC coordinated, planned and monitored all aspects of mine action. The President appointed a National Director to head the TMAC.

The UNDP project 'Support to the Tajikistan Mine Action Programme' (STMAP) funded the TMAC, including supporting national staff and an international Chief Technical Advisor. (There was considerable turnover and long periods of vacancy.) The Government of Tajikistan provided in-kind support including staff for mine action operations from the Ministry of Defence. Other donors (both past and present) have included Canada, Germany, Japan, Norway, Organization for Security and Co-operation in Europe (OSCE), Switzerland, the United Kingdom and the United States.

In 2003, the Swiss Foundation for Mine Action (FSD) and OSCE began engaging in mine action in Tajikistan in coordination with TMAC. FSD conducted the first surveys, followed by clearance. OSCE provided funding to local and international operators, which increased in 2009 as it funded the newly established Humanitarian Demining Groups of the Ministry of Defence

and the Union of Sappers of Tajikistan (UST), the Tajik NGO for humanitarian demining. In 2012, following a series of management problems, it was agreed among TMAC and other operators that FSD would assume the supporting role for UST, as it was thought an NGO would be better equipped to fulfil this role than OSCE. Unfortunately, lack of funding has seriously impeded FSD operations and its support to UST.

In recent years the amount of funding available for mine action has decreased. Switzerland and the United Kingdom stopped funding mine action in Tajikistan in 2011, and Germany and Canada in 2013. UNDP and TMAC engaged in advocacy to promote the rights of persons with disabilities and encourage the Government to sign the Convention on the Rights of Persons with Disabilities. Stakeholders expect this to be signed soon. UNDP, TMAC and the Tajik Campaign to Ban Landmines & Cluster Munitions encouraged the Government to sign the Convention on Cluster Munitions, but to date it has not.

UNDP is currently providing support to the Government to finalize national legislation to enshrine the obligations of the Ottawa Convention into law. The ICRC supports a network of volunteers through the RCST, which operates at the community level. They have liaised with all relevant organizations and worked closely with TMAC to connect mine victims and their families to support and to deliver MRE either directly or through teachers. UNICEF promoted MRE in schools during 2006 and 2007 but then handed the responsibility back to UNDP and its partners.

Until 2014, the status of TMAC was ambiguous; as a nationally implemented project, it had to use procedures applied in directly implemented projects with no national entity assigned for implementation. In January 2014, the Government 'nationalized' the mine action centre so it became an independent entity within the Government and was included in the national budget. TMAC became the Tajikistan National Mine Action Centre, TNMAC; it still has a Director appointed by the President of Tajikistan and reports to the Office of the President, while the CIIHL acts as the national mine action authority.

Staff at TMAC (and then TNMAC) have attended various training courses in Tajikistan and abroad on management and operational issues and received on-the-job training and mentoring. South-South cooperation has been strong, with UNDP and Tajikistan showing regional leadership in mine action. TMAC and TNMAC have participated in exchange programmes and received direct support from the national mine action centres of other countries. TMAC staff have also delivered training, and requests have been made to UNDP in Tajikistan for advice on mainstreaming victim assistance and on information management in mine action. Efforts have been made to mainstream gender through all aspects of mine action.

According to TMAC/TNMAC records, from 1992 until July 2015 there were 854 landmine and ERW victims, including 484 who survived and 370 who died. (These figures include incidents occurring in and around the mined areas, including accidents that occurred on the Uzbek side of the border.) In cooperation with government entities, ICRC, RCST and international and local NGOs, TMAC has promoted victim assistance since 2006, although it was included in STMAP and national mine action strategies beginning in 2003.

The STMAP provided a useful vehicle for integrating UNDP's victim assistance support and the Government's support for persons with disabilities. In 2013 the Victim Assistance Unit changed its name to the Disability Support Unit and in 2014 integrated its activities into the UNDP Disabilities Programme. It was also increasingly integrated into the UNDP 'Access to Justice and Rule of Law' project, and coordination began with the World Health Organization and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women). The Disability Support Unit has been structured to promote community-based rehabilitation and create a strong network involv-

ing United Nations, government and NGO stakeholders working to support and promote the rights of persons with disabilities.

Findings

Relevance: From its inception in 2003, and continuing with its national reincarnation in 2014, TMAC/TNMAC has been the main coordination and reporting body for mine action, providing monitoring and quality assurance for all implementing partners for all mine action pillars. Until 2014, the status of TMAC was ambiguous; as a nationally implemented project, it had to use procedures applied in directly implemented projects with no national entity assigned for implementation. In January 2014, the Government 'nationalized' the TMAC so it became part of the government structure and was included in the national budget. TMAC became TNMAC, representing an important change. The president-appointed Director was reappointed as the head of TNMAC and UNDP's TMAP project was renamed STMAP to clearly reposition UNDP from one that was running the show to one that was supporting the government entity to run the show. The Director reports to the Office of the President, and the CIIHL acts as the national mine action authority.

Effectiveness and UNDP contribution to results: Through STMAP, UNDP has provided support for institutional development, victim assistance and policies and procedures to enhance the socioeconomic impact of mine action, along with technical and operational support. Institutional development activities have included funding for CTA positions; training and capacity-building for STMAP and TNMAC staff in-country and abroad; opportunities for South-South cooperation; promotion of gender awareness and gender mainstreaming; advocacy for the Government to join the Convention on Cluster Munitions (CCM) and Convention on the Rights of Persons with Disabilities (CRPD); and practical and financial support for the nationalization process. The UNDP country office has provided funds and coordinated funding from other international sources. TNMAC has a strategy for resource mobilization and is in the process of developing one for the Article 5 Completion Plan.

Technical and operational support resulted in the release of more than 14.5 km^2 of land between 2003 and 2014. A further 2 km^2 of contaminated land is expected to be released by the end of 2015. Capacity-building and support to TMAC/TNMAC has been successful to the point that the MAC is the recognized national body for coordination, monitoring and reporting on all aspects of mine action. STMAP, in collaboration with other mine action actors, has supported the development of national mine action standards (NMAS) and standard operating procedures. GICHD has provided ongoing support and is piloting new software in Tajikistan. Non-technical survey, technical survey and land release methodologies have been improved over the lifetime of the MAC by working closely with implementing partners, including FSD, NPA, UST and the Humanitarian Demining Groups of the Ministry of Defence. STMAP employed victim assistance and MRE officers, who have coordinated the work of implementing partners. Newly appointed TMAC staff are receiving capacity-building from the STMAP staff to coordinate victim assistance and MRE.

Through the MAC, STMAP coordinates and monitors partner activities in four areas of victim assistance: medical and rehabilitation support, psychosocial support, income-generation/financial support and advocacy. The MAC has also maintained a database on victims as part of IMSMA. In 2006, STMAP established the Inter-Agency Technical Working Group on Victim Assistance, comprising key stakeholders. In 2012, the victim assistance programme expanded its scope to include support to all persons with disabilities. In 2013, the victim assistance pillar was renamed the Disability Support Unit, with better definition of its role and involvement in the mine action strategy. Since 2014 the unit has been mainstreamed into UNDP's disability programme, and victim assistance activities have been mainstreamed through national and international institutions. A strong network of organizations is involved in providing assistance to persons with disabilities.

A priority-setting system was developed in 2006 but, for security reasons, has not been followed. Pre- and post-clearance impact assessments were made sporadically but not systematically. UNDP has made strides in mainstreaming mine action into its documentation and activities. For example, UNDP has provided assistance to mine survivors and the families of victims through its Communities Programme, working closely with the Ministry for Disability and Social Protection. MRE has also been successfully implemented by community-based volunteers and teachers with limited input from RCST and TNMAC/STMAP. The government mine action strategies refer to development goals, and the Government's current and forthcoming country development plans include mine action.

From outcomes to impacts: Findings from the field visits show that contamination has had a significant impact on communities, and livelihoods have improved following land release. Although government and UNDP strategies link mine action and development, there is little documented evidence that development projects have directly complemented clearance activities. However, there is evidence that efforts were made. Land release has been conducted for infrastructure projects, but no studies have assessed their socioeconomic impact. Rural populations seemed largely unaware of such infrastructure projects and thus had no opinion about their impact. During the field visits it was not possible to determine the impact of victim assistance programmes, although those participating in the current ICRC/RCST income-generating programme reported positive outcomes. Stakeholders providing support to mine victims and persons with disabilities reported believing their work is having a positive impact.

Rural populations reported that the contamination caused fear, restricted freedom of movement and prevented access to natural resources. This had a significant impact on their daily lives and ability to engage in livelihood activities. Following land release all the problems caused by the contamination disappeared; there is little evidence of conflict over land that has been released, and people had access to the same land following land release as they did before it was contaminated. Through mine action and people's awareness of contaminated areas, the number of mine and ERW incidents has declined. Not enough evidence was gathered through the research to determine the success of victim assistance, although those questioned who received income-generating support said they had benefited significantly. Stakeholders believe that landmine survivors and the families of victims have benefited from all aspects of victim assistance.

Sustainability: The sustainability of UNDP efforts in Tajikistan on mine action is mixed. It has taken 11 years to create a nationalized mine action centre. Although its official status is secure and the transition strategy is in place, it depends on funding from external sources, the ongoing commitment of the national Government and stakeholders, and the ability to develop and retain the necessary national capacity to complete the clearance effort. It also depends on national and regional stability. The impact of land release to date is sustainable. Most victim assistance will need continuing support. The mainstreaming of victim assistance into other initiatives protects these activities to some extent. The integration of mine action in the UNDP and national development strategies also helps to sustain mine action activities.

Currently UNDP is committed to supporting the TNMAC through the STMAP until the end of 2017, although the situation will be reviewed and plans revised every six months. A local NGO, Academy Dialogue, and the GICHD have worked with the Government, UNDP and STMAP staff to develop and implement the transition strategy of the mine action centre from a UNDP project to a national entity.

In terms of sustainability of impact, once land has been released and people can use it, they derive socioeconomic benefits, which are likely to continue. Some of the larger infrastructure projects made possible because of land release are also

likely to have long-term benefits for the population, although research is necessary to understand the economic impacts. For example, are individuals benefiting because they are able to better engage in cross-border trade? Or is there more public money because national customs revenue has increased?

Given regional instability, ongoing conflict in Afghanistan and a tense relationship with neighbouring Uzbekistan, there is the potential that landmines could be laid again or that conflict could result in further use of ERW. The Russian military has been increasing the number of personnel based in Tajikistan. Thus, unless agreements can be reached to keep the land in the vicinity of their training grounds free from UXO, the contamination will remain a problem. Security concerns along the Tajik-Afghan border may impede clearance there, although both the impact of this contamination and the potential impact of clearance on the civilian population are disputed.

Logistically, many of the areas that remain to be cleared are difficult to access and technically difficult to clear. Mudslides, avalanches and flooding, which Tajikistan frequently experiences, can move mines and other ERW from unknown hazard areas or marked areas, re-contaminating previously cleared areas. The potential residual contamination has to be considered as part of long-term planning to ensure that the Government of Tajikistan can respond in the event of future flooding and other natural disasters.

Conclusion

All stakeholders agree that UNDP support has been central to mine action in Tajikistan. The transition phase is being supported by STMAP staff who are building capacity among the newly appointed TNMAC staff. A transition plan is in place, and STMAP staff are gradually being phased out as TNMAC capacity develops. STMAP is scheduled to finish at the end of 2017.

Through STMAP, UNDP has supported TMAC and TNMAC. STMAP has fulfilled a role in institution-building, technical assistance, victim assistance and MRE, and to a lesser extent in promoting socioeconomic goals through mine action. Without UNDP it is unlikely that the Government would have established the Tajikistan MAC. From 2003 until the beginning of 2014, TMAC was the national mine action centre responsible for coordinating, overseeing, developing standards in accordance with IMAS, recording progress and relevant mine action data, and reporting on all aspects of mine action. UNDP contracted CTAs to work with TMAC for most of the time beginning in 2003. It covered salaries of national STMAP staff, provided capacity-building and funded the running of the centre. UNDP has been a crucial partner to the Government in resource mobilization, helping to coordinate and manage donor support.

UNDP has shown leadership in Tajikistan in victim assistance, which elsewhere has been a minor aspect of UNDP mine action support. TNMAC's (formally TMAC's) Disabilities Support Unit, together with the Tajikistan Ministry of Health and Social Protection of the Population, has developed the State Programme on Social Protection of Persons with Disabilities, which has the potential to assure the rights of survivors long after the end of mine clearance activities. Long-term sustainability has also been enhanced through the promotion of disability-inclusive development.

Although UNDP has made a significant contribution to all aspect of mine action in Tajikistan there are areas where it could have achieved more. For over a decade TMAC had an ambiguous status, neither a directly implemented UNDP project nor a government-managed project. This meant that the future of TMAC was uncertain, access to some funding streams was restricted and it was more difficult to obtain government security clearance and permission for operations. Creating a national mine action centre shows that the Government is committed to the APMBC and to promoting national ownership in line with UNDP's mandate.

The creation of the Tajikistan National Mine Action Centre in January 2014 was an important achievement but it is still in the transition phase, and it took place quite late in the mine action effort in Tajikistan. Although the national Government has committed some funding and resources, TNMAC is heavily reliant on external funding, which is declining, and STMAP staff.

Some international observers have suggested that a national mine action centre could have been created earlier if the UNDP country office had adopted a tougher stance with the national Government and if CTAs had stronger diplomatic rather than technical mine action skills. At the same time, other international observers argue that the CTAs should have provided stronger technical leadership. International stakeholders also suggest that clearance in Tajikistan could have been completed in a shorter time frame if TMAC had promoted greater efficiency.

Assuming there is no further contamination and that the victim assistance programme continues to be mainstreamed into broader programming for persons with disabilities and other development programmes, the socioeconomic impact of mine action can be sustained. The individuals whose skills have been developed through STMAP can be expected to continue to use their skills, even if no longer in TNMAC, so their expertise will not be lost. The future of TNMAC is less certain but, in the medium term, with the strong focus on implementing the transition strategy and meeting the requirements of Article 5, it seems likely that TNMAC will continue to fulfil its role effectively until 2020.

Through the MAC, a strong network of donors, implementing partners and national government entities has been created. They have been able to undertake mine action activities effectively and provide the support the Government needed to enable it to meet its obligations under the Ottawa Convention. UNDP has been central to the achievements of mine action in Tajikistan and, through its support to TMAC and TNMAC, it has built national capacity and contributed to the impact of mine action on mine/ERW-affected populations and individuals.

DESK STUDIES

ANGOLA

Landmine problem

The landmine problem in Angola is a product of 40 years of internal armed conflict between 1961 and 2002. Angola remains contaminated with landmines and ERW, which negatively impact all 18 provinces. Baseline data from 2014 identified 998 confirmed hazardous areas (CHAs) covering a total area of 129 km² and 854 suspected hazardous areas covering 356 km².

According to Angola's Mine Clearance Work Plan 2014–2017, while NGO operators aim at clearing one third of the total CHAs by 2017, all suspected hazardous areas will be verified and cleared by the national operators of the Executive Commission for Demining (CED) with an allocation from the government budget until 2017. Through concerted efforts, Angola is aiming to realize at least three mine-free provinces – Huambo, Malanje and Moxico – by 2017.

Treaty status

Angola has been a State party to the Ottawa Convention since 1 January 2003. It completed its Article 4 obligation to ensure the destruction of stockpiled anti-personnel mines by the deadline of 1 January 2007, with support from UNDP. However, progress towards addressing its Article 5 obligations related to destruction of anti-personnel mines in mined areas is less advanced, and a five-year extension was requested in 2013. During the 3rd Review Conference of the Ottawa Convention in Maputo in 2014, Angola provided the international community with an update on mine action, including progress made by the country to meet the extended mine clearance deadline of 1 January 2018.

ANGOLA (continued)

Treaty	Status
Ottawa Convention	Ratified
Convention on Cluster Munitions	Signed
Convention on Conventional Weapons	Not joined
Convention on Conventional Weapons/Amended Protocol II	N/A
Convention on Conventional Weapons/Protocol V	N/A
Convention on the Rights of Persons with Disabilities	Acceded
2010 General Assembly Resolution 65/48	In favour

Source: Landmine Monitor, 2015

Past UNDP engagement in mine action

UNDP has been engaged in mine action in Angola for nearly 20 years. Initial engagement was executed through the United Nations Office for Project Services (UNOPS) on behalf of UNDP; this primarily involved the provision of mine action technical advisors. Soon after the end of the war in 2003, UNDP was directly engaged in supporting capacity-building of the national mine action authority, the Intersectoral Commission for Humanitarian Demining and Assistance (CNIDAH). This project was extended to the end of 2004 and was succeeded by two more capacity development projects through March 2009, with support from the European Commission. A memorandum of understanding was signed between UNDP and CNIDAH focused on strengthening the capacity of CNIDAH until the end of 2011.

Based on a request from the Government in 2005, UNDP carried out a needs assessment of the National Demining Institute (INAD) to determine potential areas of assistance. This exercise led to UNDP support for the development of INAD's management and operational capacity. Based on recommendations from a 2009 evaluation, the project was extended until the end of 2011. Following investments in specialized mechanical clearance equipment, the Government requested support from UNDP to advise INAD on the best use and management of this equipment. This was therefore included in activities incorporated into the project extension.

The majority of UNDP support centred on capacity development. This included institutional capacity to define and apply quality assurance and quality control; produce annual operational plans; coordinate and monitor mine action activities at national and provincial levels; and maintain, manage and use the national mine action database. There were instances of broader victim assistance support. For example, UNDP provided technical assistance to support the development of the victim assistance strategy through the INAD.

Results of UNDP engagement in mine action

As a result of capacity-building support provided by UNDP with European Commission funding from 2001 to 2011, CNIDAH has been well established (though its role is disputed by CED and INAD) as the national authority for demining and humanitarian assistance, and coordination extended to provincial level. CNIDAH is responsible for policy development, planning, priority-setting, coordination and management of all mine action activities. For example, through UNDP's support, quality control demining brigades were established in all 18 provinces, a national database was established and demining standards and operational procedures were approved, based on United Nations international standards. However, the quality of database management is unclear, as is the level of confidence in data quality and coverage of quality assurance. Reports also point to improved data availability and information dissemination, partner coordination and operational systems.

ANGOLA (continued)

Since 2006, CED (comprising the Armed Forces of Angola, INAD, the Policia Nacional and the Security House of the President), the main national operator, has strengthened its operational capacities to handle the high number of requests to facilitate investment projects in the country. UNDP provided capacity development assistance to INAD from 2007 to 2011 with support from Japan, resulting in the development of critical operational capacity. In recent years the Angolan Government has committed a sizable level of funding for CED operations to clear major provincial and interprovincial highways and a railway, and bridge reconstruction. This focus on infrastructure rehabilitation has been vital to opening up the country for trade and economic development. Humanitarian demining activities have also been carried out by international and national NGO operators. These include removing landmines from communities to facilitate their development and improve access to water, schools and agricultural land.

UNDP Technical Advisor Teams conducted the capacity development projects in support of CNIDAH and INAD in a satisfactory way. However, evaluations found that one major shortcoming of the support to CNIDAH was that UNDP did not manage to provide the required Portuguese-speaking international staff for the duration of the project. The unfilled positions were also detrimental during execution of the project (UNDP Angola Final Evaluation Report, 2011).

Current UNDP engagement in mine action and transition to national ownership

UNDP concluded major capacity development support in 2011, while donors such as the European Commission, United States and Japan started providing direct support around the same time to mine action actors in the country. Part of the rationale for UNDP's exit was the launch of a large, multi-year project funded by the European Commission that was to build on the national capacity developed by the country office and the increased capacity of the Government to fund its national programme (BCPR, 2013).

UNDP's mine action in Angola is now limited to small consultancies and support with treaty reporting obligations. UNDP has recently assisted CNIDAH with 2014–2017 work planning and resource mobilization for mine action activities as Country Portfolio Coordinator of the United States Portfolio of Mine Action Projects 2015. This is being carried out in coordination with UNMAS in New York.

In leading implementation of the Work Plan 2014–2017, CNIDAH has been requesting continued support from the Government and international partners (European Union, Japan, etc.) to fully finance mine action activities planned by the national and NGO operators. CNIDAH's request for continued support has been critical, as the country has been losing international donors, significantly limiting the operational capacities of NGO operators.

With Angola aiming to gain middle-income-country status by 2018, the Government is pushing to limit assistance from international partners and instead to build partnerships. As a consequence, the Government is building its own capacity, and donors are slowly withdrawing from Angola. UNDP does not anticipate future engagement in mine action, especially given other competing priorities in the country and for UNDP Angola.

BOSNIA AND HERZEGOVINA

Landmine problem

Landmines in Bosnia and Herzegovina are primarily from the 1992–1995 war related to the break-up of the former Yugoslavia. The majority of contamination is in the region between the country's two political entities, the Federation of Bosnia and Herzegovina and Republika Srpska. This area spans an area 1,100 km long and up to 4 km wide. Mines have also been randomly used in southern and central Bosnia and Herzegovina, though records are rare. Total contamination at the end of 2013 was reported by the country's mine action centre to be 1,219 km^2 (Landmine Monitor, 2015). The Balkan floods in 2014 posed a new threat from mines being washed into areas previously deemed safe.

Treaty status

Treaty	Status
Ottawa Convention	Ratified
Convention on Cluster Munitions	Ratified
Convention on Conventional Weapons	Ratified
Convention on Conventional Weapons/Amended Protocol II	Signed
Convention on Conventional Weapons/Protocol V	Signed
Convention on the Rights of Persons with Disabilities	Ratified
2010 General Assembly Resolution 65/48	In favour

Source: Landmine Monitor, 2015

Past UNDP engagement in mine action

Initial UNDP involvement included support in the management of the Bosnia and Herzegovina Mine Action Centre (BHMAC). UNDP helped shift responsibility for funding the BHMAC from donors to the Government, which now fully funds it. UNDP-supported programmes include Phase One (1999–2000), Phase Two (2000–2004) and Phase Three (2004–2009) of an Integrated Mine Action Programme (IMAP; previously called MAP). Through IMAP, UNDP has supported the development of both legislative and strategic measures, including the current National Mine Action Strategy (2009–2019) and various government capacity-building initiatives, such as the expansion of mine action coordination systems. Among its contributions, UNDP has played a strong role in establishing national structures, consolidating national organs and supporting the drafting of a demining law. UNDP has not been involved in mine victim assistance in Bosnia and Herzegovina.

Since 2005, UNDP has also been engaged in small arms control and reduction (2005–2012), including cluster bombs, and the destruction of ERW (2012–2015), including unsafe munitions. These projects are focused on law enforcement, destroying unsafe munitions, improving ammunition storage sites and installing high-tech disposal machinery. UNDP's work in the small arms control programme includes the development of a small arms control strategy. Stockpile destruction is part of this strategy, not the mine action strategy. Therefore, while the mine action programme is implemented through the Ministry of Civil Affairs, stockpile destruction is carried out through the Ministry of Defence. UNDP is the only organization in the country working on stockpile destruction. UNDP's work in ERW is a large component of current UNDP programming. In this regard, UNDP operates as a natural extension of the Government, both in terms of working closely with the Government and in terms of the broader perception of UNDP's contribution.

In 2014, Bosnia and Herzegovina endured massive flooding, resulting in a major mine action problem. It is estimated that 80 percent of areas affected by the floods were also mine-suspected areas. UNDP helped in developing the recovery needs assessment and resurveying landmine areas, playing a lead role in disseminating maps of flooded areas. UNDP is BHMAC's main partner in activities triggered by the flooding.

BOSNIA AND HERZEGOVINA (continued)

Results of UNDP engagement in mine action

UNDP has been seen as a reliable partner. For example, BHMAC has treated UNDP as a major pillar in establishing the mine action programme in the country, and even now as one of its main partners in this field. BHMAC noted a change in UNDP assistance over time, from total engagement (1996–1998), involving capacity-building, material technical assistance, and human resource support, to partial assistance (2004–2008), covering BHMAC operational costs and providing technical assistance and allocations for demining. UNDP technical advisors were cited as having provided a bridge between BHMAC and UNDP. As a consequence, they were well informed on changing needs for support and able to ensure UNDP could respond adequately. UNDP has influenced government capacity, the development of policies and programmes, and the reduction of suspected areas.

Current UNDP engagement in mine action and transition to national ownership

In 2008, UNDP withdrew its assistance in mine action. The reasons for withdrawal were based on UNDP's general expectations to transition such programmes to national ownership, and included recognition that a new mine action strategy was in place along with a strong national authority and national structure. Overall, it was believed that capacities were significant and UNDP's assistance was no longer needed. However, over time, it became evident that the results of mine action work began to decline after UNDP's withdrawal. For example, there was a clear drop in land released and implementation of programmes. This draws into question the sustainability of UNDP capacity development, but also brings to light issues of efficiency and effectiveness faced by the Government. As a consequence, UNDP reengaged with mine action through various capacities.

For example, a team of United Nations consultants conducted a Mine Action Governance and Management Assessment in 2013, including UNDP involvement. As an evidence-based assessment, it looked at the mine action context and the state of governance and management of mine action. The assessment aims to aid the strategy revision process, assess the strategic and operational management of mine action, and make recommendations for more effective action for achieving a mine-free country. The assessment was finalized in December 2014 and has been endorsed by national stakeholders. It was scheduled to be launched in September 2015.

Bosnia and Herzegovina is in the process of revising the mine action strategy in 2015. UNDP has been assisting in carrying out the analysis to support this process. Over 2014 and 2015, UNDP has been providing practical and technical expertise in the development of new methodology and regulations. For example, UNDP is trying to translate the concept of 'building back better' into mine action, including introducing land release as a standard and updated procedure.

Currently, the planning, task assignment and prioritization processes are partly out of the hands of national institutions. In many cases, donors directly engage with communities to find out needs and manage mine action work. UNDP is also supporting transparent, accountable task assigning, hiring and procurement. Previously, all activities were scheduled to be completed by 2019, but it is anticipated that an extension of at least another five years will be needed. BHMAC has expressed the need for continued UNDP support, particularly in developing new methodologies and regulations that are cost and time efficient.

CAMBODIA

Landmine problem

The landmine problem in Cambodia is a legacy of three decades of war that ended in the 1990s. It remains a burden, particularly in rural areas and especially in the northwest. While the full extent of contamination remains unknown, it is estimated to be close to 2,000 km^2. Key mine action bodies include the Cambodian Mine Action Centre (CMAC) and the Cambodian Mine Action and Victim Assistance Authority (CMAA).

Treaty status

Treaty	Status
Ottawa Convention	Ratified
Convention on Cluster Munitions	Not joined
Convention on Conventional Weapons	Ratified
Convention on Conventional Weapons/Amended Protocol II	Signed
Convention on Conventional Weapons/Protocol V	Not signed
Convention on the Rights of Persons with Disabilities	Ratified
2010 UN General Assembly Resolution 65/48	In favour

Source: Landmine Monitor, 2015

Past UNDP engagement in mine action

Cambodia is one of the oldest and largest mine action cases. UNDP first engaged in mine action in the country in the early 1990s, establishing a trust fund for demining and providing advisors. Early involvement included technical and financial support to the CMAC and later to the CMAA. Recent UNDP-supported programmes include Phase One (2006–2010) and Phase Two (2011–2015) of the Clearing for Results Programme, which continues to support the CMAC and CMAA. Through the programme, UNDP is supporting implementation of the National Mine Action Strategy (2010–2019), which includes assistance for developing policy frameworks for land release and improving economic opportunities and growth. UNDP has worked with the CMAA to review planning and prioritization procedures, promote the application of aid effectiveness principles and support Cambodia's leadership in mine action.

At the time of this evaluation, the UNDP country office is carrying out the completion of Phase Two of Clearing for Results and an assessment of UNDP's continued role in the mine action sector. The country office will also carry out a household impact survey that aims to identify, through participatory impact assessment, the changes in human livelihoods and community development.

Results of UNDP engagement in mine action

UNDP has supported the CMAA in the development of mine action policy and strategic frameworks that ensure most resources are effectively allocated to national priorities as defined by local planning processes and that maximize the land available for local development. For example, UNDP has supported the development of the National Strategic Action Plan and the continuation of UNDP support to the Technical Working Group-Mine Action. UNDP has also assisted the CMAA in developing its technical and functional capacities to manage, regulate, coordinate and monitor the Cambodia national mine action programme within an evolving environment. This includes delivery of international mine action tender and contracting services; deployment of eight quality management teams responsible for quality assurance of land release activities; and the review and revision of Cambodian Mine Action Standards, including the development of the Land Release CMAS and guidelines. Further support was provided through planning and funding the Land Reclamation Non-Technical Survey.

CAMBODIA (continued)

UNDP is working in partnership with the CMAA to implement the Clearing for Results Phase II project in three provinces. Through this partnership, UNDP has already supported the release of over 115 km^2 of land (732 minefields) for agricultural livelihood development (82 percent) and safe access to community resources, such as schools, water points and forest land (18 percent) in three provinces. MRE provided affected individuals and communities with the information needed to reduce personal risks. More than 100,000 people have benefited, of whom 49 percent were female. UNDP has also been engaged with disability rights of mine victims. For example, UNDP continued to support the quality of life survey implemented by the CMAA in collaboration with the Cambodian Campaign to Ban Landmines. The survey works with people with disability (including mine/ERW survivors) to participate in assessing their own quality of life and ways to improve it. It also enhances government and community knowledge of the CPRD, the CCM, the APMBC and the National Law on Disability.

Current UNDP engagement in mine action and transition to national ownership

UNDP past and current support in developing the CMAA was focused on technical assistance to strengthen government capacity to effectively and efficiently coordinate, regulate and monitor the sector. This support has continued under Clearing for Results I and II, and will continue from 2016 under the next project. UNDP has transitioned the management of the Clearing for Results projects from direct implementation modality under UNDP management to CMAA management.

In collaboration with national and subnational authorities, UNDP is reframing its assistance to mine action from a focus on the number of hectares cleared to strengthening of rural livelihoods. A new UNDP project is being developed for the period 2016–2019 with focus on human development outcome monitoring and reporting mechanisms. The intense poverty in areas affected by ERW and mines poses additional challenges that should be addressed in the upcoming four years. In addition, shrinking official development assistance also argues for creating self-sustaining mechanisms that could help Cambodia to carry out the demining work in a more sustainable way should additional activities be required beyond 2019.

Following National Strategic Development Plan indications on the remainder of land to be cleared and surveyed by 2019, UNDP remains committed to continuing its support. The clearance itself will remain the central project goal. However, as the country approaches middle-income status and the Government increases its co-sharing resources, UNDP will concentrate its support on a more strategic vision. This will focus on policy, linking post-clearance to human development and inclusive growth in the geographical area registered as poor under the Multidimensional Poverty Index. In this sense UNDP seeks to support the Government in developing the NMAS 2017–2025, which will align Cambodia to the Maputo +15 declaration, which requires all mine-contaminated countries to comply with their commitments by 2025. In particular UNPD support will focus on developing clear development objectives, a monitoring plan and government capacity to coordinate development partner funding. This is expected to be increasingly delivered in the form of loans.

LEBANON

Landmine problem

Landmine and ERW contamination in Lebanon is a product of 15 years of civil conflict that ended in 1990. However, the 2006 invasion by Israel led to new contamination in Southern Lebanon. The majority of remaining contamination is in the south, with 2,598 mined areas identified over 191 km^2. A recent non-technical survey pointed to a reduction in contamination to 1,509 suspected mine areas over 30 km^2 (Landmine Monitor, 2015).

The contamination problem has become even more acute with the influx of refugees from the Syrian Arab Republic. Currently, Lebanon hosts 1.17 million Syrian refugees (UNHCR, 6 July 2015), equal to approximately a quarter of Lebanese residents. This influx has naturally led to a change in demographics. Areas that used to be uninhabited have become inhabited in a relatively short period of time. Although Lebanon initially avoided casualties, the number of casualties is on the rise, especially among children. The impact is devastating and requires immediate action to speed up clearance and increase MRE.

Treaty status

Treaty	Status
Ottawa Convention	Not joined
Convention on Cluster Munitions	Ratified
Convention on Conventional Weapons	Not joined
Convention on Conventional Weapons/Amended Protocol II	N/A
Convention on Conventional Weapons/Protocol V	N/A
Convention on the Rights of Persons with Disabilities	Signed
2010 UN General Assembly Resolution 65/48	In favour

Source: Landmine Monitor, 2015

Past UNDP engagement in mine action

The Ministry of Defence is responsible for the mine action programme, which is executed through the Lebanon Mine Action Centre (LMAC). Army personnel are assigned to the programme. UNDP has partnered with local NGOs, cooperatives, municipalities and specialized associations to implement its projects. Several UN entities have assisted the Lebanese Government in strengthening its capacity in all areas of mine action, including the United Nations Interim Force in Lebanon, UNICEF, UNMAS and UNDP. For example, UNMAS (since 2002) and UNDP (since 2003) have both provided capacity development services. UNDP has been able to form key partnerships with members of the international community and to mobilize funding for the Lebanon Mine Action Programme. UNDP is also participating in reactivating partnerships between the LMAC and ministries in the Lebanese Government.

UNDP has supported mine action in Lebanon since 2001, including for the LMAC and for the development of a national End-State Strategy for Mine Action (2011–2020). It provided technical expertise from 2001 until 2010, through the support of CTAs. In addition, UNDP provided a quality management expert for one year. UNDP has also provided inputs for the Lebanese Armed Forces, such as an IMSMA advisor. UNDP has assisted in mobilizing resources, increasing visibility, facilitating exchanges with key stakeholders and influencing mine action engagement within the country.

UNDP has supported projects focused on socioeconomic rehabilitation and land use following clearance, including initiatives to develop national NGOs that can work in mine victim assistance, vocational training and reintegration programmes. UNDP has also assisted in the social and economic empowerment of communities affected by cluster bombs through its post-conflict socioeconomic rehabilitation programme for South Lebanon. The project includes provision of mechanisms for rehabilitation to help people resume livelihoods

LEBANON (continued)

jeopardized by conflict. This includes collaboration with institutions and NGOs in the region to directly implement economic and social projects in villages where mines have been found. Activities include training sessions for vocational skills and youth mobilization initiatives at the village level. UNDP has been striving to maintain a humanitarian perspective to mine action by emphasizing livelihoods and community development.

Results of UNDP engagement in mine action

As a result of UNDP's support, the LMAC is becoming a regional leader in information management and training. For example, it is establishing a Regional School for Humanitarian Demining in Lebanon. UNDP is supporting fundraising and strategic planning for the school. With UNDP's support, the LMAC has been nominated as a regional hub for the Arabic Outreach Programme for Mine Action. To further clarify and promote the school's role, during 2015, a memorandum of understanding was signed between the LMAC and the GICHD, outlining terms of cooperation for the management and coordination of the programme.

UNDP has supported LMAC to fulfil its obligations under the CCM, including, for example, by producing transparency reports and supporting other visibility and reporting functions. As a result, the LMAC is able to monitor its progress and meet its international commitments and obligations. For example, through the monitoring process, the LMAC was able to note its inability to meet its initially announced commitment of clearing all cluster munitions by 2016. Through the midterm review process, Lebanon adjusted its target while maintaining the framework set within the CCM. In terms of advocacy, efforts continue to encourage Lebanon to become a signatory of the Ottawa Convention. To date, Lebanon has not signed the Ottawa Convention; however, it has signed and ratified the 2008 Convention on Cluster Munitions.

UNDP has played a strong role in fundraising. For example, it secured funding for the midterm review, a mine victim needs assessment survey (tracking 690 victims), software to keep track of surveyed victims and production of an awareness-raising booklet. It aims to inform victims about their rights and how to maintain their prostheses and handle their disability. UNDP has supported the LMAC to apply a new cost-saving methodology to release land. Using this methodology, in 2014 LMAC released around 2 million square metres of land through non-technical survey.

A 2011 review of mine action in Lebanon notes some shortcomings of UNDP's capacity-building programme. These concerned (a) introduction of strategic planning and project management mechanisms; (b) building capacity to develop these mechanisms for the LMAC; (c) engaging the Government at higher levels in coordinating mine action and resources; and (d) mainstreaming mine action in other priority development sectors. Some other missed opportunities include the collection of socioeconomic data in the national survey (UNDP, 2011).

Current UNDP engagement in mine action and transition to national ownership

UNDP has raised its profile in mine action, propelled by the persistent needs and encouraged by the trust won from the LMAC, partners and communities. Accordingly, UNDP now supports the LMAC across all pillars of mine action. An important added value of the UNDP role is ensuring that mine action in Lebanon continues to have a humanitarian and development emphasis. This is manifested in the role of community liaison officers, who engage daily with communities and municipalities on mine action interventions.

During the past few years, UNDP has started taking a more active role in humanitarian mine action in Lebanon on strategic and operational levels. Strategically, UNDP has been helping in shifting the Lebanon Mine Action Strategy in a more strategic direction, managing relations with the regional and international community, and meeting international obligations. Operationally, UNDP has been bringing together the LMAC and RMAC staff to ensure a humanitarian perspective, complement activities and work towards transferring experience. For example, since 2010, UNDP staff in Lebanon have been paired with LMAC/RMAC personnel to enhance national capacity and allow for the effective sharing and transfer of knowledge and programme implementation skills. Currently, 11 UNDP staff members are involved in the programme, with 8 staff members at RMAC and 3 at LMAC.

LEBANON (continued)

Together, UNDP's project team is performing two main roles: (a) advisory, involving advocacy, resource mobilization, coordination and control, and representation, and (b) auxiliary/supplementary, consisting of communication, coordination, quality assurance, reporting, capacity- building, administration and logistics.

However, UNDP envisions that LMAC will become a sustainable entity. UNDP is therefore planning to support the development of local capacity to manage the residual risks of mines in Lebanon. UNDP works towards this transition by ensuring that its expertise is transferred to LMAC staff. More strategically, through the midterm review process commissioned by UNDP on behalf of the LMAC, UNDP has prepared the ground for a transition to total national ownership and sustainability. As per the review, an external consultant will be contracted to prepare an exit strategy to go into effect starting in 2018.

SRI LANKA

Landmine problem

Landmine, ERW and UXO contamination in Sri Lanka is the result of three decades of armed conflict between the Government and the Liberation Tigers of Tamil Eelam, which ended in 2009. The majority of fighting was concentrated in the Northern and Eastern provinces of Sri Lanka, and that is where the majority of mine and ERW contamination is found.

National estimates of contamination have dropped substantially, from 506 km^2 at the end of 2010 to 98 km^2 at the end of 2012 and less than 84 km^2 at the end of 2013 (Landmine Monitor, 2015). There are pockets of cleared land still in the hands of the Government for security, political and defense reasons. The Government recently released around 200 acres of land that was being held in Jaffna.

Treaty status

Treaty	Status
Ottawa Convention	Not joined
Convention on Cluster Munitions	Not joined
Convention on Conventional Weapons	Ratified
Convention on Conventional Weapons/Amended Protocol II	Signed
Convention on Conventional Weapons/Protocol V	Not signed
Convention on the Rights of Persons with Disabilities	Signed
2010 UN General Assembly Resolution 65/48	In favour

Source: Landmine Monitor, 2015

Past UNDP engagement in mine action

In parallel with UNDP's support to peace and recovery in Sri Lanka, mine action largely focused on supporting the Government in managing, implementing, coordinating and sustaining clearance and MRE in the north and east. For example, UNDP's Support to Mine Action Projects (2002–2014) supported the National Mine Action Programme, including a National Steering Committee on Mine Action, and a National Mine Action Office.

SRI LANKA (continued)

UNDP has provided extensive support in mine action over the years. Engagement includes coordination, capacity development and provision of technical expertise at national and district levels; resource mobilization for demining operators; and advocacy of the National Mine Action Programme. For example, UNDP has supported field operations including through UNDP-staffed Regional Mine Action Offices. These offices were responsible for conducting quality management of the clearance of mines and ERW, MRE, surveys for clearance, issuance of decisions to engage in clearance and maintenance of the mine action database. UNDP supported the development and implementation of an IMSMA database in Sri Lanka. An international technical advisor in mine action has been present almost continuously, recruited and selected by UNDP headquarters. Victim assistance work in Sri Lanka has been largely carried out and coordinated by UNICEF in the country.

A 2012 Assessment of Development Results (ADR) for Sri Lanka by UNDP's Independent Evaluation Office covered UNDP's mine action work in Sri Lanka in depth, primarily through an evaluation of the SMAP over 2004–2011. It found that a large part of UNDP's mine action support had been focused on downstream coordination and quality assurance of demining activities for many years. However, in later years, UNDP was heavily involved in the successful establishment of Sri Lanka's National Mine Action Centre (NMAC), established in mid-2010 through consultations with stakeholders.

Results of UNDP engagement in mine action

UNDP is seen as having been in the forefront of the mine action sector in Sri Lanka and has been cited as the 'go-to' partner in the country. This is due at least partly to its expertise, financial resources and ability to mobilize. UNDP's flexibility has allowed for partnerships and diverse types of assistance in the mine action arena. UNDP's advocacy and technical support were seen as critical in persuading the Government to establish the NMAC, which eventually supported implementation of the national strategy to make Sri Lanka mine free. The presence of regional mine action offices within the district secretariat was critical in responding to evolving needs. Evaluation findings show that such offices have served as an effective link between the Government and implementing agencies, enabling smooth and speedy implementation.

In line with broader UNDP interventions and outcomes, mine action has focused on increased equity in socioeconomic opportunities and services for conflict-affected communities and internally displaced people. The SMAP has emphasized developmental impacts of mine action across sectors such as livelihoods, health and education and supported expanded opportunities for bringing communities together. This includes through the Transition Recovery Programme, which addresses resettlement and reintegration through community and area-based development. The second phase of the SMAP was implemented along with the Transition Recovery Programme; mine action work through the SMAP was cited as having served as an entry point into broader activities covered by the recovery programme (e.g. housing, microfinance, social cohesion work). Furthermore, the SMAP is described as having set the foundation for the return and resettlement of an unprecedented number of internally displaced people through the programme.

Through limited post-clearance impact assessments carried out under SMAP, there is evidence of a high level of confidence by community members on the safety of cleared land. These assessments indicated that standards of living and fulfilment of basic needs of agricultural households have improved as a result of increased cultivation of land cleared through mine action. Yet reports point to difficulties in attributing the impact to mine action rather than a host of development interventions.

SRI LANKA (continued)

Current UNDP engagement in mine action and transition to national ownership

Support to the institutionalization and capacity-building of the NMAC was carried out with the aim of handing over mine action coordination and management responsibilities to the Government in 2013. The SMAP was mentioned as having been effective in dealing with urgent capacity gaps to facilitate this transition, particularly in regard to technical and management skills. Over time, UNDP made a concerted effort to put systems in place to support a smooth transition. This included efforts to integrate information management between UNDP's economic recovery, disaster risk reduction and mine action activities. The transition strategy, which adopted a three-phased approach, was developed in consultation with the NMAC.

In December 2013, UNDP transitioned all mine action activities to the Government. UNDP has provided no direct support to the mine action sector since the handover. Some information exchange continues at the working level, and NMAC (which sits in the Ministry of Settlement) continues to approach UNDP with information and insights when appropriate. For example, NMAC is developing its new national mine action strategy and has reached out to UNDP for insights on how the process was carried out in the past. UNDP does not anticipate future engagement in the mine action arena in Sri Lanka.

Annex 3

COUNTRY MAPPING AND PROFILING

Mapping and profiling were conducted for all 14 countries involved in the evaluation. Countries that were the subject of a field or desk study are discussed in Annex 2. This annex contains summaries only for countries that were not the subject of a field study or desk review: Albania, Azerbaijan, Colombia, Ethiopia, Jordan and Yemen.

ALBANIA

Landmines and UXO in Albania were a result of two events: the 1997 civil unrest, during which mines and other weapons were looted from military storage sites, and the 1999 Kosovo conflict, when border areas were contaminated with large numbers of landmines and UXOs. Albania was declared mine free in 2010. UNDP has implemented a SMAP (initial engagement in 2002) and mine action completion and coordination projects over the last decade. UNDP support was important in the development of the Albanian Mine Action Executive and the Albanian Mine Action Committee. For example, in 2002, UNDP assumed responsibility for the development, management and running costs of the Albanian Mine Action Executive.

The national committee established by UNDP is functioning well, and UNDP expects to continue supporting it for another year. UNDP has played a key role in introducing the IMAS in Albania. Through partnerships with local NGOs, UNDP has provided victim assistance and support to landmine, ERW and UXO survivors, including long-term rehabilitation, prosthetic services and socioeconomic reintegration support. Victim assistance support is concentrated in the Northeast, where most mine victims are situated. The Ministry of Defence has recognized UNDP's crucial role in the successful implementation of the mine action programmes and asked UNDP to provide assistance in the emerging priority of hotspot clearance and ammunition disposal. As a result, UNDP has been implementing a Mine Action and Ammunition Disposal project (2012–2014) in Albania.

AZERBAIJAN

The landmine and ERW problem in Azerbaijan is primarily a consequence of armed conflict between Armenia and Azerbaijan from 1988–1994. The most heavily contaminated areas include the borders between Armenia and Azerbaijan, including around the Nagorno-Karabakh. The LIS in 2003 identified 970 suspected hazardous areas over 736 km^2. By 2014, remaining contaminated areas were estimated to be over 120 km^2. UNDP has supported development of the Azerbaijan National Agency for Mine Action (ANAMA) since 1999 and maintains a strong partnership to date. UNDP has played a critical role in establishing ANAMA, including attracting funding from international donors and providing high-caliber CTAs to advise ANAMA.

Over time, UNDP has successfully transitioned mine action activities to national ownership, through a clear exit strategy. UNDP has also actively supported ANAMA in South-South cooperation, including through knowledge sharing with other mine-affected countries (e.g., Afghanistan, Georgia and Tajikistan). UNDP's mine action support to ANAMA has consistently incorporated socioeconomic development (including physical rehabilitation, microcredit initiatives and skills training) and mainstreaming into government development plans. For example, UNDP recently supported ANAMA in a Coordination and Implementation of Mine Victim Assistance Projects initiative (2013). UNDP's support to ANAMA has also continu-

ously emphasized the socioeconomic impacts of demining. The Government has taken this seriously by integrating ANAMA's activities into the State Socio-Economic Development Plan, a primary planning document.

COLOMBIA

The mine and ERW problem in Colombia is the result of over 20 years of conflict between non-State armed groups and the Government. The exact extent of contamination remains unclear, and security conditions have precluded conduct of a survey. All mines and minefields that were laid by the Colombian Armed Forces are said to have been cleared, with remaining contamination due to mine-laying by non-State armed groups. Key governmental actors in mine action include (a) the National Interministerial Commission on Antipersonnel Mine Action, established in 2002 as the national mine action authority responsible for implementation of the Ottawa Convention; and (b) the Colombian Presidential Programme for Comprehensive Mine Action, responsible for implementation of the 2009–2019 Integrated Mine Action Plan.

UNDP's mine action work in Colombia has been relatively small scale, though long term. The focus of UNDP's involvement has been on knowledge generation and sharing and information management. This includes, for example, the development of an interface to integrate landmine accidents into the national health surveillance system. The project focused on improving management of landmine victims, including medical follow-up and simplification of the process to apply for compensation. Other UNDP activities include the production of a directory of mine action actors in the country, and the strengthening of inter-institutional alliances and networks. UNDP mine action activities in Colombia have been integrated into the Reconciliation and Development Programme. The Organization of American States (OAS) has been a key provider of mine action support in the Latin America and Caribbean region, including in Colombia. Colombia is the only country in this region where UNDP has engaged in mine action work.

ETHIOPIA

A number of internal and international armed conflicts dating back to 1935 have contributed to the landmine and ERW problem in Ethiopia. These include the Italian invasion and subsequent East Africa campaigns (1935–1941), the Ogaden war with Somalia (1997–1998) and the Ethiopian-Eritrean war (1998–2000). For over a decade UNDP directly implemented a mine action programme that was handed over to the Government in 2012. It included support to the Ethiopian Mine Action Office and a UNDP Mine Action Advisory Team.

UNDP's primary contribution to mine action has been to support capacity development, including technical advice and institutional support. UNDP has been cited for successful resource mobilization and partnership-building, including the development of a platform bringing together various partners to mobilize resources for the Government's mine action initiatives. Ethiopia is one of the countries in which UNDP supports the LIS (other studies in this evaluation with a LIS process include Azerbaijan, Cambodia and Lebanon). In some cases, such as Ethiopia, re-surveys have taken place over time, opening up the potential for time series data.

JORDAN

ERW, UXO and AXO contamination in Jordan is primarily from the 1948 partition of Palestine, the 1967–1969 Arab-Israeli conflict, the 1970 civil war and the 1975 conflict with the Syrian Arab Republic. In 2012 Jordan announced that it had cleared all known mined areas, but later acknowledged there were remaining contaminated areas. The primary mine action authority is the National Committee for Demining and Rehabilitation (NCDR), which was established in 2000 and became operational in 2004. The Government of Jordan has viewed the problem of landmines as both humanitarian and devel-

opmental. It has focused consistently on the socioeconomic benefits of clearance. UNDP has served in a technical advisory capacity to the NCDR. UNDP project support includes a Northern Border Clearance Project, implemented by the NCDR and NPA.

The project has been cited as strongly emphasizing community participation in clearance operations and is known for gender-sensitive processes. It has also emphasized socioeconomic development by safeguarding future livelihoods. UNDP has been identified as one of the key development agencies in addressing the landmine problem in Jordan, largely due to its close partnership with the NCDR. UNDP has also facilitated the participation of mine action centre staff from other UNDP countries for courses at an Arabic regional training centre in Amman, supported by UNDP. UNDP is not currently engaged in mine action in Jordan.

YEMEN

A series of past conflicts (1962–1969, 1970–1983 and 1994) have contributed to the landmine and ERW problem in Yemen. Conflicts since 2009 have also led to new contamination. This includes evidence of cluster munition contamination as recently as April and May 2015, due to Saudi Air Force airstrikes in Yemen's northern Saada governorate. The extent of remaining contamination remains unclear, though some estimates from the Yemen Mine Action Centre (YEMAC) indicate suspected hazardous areas affected by mines covering 132 km^2 from a total suspected hazardous area of 294 km^2 (estimates do not include 2015 contamination). Yemen established an NMAC in June 1998. Soon after, in 1999, YEMAC was established as NMAC's implementing body, responsible for coordinating mine action activities in Yemen.

Due to its long-term support, UNDP is the lead agency in coordinating mine action support clearance programmes in the country. This includes an ongoing Strengthening National Capacity in Mine Action Programme, which began in 2000 and is currently in Phase Four. The programme has focused on efforts to support the Government in establishing and carrying out activities of the YEMAC, including initiatives to revive livelihoods, enhance provision of and access to public and specialized services, and secure the return of internally displaced people. YEMAC was completely nationalized in 2004. Conflict over recent periods has led to an increased demand and need for mine action activities and an increased role for UNDP in this area. Current UNDP engagement includes support for YEMAC's improvised munitions disposal capabilities and for eliminating the impact of mines and ERW. These projects include elements of technical and non-technical surveys, training and survivor assistance activities (i.e., medical examinations, reintegration/vocational training and grants to agencies).

Annex 4

TERMS OF REFERENCE

1. PURPOSE

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) is conducting an impact evaluation titled 'UNDP Support to Countries on Mine Action'. This evaluation is part of the UNDP Executive Board-approved work programme for the IEO in 2014/2015 and will be presented to the Executive Board in January 2016.

In 2013, a peer review of the UNDP IEO was carried out by United Nations Evaluation Group/OECD evaluators. One of the key recommendations from the peer review was that UNDP IEO should place greater emphasis on gauging the impact of UNDP programming globally and at the country level. This recommendation was backed up by the Independent Evaluation Advisory Panel to the IEO, composed of 11 leading evaluation and development experts, who likewise have suggested that the IEO should strengthen its capabilities to carry out impact evaluations and, where suitable, consider opportunities to carry out quantitative analyses.

Based on these recommendations, the IEO in 2014 agreed to launch two impact evaluations. One focuses on UNDP's work as an implementing partner to the Global Environment Facility and considers the impact of this support to protected areas management. It is being carried out jointly with the Global Environment Facility's IEO. The second impact evaluation is the subject of this terms of reference, and focuses on the impact of UNDP support to countries on mine action.

Mine action was selected as a subject for gauging impact for several reasons. First, it constitutes a set of activities that UNDP has carried out across 60 countries, and for over two decades. Consequently there is a rich body of evidence on a series of efforts that UNDP has replicated around the world. Second, the activities have a very tangible component in the removal of land mines and associated activities, and therefore in theory there should be opportunities for counterfactual evidence. Mine action was also selected with the interest of UNDP management. The leadership of the Bureau for Crisis Prevention and Recovery (BCPR, now folded into the Bureau for Policy and Programme Support) indicated its strong interest in this evaluation, especially as UNDP has been considering whether to continue its global mine action programme.

With this background in mind, it can be seen that the evaluation has multiple purposes, which are (a) organizational learning; (b) accountability; and (c) testing of impact evaluation techniques for assessing development support at country and community levels. It is expected that the evaluation will help to determine, to the fullest degree possible, the results and impacts of UNDP mine action support to countries, and to draw on this evidence to make recommendations for future programming, within the context of the UNDP Strategic Plan (2014–2017) and UN Mine Action Strategy (2013–2018).

2. BACKGROUND ON MINE ACTION

The term 'mine action' is a collective one used internationally to encompass the clearance of landmines and explosive remnants of war (ERW), the destruction of mine stockpiles, MRE, mine victim assistance and advocacy against the use of mines. According to the UN, mine action is "... not just about demining; it is also about people and societies, and how they are affected by landmine contamination. The objective of mine action is to reduce the risk from landmines to a level where

people can live safely; in which social, economic and health development can occur free from the constraints imposed by landmine contamination".

The UN currently identifies 78 countries as being affected by landmines and/or ERWs from previous conflicts. Further, despite significant progress in the mine action arena, including international treaties, landmines continue to be produced, stored and used, including by non-state groups. This evaluation seeks to understand the impact of UNDP's contribution to mine action within this broader community and context of mine action work.

2.1 UN INVOLVEMENT IN MINE ACTION

Mine action has been a high profile effort of the UN since the late 1980s. The work of the UN in mine action rests within responsibilities set out in the UN Charter as well as through international conventions, particularly the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction (APMBC 1997), which came into force in 1999. 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); Protocol V of the Convention on Conventional Weapons (2006), which focused on ERW; and the Convention on Cluster Munitions (CCM), which entered into force in 2010. Given that landmine/ERW injuries often result in permanent disability, also pertinent to this topic is the Convention on the Rights of Persons with Disabilities (CRPD), which entered into force in 2008.

By the end of 1998, UN support for mine action field operations had been established in four UN entities: UNMAS, UNDP, UNICEF and UNOPS. A mapping of the origin of mine action programmes (namely UNMAS, UNDP and UNOPS) has been developed for this evaluation. To clarify the respective role of each UN agency, the United Nations Interagency Policy on Mine Action and Effective Coordination was developed in 1998 and updated in 2005. Under this policy, responsibility for coordination was agreed as below:

- UNMAS was given overall responsibility for UN coordination as well as for operational management of UN peacekeeping and humanitarian emergency mine action programmes;
- UNDP was given overall responsibility for capacity development and for support to national mine action programmes;
- UNOPS was given responsibility to implement UNMAS and UNDP projects when requested, and where required to provide a bridge in the handover of a UN-managed to UN-supported programme in order to minimize disruption;
- UNICEF was given responsible for MRE; and
- The World Health Organization was given responsibility for the development of appropriate standards and methodologies and the promotion of health service capacity-building for sustainable victim assistance, through the Ministries of Health.

The UN policy also called for the mainstreaming of mine action into national development plans and processes to advance the Millennium Development Goals embodied in the Millennium Declaration (2000) and cross-sectoral strategies. The year 1998 also saw the establishment of the Geneva International Centre for Humanitarian Demining (GICHD) to support the international mine action effort and in particular support the development policy and provide advice on operational issues. Already in 1998, UNMAS and GICHD agreed to develop a dedicated Information Management System for Mine Action (IMSMA), containing database and GIS capabilities. This has become the standard database for UN-managed mine action programmes, and by 2014, IMSMA had been installed in nearly 60 countries around the world.

Following a review of the first four UN mine action programmes (Afghanistan, Angola, Cambodia and Mozambique), there was general agreement that the best institutional structure for a national programme was to have: (a) a national authority setting key policies; (b) a national mine action coordination centre providing operational policies and coordination; and (c) independent mine action operators for clearance and other functions. In the case of peacekeeping and humanitarian emergency programmes, the UN often played the first and second roles and would directly contract with or assign tasks to operators funded by others. This institutional division of labour was promoted by UNDP and other UN agencies and has been implemented for the new programmes as well as retrospectively on existing programmes, for example, Lao People's Democratic Republic.

Recently, the Secretary-General launched a new five-year strategy on mine action, engaging 14 UN offices, funds and agencies coordinating through the UN Interagency Coordinating Group on Mine Action.[20] 'The Strategy of the United Nations on Mine Action 2013–2018' ('the 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 affected States have primary responsibility in mine action for their own territories. In each affected State, UN assistance will therefore shift over time, as well as in nature and intensity, according to needs and requests for assistance, and the comparative advantage of other actors. The strategy also emphasizes that the identification of the impact of mine action work is essential to facilitating evidence-based policymaking and results-based management.

2.2 UNDP ROLE IN MINE ACTION

UNDP has supported mine action programmes since 1993, when it began to provide advisors and established its first trust fund to channel donor contributions to mine action in Cambodia. UNDP's key role in relation to mine action has been to assist mine-affected countries establish or strengthen national and local mine action programmes. In several countries, UNDP has also managed some or all of the elements of mine action programmes and has undertaken specific mine action projects. As landmines and other explosive contaminants are an obstacle to sustainable development, mine action may be included in UNDP's broader country programmes, and especially in conflict-affected countries. Based on a document review of UNDP's current mine action work, for the purpose of the evaluation, the focus is on the three overlapping areas of work in which UNDP support has been most active:[21] 1) government capacity-building; 2) demining, stockpile destruction and post-clearance land use; and 3) victim assistance.

Virtually all of UNDP's work in mine action is conceived and managed at the country level; however there have been three HQ programmatic initiatives: (a) the Mine Action Exchange (MAX) for South-South exchange between mine action programmes; (b) the Completion Initiative; and (c) the Mine Action Capacity Development Project from 2001 to 2005. MAX provided a vehicle for study tours directly arranged between mine action programmes. The Completion Initiative was an effort to focus donor attention on a limited num-

20 UN Mine Action Service (UNMAS), UN Office for Disarmament Affairs (UNODA), Department of Peacekeeping Operations (DPKO), UNDP, UNICEF, UN Office for Project Services (UNOPS), Food and Agriculture Organization of the United Nations, Office for the Coordination of Humanitarian Affairs (OCHA), Office of the Special Advisor to the Secretary-General on Gender Issues and Advancement of Women, Office of the High Commissioner for Human Rights, Office of the High Commissioner for Refugees (UNHCR), World Food Programme, World Health Organization and World Bank.

21 This is slightly different from the five pillars of mine action (clearance of landmines and ERW, destruction of mine stockpiles, mine risk education, mine victim assistance and advocacy against the use of mines) but allows a focus particularly on the areas of mine action in which UNDP engages.

ber of countries whose landmine problem could be resolved in a few years at relatively limited cost. The Mine Action Capacity Development Project provided TRAC III resources to fund initial phases of new projects, at Country Office Resident Representatives' request.

UNDP's role in mine action has been primarily focused towards building the capacity of national institutions to manage and deliver mine action services in strengthened national institutions, legal frameworks and practice. UNDP support to mine action is consequently one step removed from mine action services for affected communities. Where UNDP support has included service provision and/or facilitation and/or contracting, it has been usually with the specific intent of supporting changes in government policy or practice, or piloting and demonstrating new procedures and technologies to be replicated and scaled up by government and other mine action service providers.

UNDP currently handles mine action support projects either through a direct implementation modality (DIM) or a national implementation modality (NIM). This marks a change from the 1993–2001 period when most UNDP (and all UNMAS) projects were implemented by UNOPS. Now, UNOPS support is limited to implementation of UNMAS projects. Further, as emphasized in a 2011 evaluation of UN mine action efforts, the focus of UN support, previously on casualty reduction, has shifted more towards the socioeconomic impact of landmines (and their removal) on affected communities. This shift logically thrusts UNDP into a more prominent country support position for the UN.

It is now widely recognized that mine action should be part of country development plans, with the linkages between mine action and socioeconomic development acknowledged. Consequently, UNDP incorporated mine action into the Livelihoods and Economic Recovery Group of the Bureau for Crisis Prevention and Recovery (BCPR)[22] through its change management process during 2011.

3. EVALUATION ARCHITECTURE

3.1 SCOPE AND OBJECTIVES

The Evaluation of UNDP Support to Countries on Mine Action is part of the UNDP Executive Board-approved work programme for the UNDP IEO in 2014/2015. It is scheduled for submission to the UNDP Executive Board in January 2016.

The objective is to determine, to the fullest degree possible, the results, including impacts, of UNDP support to countries on mine action. The evaluation is global in scope, as it includes a global portfolio analysis covering all UNDP global, regional and country-based mine action programmes and projects since the beginning of this century. The evaluation will consider a small sample of UNDP interventions at the country and community level, from which to derive assessments of impact.

Recognizing that most UNDP mine action support is focused on governance issues, rather than the physical process of landmine removal, the evaluation seeks to understand the extent to which UNDP's contribution to mine action has strengthened national institutional capacity to deliver mine action services that reduce vulnerability, enable equitable development and advance the rights of people with disabilities and compliance with relevant international treaties. The evaluation will consider contextual factors that have influenced the pathways to impact and the extent to which impacts have been sustained.

UNDP's intended results in its mine action programme will be directly compared to actual results through a review of project and programme doc-

22 As of 1 October 2014, as part of a wider structural review and revision of UNDP, the Bureau for Crisis Prevention and Recovery and its livelihoods and economic group have been merged with the Bureau for Development Policy, to form one global policy group: BPPS (Bureau for Policy and Programme Support).

uments and previous evaluations. 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 results of UNDP support will be scrutinized, especially in terms of strengthened national institutions, legal frameworks and practices that result in responsive mine action services for affected communities. The following five sets of questions guide the evaluation.

1. To what extent was UNDP support to mine action relevant to the needs of countries supported? Did support vary among countries and over time to reflect different national contexts? Is the scope and extent of UNDP global engagement in mine action consistent with its mandate and linked to other support efforts?
2. Were targeted government capacities, policies, services and laws developed? To what extent did UNDP assistance contribute?
3. Have the lives and livelihoods of impacted communities and citizens improved as a result of demining and land release?
4. Have the living conditions of mine victims changed significantly? Does support for mine victims extend to all persons with disabilities? How, if at all, did UNDP support contribute to this?
5. Are the capacities, policies and services developed with UNDP support likely to continue without further UNDP involvement?

3.2 METHODOLOGY

3.2.1 A theory-based approach

The evaluation takes a theory of change (TOC) approach to considering causal links between the interventions supported and the observed progress in outcomes and impacts in countries where UNDP has provided support. A theory of change for UNDP's work in mine action has been developed as an exploratory tool in this evaluation, to help understand the causal pathways for UNDP mine action support across varying contexts. The evaluation questions are derived from the TOC. Both the TOC and the evaluation questions will be refined during the inception phase of the evaluation.

3.2.2 Impact methods

This evaluation will take a mixed-method approach and will be implemented using desk reviews and field studies at country and community level. In addition to a comprehensive sampling of literature, sources of data and methods of collection will include interviews with mine action actors (i.e., mine action authorities, mine action centres, demining operators, UN agencies, NGOs and so on), direct observations taken during site visits, and focus group discussions in a selected number of communities.

The evaluation will utilize impact evaluation methods, including the use of counterfactuals. This is likely to include analysing comparison groups at the community level, which may include, for example, comparing communities with lands that have been demined during different time periods and managed by different actors, and communities with UNDP engagement in one area of mine action work against communities with UNDP engagement in more than one area of mine action work. Comparative case study methods at the community level may also be employed where feasible, and depending on communities identified during field visits. These and other methodological questions will be the topic of a methods workshop held during the inception phase of the evaluation.

3.2.3 In-depth field studies

In-depth field studies will serve two central purposes. First, they provide the opportunity for more complete understanding of UNDP support to the mine action programme, actions by various partners, and the results obtained. Second, they will include community-level data collection focused on the impact of mine action on mine-affected communities and mine victims. Field studies are expected to take approximately three weeks, although more time may prove necessary. The first week will be spent collecting/verifying informa-

tion from central authorities, the second week collecting information in mine-affected communities that have benefited from mine action and the third week following up on data collection, writing and discussion of the preliminary report. Interviews with government and NGO partners as well as community members will provide rich, nuanced perspectives for the assessment of the impact of UNDP support in mine action. Field study interviews and data collection will include the UNDP country office, MAP National Director, Ministries of Health and Labour, International Committee of the Red Cross/Red Crescent, Handicap International, mine-affected community members and mine victims, as appropriate.

Three to five countries will be selected for in-depth field studies. The specific countries will be selected in consideration of the cases that have the potential to reveal particular insights into the evaluation questions, and in particular to provide community-level evidence of impact. The selection will be based on criteria that include: (a) extent and duration of UNDP mine action support; (b) ongoing and/or recent cessation of UNDP mine action engagement; (c) availability of background documentation; (d) ability to conduct observations in the field recognizing safety considerations and government agreement, (e) regional variation, and (f) different aspects of UNDP mine action engagement.The number of

Case study options									
Region	**Country**	**GDP ($billion)**	**UNDP mine action engagement (10+ years)**	**Original mine action engagement**	**Implementation**	**ID**	**VA**	**C/LU**	**Status of Ottawa Convention**
Asia and the Pacific	Lao People's Dem. Rep.	Low middle ($11.14)	1996–present	UNDP	UNOPS, UNDP (DIM), NIM	X	X	X	Not joined
	Cambodia	Low income ($15.25)	1993–present	Peacekeeping	UNOPS, UNDP (DIM), NIM	X		X	Ratified
Arab States	Jordan	Upper middle ($33.68)	2004–2011	UNDP	NIM	X	X	X	Ratified
	Lebanon	Upper middle ($44.35)	2001–present	UNDP with Peacekeeping	NIM	X	X	X	Not joined
Europe and Central Asia	Tajikistan	Low income ($8.51)	2003–present	UNDP	UNDP (DIM), NIM	X	X	X	Ratified
	Azerbaijan	Upper middle ($73.65)	1999–present	UNDP	UNOPS, UNDP (DIM), NIM	X	X	X	Not joined
Latin America and the Caribbean	Colombia	Upper middle ($378.1)	2002–present	UNDP	UNDP (DIM),	X	X		Ratified
Africa	Mozambique	Low income ($15.32)	1994–present	Peacekeeping	UNOPS, NIM	X		X	Ratified

Note: ID = institutional development; VA = victim assistance; C/LU = clearance, land use

case studies selected (three to five) depends on time and budget constraints. Case studies will be selected from the following list of countries, where UNDP engagement on mine action has been significant and multi-faceted.

3.3 EVALUATION TEAM

The Evaluation Team will be managed by the IEO, and a senior evaluation advisor from the IEO staff has been selected to serve as Evaluation Manager. The Evaluation Manager is responsible for identification, hiring and supervision of consultants in accordance to agreed TORs; quality control of products and processes; the timely delivery of evaluation products, including quality and content of the evaluation report; and the facilitation and coordination of field trips with the country office. An IEO research consultant has been assigned to support these tasks, and to substantively contribute to evaluation implementation, including participation in field studies. The rest of the team will be composed of external evaluation specialists (outlined below) and national consultants, hired on a consulting basis.

3.3.1 Principal consultant

A senior mine action expert will be hired as principal consultant, and will be responsible for providing both substantive and operational inputs to the evaluation. The consultant will work closely with and report directly to the Evaluation Manager in implementing the project from inception to completion of the final report. Responsibilities of the senior mine action consultant include:

(a) **Document review**: Extensive background documentation on UNDP's work in mine action across 38 countries has been compiled and will be supplied to the consultant upon contract signing. This information will include project documents, project evaluations and a database compiled of every UNDP mine action project and programme carried out since the year 2000. The consultant is expected to first review these pertinent materials in order to get fully up to speed on the work of UNDP on mine action.

(b) **Evaluation planning:** An initial set of key questions and criteria have been established for the evaluation, as well as approaches to be used to establish findings, conclusions and recommendations. Particular attention has been paid to methods of evaluating impact on mine-affected communities and mine victims. A draft 'theory of change' for UNDP's work in mine action has also been produced. The consultant will be expected to review and refine these materials during the evaluation inception phase.

(c) **Field study management**: The consultant will work with the Evaluation Manager to finalize the conceptual framework and methodology for the field studies and to select the three to five countries where the field studies will occur. The consultant will support the selection of consultants hired to carry out the field study work, travel to several of the field study countries and personally lead one of the field studies.

(d) **Support to data analysis and the elaboration of findings:** The consultant will synthesize the data collected from the field studies and work with the Evaluation Manager to draft the evaluation report.

3.3.2 International and national mine action consultants

Each field study will involve international and national evaluation and mine action expert consultants, reporting to the Senior Mine Action Expert. It is envisioned that two to three persons will be in the field for each study, timed so that several consultants can participate in multiple field studies.

3.3.3 IEO research consultant

An IEO research consultant has taken responsibility for developing the background documentation and assisting on the development of a terms of reference for the assignment. The IEO research consultant will participate in one of the field studies and will provide research and analysis support to the rest of the team.

3.3.4 Advisory Group

An Advisory Group will be constituted to provide quality assurance on the methods used and deliverables produced. The group will include two mine action experts and a member of the UNDP IEO Independent Evaluation Advisory Panel. The members will also provide advisory support and guidance on the evaluation approach and other methodological issues. More specifically, members will comment on this terms of reference/approach paper, participate in meetings to review preliminary findings and comment on the draft and final reports.

3.4 EVALUATION TIMELINE

Task	2015	Team roles
Background research and development of global portfolio	Ongoing	RC, EM, SMAE
Team recruitment	Feb-Apr	EM
Development of methods and case study selection	Mar-Apr	SMAE, EM
Inception workshop on impact methods	Early Apr	SMAE, EM
Inception report to advisory group and UNDP mgmt.	Mid Apr	EM
Field study data collection, analysis and reporting	May-July	SMAE, I&NMAC, RC
Report drafting	Aug-Sept	EM, SMAE, RC
Draft report meeting(s): advisory group and UNDP mgmt.	Mid-Sept	EM
Revised and final report completion with audit trail	Mid-Oct	EM, SMAE, RC
Submission of Executive Board paper to Executive Board secretariat	Mid-Oct	EM
Editing, design, dissemination of evaluation report	Mid-Oct to mid-Nov	EM, IEO
Formal presentation to UNDP Executive Board	Jan 2016	EM

Note: EM – Evaluation Manager; SMAE –senior mine action expert; I&NMAC – international and national mine action consultants; RC – IEO research consultant.

3.5 EVALUATION MATRIX

Key evaluation questions		Potential indicators	Sources	Tools and analysis
1. Relevance: To what extent was UNDP support to mine action relevant to needs of countries supported? Did support vary among countries and over time to reflect different national contexts? Have programmes been implemented on a scale that allowed for the expected impact? Are the scope and extent of UNDP global engagement in mine action consistent with its mandate and linked to other support efforts?				
1.	National: Was UNDP support in mine action relevant to country needs and consistent with UNDP's poverty reduction mandate? Did UNDP respond to changing needs for support as national contexts changed?	• Timeline of national programme • Timeline of UNDP support in various mine action areas • Mine action and disability laws/policies • Treaty compliance	• UNDAF • National mine action strategy • Project documents • UNDP country office, Country rep, CTA, NGOs, donors, GICHD/ISU • Ministries	• Synthesis of stakeholder perspectives • Mapping of projects • Key informant interviews • Stakeholder analysis • Desktop studies
2.	To what extent did UNDP partner with other actors to provide this support? Did UNDP link mine action support to other country support mechanisms (e.g., anti-poverty, post-crisis recovery, DDR, cash for work, community development, etc.)	• UNDP supported projects linked to mine action at national and/or community levels • UNDP support provided through other partners	• Country programme • UNDP country office • Stakeholders • Mine action partners	• Synthesis of stakeholder perspectives • Mapping of projects • Key informant interviews • Stakeholder analysis • Desktop studies
3.	National: Did UNDP promote gender equity and South-South Cooperation in its mine action support?	• UNDP provision of mine action gender guidelines to staff • UNDP provision of specialized gender expertise to mine action • Gender marker of UNDP projects • UNDP support of South-South cooperation	• Project records, staffing, budget, activities • UNDP country office, Country rep, CTA • Advisor/manager of survey	• Synthesis of stakeholder perspectives • Mapping of projects • Key informant interviews • Stakeholder analysis • Desktop studies
4.	Global: Is UNDP mine action support consistent with the previous and new strategic plans of the organization? Does that provide appropriate support for the UNDP role in the UN Mine Action Strategy?	• Mine action references in UNDP strategic framework • UNDP support aligned to UN Mine Action Strategy	• UNDP strategic framework • UN Mine Action Strategy • UNDP country office	• [Note: not part of country case studies] • Key informant interviews
5.	National: What steps have been taken by country offices to ensure that mine action programming results can be reported through the UNDP Strategic Plan 2014–2017? What changes in mine action programming approach and content are required by UNDP to ensure that mine action programming is inextricably linked to the organization's mission/vision?	• Country office-identified link between national mine action support and UNDP Strategic Plan	• UNDAF • UNDP country office (CTA and programme officer)	• Key informant interviews • [Likely one paragraph in report]

(continued)

Key evaluation questions		Potential indicators	Sources	Tools and analysis
2. Effectiveness: Has UNDP been able to address the national and local capacity development agenda in designing and implementing mine action programmes? Were the targeted government capacities, policies, services and laws developed? To what extent did UNDP assistance contribute?				
6.	National: Has government institutionalized the programmes, policies, services and laws developed to conduct mine action? Does this include specific attention to reduction in socio-economic inequality?	• Is government a State party to conventions on APMBC, CCW, CCM, CRPD – status of affiliation • National legislation approved to implement APMBC, CCW, CCM, CRPD • Appropriate organization structure approved • Is information management well established? • Quality management well established • Strategic planning and coordination • National mine action standards • Land release policy • Credibility of national database as reflection of contamination and clearance situation in the country • Mine action included in national budget • Mine action identified as important factor in national development plan • Does priority setting consider socioeconomic issues? • Gender concerns incorporated in each national mine action strategy	• National mine action strategy • Operational priority setting guidelines • Country rep, UNDP country office • National budget document • Donors • Operators	• Synthesis of stakeholder perspectives • Mapping of projects • KII • Stakeholder analysis • Desktop studies • Analysis focused on UNDP role
7.	National: Has UNDP mine action support contributed to development by the Ministry of Health, Ministry of Labour (or other ministry) of policies or programmes to support mine survivors and their families?	• Ministry of Health policies and services for medical, physical and social-psych rehab after UNDP support • Ministry of Labour policies and services for job training and employment after UNDP support • Programmes recognize different needs and services based on gender • Gender concerns incorporated in national mine survivor assistance and disability strategies	• Ministry of Health records of programmes for mine survivors and their families / people with disabilities • Ministry of Labour records of programmes for mine survivors and their families / people with disabilities • CTA, UNDP country office, Country rep • ICRC, Handicap Intl.	• Synthesis of stakeholder perspectives • Mapping of projects • KII • Stakeholder analysis • Desktop studies • Timeline sequence of UNDP support and Ministry action
8.	National: To what extent is socio-economic impact accepted as a major criterion for priory-setting and assessing the results of mine action? Is the landmine problem understood in terms of socio-economic impact?	• Government documents describe landmine problem in socioeconomic terms • Does priority setting consider reduction in socio-economic inequality? How is this translated into specific tasking? • What role do communities play in prioritization process? • Gender aspect systematically reported?	• National mine action strategy • Annual mine action reports • Donors • Country rep, UNDP country office, international NGOs • National landmine database • Community case studies	• Synthesis of stakeholder perspectives • Mapping of projects • KII • Stakeholder analysis • Desktop studies • Analysis should consider socio-economic groups, with particular consideration of the poor • Analysis focused on UNDP role

(continued)

Key evaluation questions		Potential indicators	Sources	Tools and analysis
9.	National: Has UNDP been an effective trust fund manager for mine action programmes? To what extent are donor contributions to mine action more likely due to the presence of UNDP as fund manager?	• What is the role of the funding pool managed by UNDP (trust funds, other) • Donor satisfaction with trust fund management • UNDP and other stakeholder satisfaction with the fund • Are there operational concerns about the trust fund?	• Donors (in-country, others; possible Skype) • UNDP country office, Country rep • Recipients of funds	• Synthesis of stakeholder perspectives • Mapping of projects • KII • Stakeholder analysis • Lao People's Dem Rep important • Mozambique only five years • Tajikistan may not be issue
3. Impact: Have the lives and livelihoods of impacted communities and citizens (women and men, girls and boys) improved as a result of demining and land release? What were the supporting or impeding factors in this regard? How did UNDP support contribute?				
10.	Community: Did land release benefit the poorest mine-affected members of the community? Were there unintended impacts (positive or negative) on local communities? Has post-clearance land use led to change (positive or negative) in livelihoods or living conditions of marginalized populations?	• What is the importance of the released land for the community? Why? Who benefits? • How has behaviour changed? • What development projects have there been? [Also KII] • Level of community concern about mines • Level of confidence to use released land • Community development projects in mine-affected communities (UNDP, government, NGO) • Were those living on suspect land displaced following its release? • Were there any mine accidents in the community? What support was provided? • Site release by clearance or survey? • Use of land (options: agriculture, grazing, government services, infrastructure, cultural and religious sites, other?) [Also KII] • User of land (owner/tenant? male/female? Wealth categorization). Has their situation improved since land was demined? How/why? • Have there been conflicts over use of demined land? Conflicts over other land? • Was access opened to other resources (water, markets, schools, clinics, additional land, etc.)? • Have there been investments in national infrastructure or community development projects? By whom? • Safety: Have there been additional mine accidents since demining? • Do community members feel safer since demining was concluded? • Have changes in perceptions in safety enhanced or changed individual and community preparedness to invest and develop their land, community resources and infrastructure? • How has the community changed in recent years? Has this been affected by the availability of demined land?	• Existing evaluations • Maps of areas released • Aerial photos of use of land post release • Photographs • Ministry of Education (public works) schools project • Ministry of Health (public works) rehab projects • Operator task records • Post-clearance impact assessments, if existing • National database • Local ministry officials • Local land records • UNDP country office • Existing studies	• Synthesis of stakeholder perspectives • Mapping of projects • KII • Stakeholder analysis • Desktop studies • Timeline sequence of UNDP support and Ministry action • Community resource mapping • Focus groups (disaggregated by sex) • Visit to and photographs of released sites • Timeline of use and users • Assess UNDP contribution • Possible variants: Changes in use, users and land conflicts over sites that were not mine affected; mine-affected sites that have not been released; sites without UNDP involvement.

(continued)

Key evaluation questions		Potential indicators	Sources	Tools and analysis
4. Impact: Have the living conditions of mine survivors and their families (women and men, girls and boys) changed significantly? Does support for mine survivors and their families extend to all persons with disabilities?				
11.	National/community: How, and to what extent, have the lives of mine survivors and their families improved as a result of mine action? Would the same results have been likely if UNDP had not been involved?	• Mine survivor income-generation opportunities (before incident and now) • Changes in conditions • What support/services are mine survivors and their families entitled to receive? What do they actually receive? • Where do community mine survivors and their families go to receive the support? Is transportation free? • Is the support for mine survivors and their families the same as for other persons with disabilities? • Satisfaction with prosthetic device (fit, comfort, maintenance, frequency of use) • Satisfaction with support and services received • For KIIs of Health, Labour, etc: What are the support and services to which mine survivors are entitled? Are they available and accessible in this region? (Remember: medical, psychosocial, socioeconomic); check on gender policy and appropriateness of services • Are other people with physical disabilities entitled to the same services and support? • How have the support services changed in recent years? • Feeling of safety from mines in the community? • Marital status and prospects	• Local officials, Ministry of Health, Labour • ICRC, Handicap Intl. • Facility records • Mine survivor survey • Mine survivors and their families	• Synthesis of stakeholder perspectives • Mapping of projects • KII • Stakeholder analysis • Desktop studies • Community mapping • Narrative interview (semi-structured) • Analysis of UNDP role • Analysis of survivor services: • Medical support • Prosthetics • Physical rehabilitation • Economic support • Counselling • Job training • Transportation • Lodging during treatment/ support visits • Other services needed? • Possible variants: People with other physical disabilities • Consult with local sources regarding ethical issues of mine survivor interview
12.	Community: In situations where UNDP has provided direct support to mine survivors and their families, are mine survivors and their families better off than in situations where UNDP was not involved? Has the direct service supported by UNDP been replicated and expanded by others?	• Comparative analysis of above data in communities with varied providers and demining conditions	• Local officials, Ministry of Health, Labour • ICRC, HI • Facility records • Mine survivors and their families	• Synthesis of stakeholder perspectives • Mapping of projects • KII • Stakeholder analysis • Analysis should consider socioeconomic groups, with particular consideration to the poor • Possible variants: Areas without contamination, areas without UNDP involvement

(continued)

Key evaluation questions		Potential indicators	Sources	Tools and analysis
5. Sustainability: Were exit strategies appropriately defined and implemented, and what steps have been taken to ensure sustainability of results? Are the capacities, policies, services and laws developed with UNDP support likely to continue without further UNDP involvement?				
13.	National: To what extent have the capacities, policies, programmes, services and laws developed to manage mine action and reduce inequality been institutionalized, and are they likely to continue beyond support by UNDP (e.g., community impact priority setting)?	• Refer to measures of effectiveness question 2 above	• Operational strategy • National development programme • UNDP country office, Country rep • Operators • Donors	• Refer to 'effectiveness' evaluation; confirm likely to continue based on institutionalization • KII
14.	Global/national: To what extent has UNDP planned and implemented successful transitions to national ownership of mine action activities? Is there a transition strategy? What are the key challenges?	• DIM and NIM status over time • UNDP interaction with post DIM/NIM over time • International advisors after UNDP	• Project docs • UNDP country office, Country rep, CTA, Donors • Handover protocol • GICHD studies	• SWOT analysis? • Atlas (hands-off) • KII • Focus on UNDP handover and follow-on roles
15.	National/community: Are the results of the national mine action programme developed with UNDP support likely to extend to additional beneficiaries even after UNDP support has concluded?	• Assessment of institutionalization • Donors expectations regarding continued funding • Expectation regarding continued national funding • Development cooperation frameworks include mine action	• Information above • Country rep, UNDP country office, donors, NGOs, Ministry of National Development	• Refer to 'effectiveness' evaluation • KII • Assumption: Institutionalized roles will continue, if resourced

Annex 5

PEOPLE CONSULTED

LAO PEOPLE'S DEMOCRATIC REPUBLIC

Bauduin, Olivier, Programme and Finance Technical Advisor, UNDP

Bean, Phil, United States contractor, Armour Group, Sterling, former Chief Technical Advisor, UNDP

Boutsada, Ki, Chief of Operations, UXO Lao

Brabant, Stan, former Chief Technical Advisor, NRA

Chanthavonsa, Bountao, UXO Victim Assistance Officer, NRA

Christensen, Nils, UXO Unit Manager, UNDP

Duanmalalay, Thongchan, Lao Disabled People's Association

Faming, Sommai, United Nations Industrial Development Organization

Fargher, John, Adam Smith International

Gagnon, Eric, former Chief Technical Advisor, UXO Lao

Graham, Jamie, Programme Manager, HALO Trust, Savannahkhet

Horner, Tim, former Chief Technical Advisor, NRA

Innes, Courtney, victim assistance consultant

Kamada, Wanthong, Deputy Director, UXO Lao

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Annex 7

MANAGEMENT RESPONSE

Recommendation 1. UNDP should reaffirm its strategic commitment to mine action support globally and ensure that the dozen countries with ongoing mine action programmes are fully supported at the headquarters and regional levels.				
Management response UNDP management agrees that UNDP should support mine action over the long term, both to comply with obligations created by the Anti-Personnel Mine-Ban Convention and as part of its long-standing post-conflict recovery support to national Governments. UNDP management will also: (a) ensure that mine action technical advisers have requisite management and capacity-building skills; (b) ensure that UNDP is providing practical guidance to countries on transitioning to national implementation and enhancing development support in demined areas; and (c) maintain high-level headquarters engagement with the Inter-Agency Coordination Group on Mine Action (IACG-MA), the Mine Action Support Group and the annual meetings of Mine Action National Programme Directors and United Nations Advisers.				
Key action(s)	**Time frame**	**Responsible unit(s)**	**Tracking***	
			Status	**Comments**
1.1 Recruitment of key staff at headquarters and regional levels.	By the end of December 2015	Bureau for Policy and Programme Support (BPPS)		
1.2 Training of national staff and chief technical advisers for mine action on development and mine action using the guidance provided in the UNDP Support Framework for Development and Mine Action.	In the course of 2016-2017	BPPS		
1.3 Participation in the: (a) IACG-MA; (b) Mine Action Support Group; and (c) the annual meetings of national programme directors and United Nations advisers.	Ongoing: (a) monthly (b) biannually (c) annually	BPPS		
1.4 Through discussions in the IACG-MA, ensure that there is greater clarity in the United Nations Mine Action Strategy on the roles and responsibilities for technical support to victim assistance.	By June 2016	BPPS		

(Continued)

Recommendation 2.
UNDP should further enhance its institutional capacity support services to Governments on mine action, building on lessons from successful transitions to sustainable national ownership and utilizing South-South cooperation opportunities and closer engagement with United Nations and other international partners.

Management response

UNDP management agrees with the recommendation that UNDP should continue and enhance support to national Governments in the following areas: (a) institutional capacity assessment for mine action, including the use of relevant indicators; (b) development and management of comprehensive databases of suspect and released mine areas; (c) land release prioritization; (d) strategies for transition to national ownership of mine action programmes; (e) mainstreaming mine action into broader development imperatives, with special emphasis on marginalized communities; (f) taking gender aspects into account in mine action programming; (g) linking victim assistance support, where it exists within mine action programmes, into broader support for persons with disabilities; (h) efficiently channeling donor funding; and (i) utilizing partnerships with other United Nations agencies and international organizations.

UNDP will update its mine action programme guidance to clarify priorities, elaborate practical methods and utilize its roster of qualified consultants for technical support and policy research in the above areas.

UNDP management also agrees that a stronger focus on Strategic Objective 3 is needed and will actively participate in the midterm evaluation of the Strategy of the United Nations on Mine Action, and advocate for greater emphasis within this Strategic Objective on the capacity development of national institutions, with clearer indicators for measuring success. It is, however, important to note that UNDP's contribution is also key for Objective 1, Reducing risks to individuals and socioeconomic impacts of mines and Explosive Remnants of War (ERW), which is an important areas of focus for UNDP's development and mine action work.

In early 2015, the UNDP Support Framework for Development and Mine Action was prepared and identified the following two areas of focus:

(a) Translating mine action into sustainable development dividends in the form of jobs and livelihoods;

(b) Strengthening national institutions that accelerate development benefits, including livelihoods and human security.

In view of this and in the context of the UNDP Strategic Plan, a sharper focus on the development and mine action agenda will be pursued. This approach will follow three tracks:

(a) Context/assessment: ensuring that the impact of landmines/ERW on development is well understood and includes policy and institutional capacities required to enhance jobs and livelihoods through mine action programming;

(b) Capacities/areas of focus: the selection of the areas of focus will be informed by the assessment/analysis;

(c) Development outcomes: development outcomes will be measured either directly or indirectly through jobs/livelihoods generated, particularly for women and marginalized groups; hectares of land cultivated, human security, etc.

Under the first area of focus, UNDP mine action programmes will concentrate on three themes: protecting lives; restoring livelihoods; and supporting recovery and development. Under the second area of focus, UNDP will concentrate on strengthening national institutions that accelerate development benefits, e.g., human security or other opportunities. Links to the UNDP Strategic Plan, 2014-2017, will be ensured through alignment of mine action with the plan's Outcome 1 (Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded) and Outcome 3 (Countries have strengthened institutions to progressively deliver universal access to basic services).

(Continued)

Key actions	Time frame	Responsible unit(s)	Tracking*	
			Status	Comments
2.1 Review and finalize UNDP Strategic Framework on Mine Action with inputs from key partners, regional bureaux, regional hubs and country offices.	By March 2016	BPPS in cooperation with respective regional hubs, regional bureaux and country offices		
2.2 Provide capacity-building and advisory support to country offices to ensure that they can align current mine action programmes to the development and mine action areas of focus, as articulated in the UNDP Support Framework for Development and Mine Action, including areas highlighted under Recommendation 2 of this evaluation report, in particular (a) institutional capacity assessment for mine action, including the use of relevant indicators; (b) development and management of comprehensive databases of suspect and released mine areas; (c) land release prioritization; (d) strategies for the transition to national ownership of mine action programmes; (e) mainstreaming mine action into broader development imperatives, with special emphasis on marginalized communities; (f) taking gender aspects into account in mine action programming; (g) linking victim assistance support, where it exists within mine action programmes, into broader support for persons with disabilities; and (h) efficiently channelling donor funding.	In the course of 2016-2017	BPPS and regional service centres		
2.3 Provide continuous policy, programme and technical support to national Governments in the areas highlighted under Recommendation 2 of this evaluation report (see areas under 2.2 above). This will include a focus on strategies for transition to full national ownership, taking into account both government capacities and practical needs when completing and closing down landmine programmes, in order to maintain a residual capacity for response and to support future development projects on land previously affected by mines.	In the course of 2016-2017	UNDP country offices, supported by BPPS		

(Continued)

Key actions	Time frame	Responsible unit(s)	Tracking* Status	Comments
2.4 Support national and local governments, including national mine action authorities, to develop comprehensive databases of all sites that were ever suspect or demined in order to properly plan for future land use and development projects; ensure that data are captured and shared with appropriate government entities.	-Ongoing By March 2017	BPPS, regional hubs		
2.5. Promote South-South cooperation and cross-fertilization of best practices across different regions.	In the course of 2016-2017	BPPS, regional service centres, country offices and regional bureaux		
2.6 Design and implement monitoring and evaluation systems that take into account the capacities of the Government and other national counterparts, including additional M&E training where needed.	By December 2016	UNDP country offices, supported by BPPS		
2.7 Participate fully in the upcoming midterm review of the Strategy of the United Nations on Mine Action 2013-2018, advocating greater emphasis on and strengthening indicators for developing sustainable national management capacities as a core feature of Strategic Objective 3 (development of national capacity).	By December 2016	BPPS		
2.8. Document lessons learned, best practices and experiences on gender and mine action; develop knowledge products and circulate for replication of best practices.	By December 2017	BPPS, regional hubs and country offices		

(Continued)

Recommendation 3. In the near term, most of the requests for UNDP support on mine action will focus on mature national programmes in non-conflict circumstances, where the residual mine problems are located in poor rural areas. This suggests an important development need that UNDP is well suited to support by providing strategies and techniques for job creation and market development, and by channelling targeted donor support towards improving the socioeconomic conditions in mine-affected communities.

Management response

UNDP management fully agrees that the capacities of rural communities, especially poor ones, to improve standards of living is dependent on many factors such as access to labour, credit and markets. In nearly every community impacted by landmines, the lives and livelihoods of the communities and citizens are improved as a result of demining and land release. Management agrees that UNDP should do far more to support national and subnational authorities and affected communities in stimulating the local economy. The clearance of landmines should not be seen as an end result, but rather as an initial step in a much longer development effort.

Moving forward, one of the main objectives of UNDP initiatives should be the attainment of socioeconomic benefits. In essence, project developers and implementers will need to ensure that released land is used for socioeconomic development. In order to pursue this strategy and overcome all possible bottlenecks, the UNDP approach to mine action will follow three tracks, as identified above in the management response to Recommendation 2:

(a) context analysis and needs assessment. This will help to ensure that the impact of landmines/ERW on development is well known and understood, and that this information is factored into the selection of recovery and development priorities. The assessment will also cover the policy and institutional capacities required to enhance jobs and livelihoods through mine action programming;

(b) careful selection of the areas of focus. The selection and packaging of the areas of focus will be informed by the assessment/analysis and guided by their relevance to and synergy with related focus areas of the UNDP Strategic Plan;

(c) emphasis on results and outcomes. Results achieved will be measurable contributions to development outcomes, and will contribute either directly or indirectly to jobs created, livelihoods restored and other social and environmental indicators (depending on the focus of any particular mine action intervention).

In the context of partnering with national institutions, UNDP will work not only with national mine action authorities but also with relevant ministries for sector-led development. A key focus for UNDP will be to strengthen the capacities of civil society organizations that enable people's participation in development planning and acceleration of peace and development dividends, in particular livelihoods in areas previously affected by mines. UNDP will work with other development actors, in particular the private sector and national public service institutions, to ensure that planning is done for development. In addition, UNDP will maintain its role of initiator and nurture South-South and triangular collaboration, including with a wide range of development practitioners and focusing on the creation of development benefits for affected women, men, and communities.

Key actions	Time frame	Responsible unit(s)	Tracking*	
			Status	Comments
3.1. Provide capacity-building and advisory support to country office staff (international and national staff), technical advisers and project staff on how to support national efforts by following three tracks in development and mine action programming, and by focusing on socioeconomic impact.	In the course of 2016-2017	BPPS and regional hubs		
3.2. Provide capacity-building support to government authorities on prioritizing and planning development and mine action efforts, using cross-sectoral approaches and ensuring cooperation between the different ministries and other relevant institutions.	In the course of 2016-2017	BPPS and regional hubs		

(Continued)

Key actions	Time frame	Responsible unit(s)	Tracking*	
			Status	Comments
3.3 Ensure realignment of current mine action programmes with the UNDP Strategic Plan, 2014-2017, and with the UNDP Support Framework on Development and Mine Action.	By the end of December 2017	BPPS, regional hubs and country offices		
3.4 Prepare and circulate the knowledge product on lessons learned related to mine action programming for use by countries, by the community of practice on development and mine action, and by partners for replication and South-South cooperation.	By the end of December 2017	BPPS, regional hubs and country offices		

* The implementation status is tracked in the Evaluation Resource Centre.

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