



# Evaluation of the Humanitarian Mine Action Activities of Norwegian People's Aid

Evaluation Report 6/2009



**Norad**

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Large picture: Mine Clearance Wadi Araba, Jordan 2007 (photo: John Rodstedt)

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# **Evaluation of the Humanitarian Mine Action Activities of Norwegian People's Aid**

**November 2009**

COWI A/S



## Preface

As the Norwegian People's Aid celebrates its 70 years as a humanitarian relief organisation, it may add a clear success to its achievements. This evaluation report on the humanitarian mine action activities concludes that Norwegian People's Aid is not only one of the leading worldwide organisations in main action, but it is one of very few organisations that is engaged in operational mine clearance programmes, development of new methodologies as well as advocacy, areas that are mutually reinforcing.

The report states that the organisation has “demonstrated world class competency” in refining and improving tools for landmine surveys. It is a leader with regards to integration of different types of demining technologies, but also keen to share its knowledge with others within the mine action community. The objectives set for mine action in programmes that have been studied have in general been achieved. Interestingly enough capacity building – often a weak point in development programmes – is highlighted as an area where objectives have been met. The investment in staff development and concept development are impressive elements of NPA's programmes, according to the report.

This doesn't mean that everything is perfect and that improvements cannot be made. Questions are being asked about the sustainability of certain achievements, and the evaluation team has also emphasised certain issues related to organisational coherence and programme management that are seen to stand in the way of the full realisation of the organisation's potential. One particular concern is that socio-economic aspects and skills could be better integrated into the programmes, and the team points at the challenge of establishing coherence between the mine action programmes and the long-term development programmes of Norwegian People's Aid.

The report leaves no doubt that Norwegian People's Aid has played a unique role in international mine action, and that the close partnership with the Norwegian Government has facilitated such a role.

Oslo, December 2009



Asbjørn Eidhammer  
Director of Evaluation



## Acknowledgements

This document presents the results of an evaluation of the Norwegian support to Norwegian People's Aid's (NPA) mine action programmes commissioned by the Evaluation Department of the Norwegian Agency for Development Cooperation (Norad) and undertaken by COWI A/S. The evaluation was led by humanitarian expert Ms Elsebeth Krogh. The other core team members included mine action expert Mr Tim Lardner; institutional and evaluation experts Mr Anders Richelsen and Ms Caroline Hartoft-Nielsen; and Norwegian development policy expert Ms Kristin Skov-Spilling. Quality assurance has been provided by Ms Cecilia Ljungmann and Mr Henrik Brade-Johansen. In Sudan and Ethiopia, the core team was assisted by Mr George Awu (Sudan) and Ms Senait Seyoum (Ethiopia).

The evaluation team would like to thank management and staff of Norwegian People's Aid at the Oslo head office and in the mine action programmes in Sudan, Ethiopia and Jordan for planning and facilitation of visits, immense openness and patience in responding to our queries, and hospitality and logistical assistance during our country visits. Sincere thanks also go to the national mine action authorities, UN representatives, non-governmental organisations and other stakeholders that we consulted in the three countries.

We would also like to extend our gratitude to resource persons met at the Geneva International Centre for Humanitarian Demining and the United Nations Development Programme (UNDP) in Geneva, our stakeholder group, the Norwegian Ministry of Foreign Affairs and Norad in Oslo, the Norwegian embassies in Ethiopia and Jordan, the Norwegian Consulate in Juba, as well as the many resource persons we met in the countries visited.





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## Acronyms

AP	Anti-personnel mine
AT	Anti-tank mine
BAC	Battle area clearance
CCW	1980 Convention on Conventional Weapons
CCM	Convention on Cluster Munitions
CMC	Cluster Munitions Coalition
CPA	Comprehensive Peace Agreement
CROMAC	Croatian Mine Action Centre
DHA	United Nations Department for Humanitarian Affairs
DPKO	Department of Peace Keeping Operations (of UN)
DRC	Danish Refugee Council
ERW	Explosive remnants of war
ECHO	European Commission Humanitarian Office
ELIS	Ethiopian Landmine Impact Survey
EMAO	Ethiopian Mine Action Office
EOD	Explosive Ordnance Disposal
EU	European Union
GICHD	Geneva International Centre for Humanitarian Demining
GOSS	Government of South Sudan
GTC	Global Training Centre (for mine detection dogs, Bosnia)
HMA	Humanitarian Mine Action
IND	National Demining Institute (Mozambique)
ICBL	International Campaign to Ban Landmines
ICRC	International Committee of the Red Cross
IDP	Internally displaced person
IFI	International Finance Institutions
IMAS	International Mine Action Standards
IMSMA	Information Management System for Mine Action
ISU	Implementation Support Unit (of GICHD)
LIS	Landmine impact survey
LRC	Land Release Concept
MA	Mine Action
MAC	Mine action centre
MAG	Mines Advisory Group
MASG	Mine Action Support Group
MBC	Mine Ban Convention(interchangeable with MBT)
MBT	Mine Ban Treaty (interchangeable with MBC)
MDD	Mine Detection Dogs
MOU	Memorandum of Understanding
MRE	Mine risk education
MSP	Meeting of States Parties
NCDR	National Committee for Demining and Rehabilitation (Jordan)
NMFA	Norwegian Ministry for Foreign Affairs

NGO	Non-governmental organisation
NOK	Norwegian Kroner
Norad	Norwegian Agency for Development Cooperation
NPA	Norwegian People's Aid
NRC	Norwegian Refugee Council
NUPI	Norwegian Institute of International Affairs
OCHA	United National Office for Co-ordination of Humanitarian Assistance
ODA	Overseas Development Assistance
OECD/DAC	Organisation Development Assistance Committee
PRIO	International Peace Research Institute, Oslo
PRSP	Poverty Reduction Strategy Paper
QA	Quality Assurance
S.HUM	Humanitarian Department, Ministry of Foreign Affairs, Denmark
SAC	Survey Action Center
SHA	Suspected Hazardous Areas
SOP	Standard Operational Procedures
SSDC	South Sudan Demining Commission
TIA	Task Impact Assessment
TOR	Terms of Reference
TSA	Technical Advisory Services, Ministry of Foreign Affairs, Denmark
UNDAF	United Nations Development Assistance Framework
UNDP	United National Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United National Children Emergency Fund
UNMACC	United Nations Mine Action Coordination Centre
UNMAO	United Nations Mine Action Office
UNMAS	United Nations Mine Action Service
UNMIS	United Nations Mission in Sudan
UNOCHA	United Nations Office for Coordination of Humanitarian Affairs
UNOPS	United Nations Office for Project Services
UXO	Unexploded Ordnance
VA	Victim Assistance

# Executive Summary







## Executive Summary

This report presents the findings, conclusions and recommendations of an evaluation of the Norwegian support to Norwegian People's Aid's mine action programmes commissioned by Norad's Evaluation Department and undertaken by COWI A/S. The evaluation provides information on the results of Norwegian People's Aid's humanitarian mine activities, and provides recommendations that can be used in future identification, design, and implementation of humanitarian mine activities. The evaluation covers a 10-year period with focus on landmine surveys and assessments, humanitarian demining, cooperation with and capacity building of relevant national authorities/local personnel, and development of new methodologies and techniques for mine action projects. It included country field visits to Norwegian People's Aid mine action programmes in Sudan, Ethiopia, and Jordan. The methodology applied was based on the evaluation frameworks of OECD's Development Assistance Committee and Norad, focussing on relevance, effectiveness, efficiency, sustainability and impact.

### **Overall assessment**

Norwegian People's Aid is one of the leading worldwide organisations in mine action engaged in surveys and assessments, operational mine clearance programmes, capacity building of national authorities and partners, development of new techniques and methodologies, and advocacy. It is a strength that Norwegian People's Aid, as one of very few organisations, is active within these different areas which are often mutually reinforcing and synergistic. The close partnership between Norwegian People's Aid and the Norwegian Government has facilitated access to international foras and relatively easy access to funding, hence establishing a conducive framework for the organisation to reach a leading position in the international mine action community.

### **Landmine surveys and assessments**

In the area of surveys and assessments, Norwegian People's Aid has played an important role in the development of surveying and assessment tools over the years in relation to the Survey Working Group spearheading the development of the Landmine Impact Survey (LIS), development of the Task Impact Assessment methodology, and the development of the Land Release Concept (LRC) in close cooperation with the Geneva International Centre for Humanitarian Demining (GICHD). The organisation has succeeded in effectively applying these tools in its programmes. The evaluation team has found that the application and development of a variety of surveying tools has increased the effectiveness and efficiency of many of Norwegian People's Aid's operations. The organisation's ways of combining technical and

non-technical surveys and apply the Task Impact Assessment methodology have led to effective solutions adjusted to the specific context of a given country. In addition, the introduction of the Land Release Concept has in most cases reduced the Suspected Hazardous Areas and hence focussed the use of resources on significantly smaller areas than prior to the introduction of Land Release Concept. Norwegian People's Aid has clearly demonstrated world class competency in continuously refining and improving the survey tools and combining them in effective ways. The evaluation team finds that the *Task Impact Assessment* approach developed by Norwegian People's Aid is potentially a highly effective instrument for assessing the impact of mine action programmes, but that the effectiveness of it could be enhanced by strengthening the socio-economic elements.

The evaluation team **recommends:**

- that the mine action programmes more directly integrate mine action operations with development interventions where possible.
- that the Task Impact Assessment method be strengthened by integrating elements of applied socio-economic methodologies such as Participatory Rural Appraisal.
- that the Task Impact Assessment be used more systematically at an earlier stage in order to ensure that the data generated are appropriate for use in setting priorities and direction in the design phase.
- that socio-economic expertise be brought in order to improve the use of the Task Impact Assessment methodology and other tools to ensure that the right kind of information is collected to make adequately informed decisions in this phase.

### **Humanitarian demining tools**

Norwegian People's Aid applies a "toolbox" approach to mine clearance for humanitarian purposes. This may be a combination of one or more technologies or concepts and can include: Manual mine clearance, mechanical systems and mine detection dogs. In addition, survey techniques are important to assist in focussing the resources on those areas where they are most needed.

The different tools are deployed as appropriate within the different programmes, which contributes to enhancing effectiveness and efficiency. Norwegian People's Aid takes an active role in developing the different tools. Through its Global Mine Detection Dog Centre in Bosnia, the organisation has taken the lead in relation to breeding and training of dogs, dog handlers and dog trainers.

The evaluation showed Norwegian People's Aid to not only be a leader with regards to the integration of several different types of technologies, but also an organisation keen to share its understanding with the mine action community.

As regards the effectiveness of Norwegian People's Aid's mine action, the three programmes where detailed analysis was undertaken have in general all been able to achieve the objectives set. The team found, however, that overall comparable data on effectiveness of the mine action did not exist in Norwegian People's Aid's database. In relation to Norwegian People's Aid's efficiency, the team noted that

that there are serious reasons for concern about the viability of the Global Training Centre in Bosnia.

The team **recommends:**

- that the documentation of results is improved and systematised in order to give justice to the good results achieved in the mine action programmes.
- that a review and business plan be developed to safeguard the sustainability of the Global Training Centre.

### **Cooperation with and capacity building of relevant national authorities/local personnel**

The overall analysis of the 14 Norwegian People's Aid Humanitarian Mine Action country programmes shows that the programmes in general have achieved or will achieve their capacity building objectives. Thus, the evaluation team finds that the interventions, to a large extent, have fostered development of local capacities.

In Sudan, the capacity of Norwegian People's Aid's own national staff is being developed through formal training and on-the-job training, and they benefit from the income they gain from the programme. In addition, there is a progressive transfer of responsibilities in the programme from international to national staff in all departments. In Ethiopia, the evaluation team finds that new competences and capacity have been built in Ethiopian Mine Action Office and that they are used effectively in the field. When it comes to Jordan, the close partnership between National Committee on Demining and Rehabilitation and Norwegian People's Aid and the strong ownership taken by the National Committee on Demining and Rehabilitation in Jordan are very positive factors for future sustainability of technical skills and organisational competencies. The evaluation team finds reason to raise the question of how the considerable capacity built is going to be used after the end of the present programme, and whether this has been a good investment given the risk of this capacity becoming redundant.

The team **recommends:**

- that an overall strategy for capacity building including the need for sustained capacity in countries where Norwegian People's Aid plans to pull out in the foreseeable future.
- that in Ethiopia, a business plan, including a financial plan, for the Ethiopia Mine Action Office - including not least the Entoto Training Centre - is carried out to safeguard and document the sustainability of capacity and assets.
- that in Jordan, a process towards closing down the Amman office be initiated and that clarity of funding to distinguish between advocacy, operations and capacity development be improved.

### **Development of new methodologies and techniques for mine action projects**

One of the more impressive elements of Norwegian People's Aid's programmes has been the investment in staff development and concept development. It is the clear impression of the evaluation team - through own observations and interviews with stakeholders - that Norwegian People's Aid has been at the forefront of much of

the methodological development in the sector, and this has also been a stated objective of the organisation.

Since its initial involvement in mine action in 1992, Norwegian People's Aid played a significant role in the process that led to the signing of the Mine Ban Treaty in 1997, by bringing its operational field experience into political involvement within the International Campaign to Ban Landmines.

Equally, it is assessed that Norwegian People's Aid - through its internal monitoring system - has been good at looking critically at its own operations and at identifying procedures and equipment that have worked well and integrated the best elements into its programmes.

Norwegian People's Aid is a strong and vocal actor in international advocacy and public debate on demining. There is no doubt that the combination of Norwegian People's Aid's concrete experience from the field, and the government of Norway's central role in humanitarian diplomacy, gives high credibility when Norway speaks out on mine action and Mine Ban Treaty issues. The evaluation team has moreover noted Norwegian People's Aid's contribution to international advocacy to strengthening the rights of civilians to protection against landmines, and to encouraging still more countries to sign the Mine Ban Treaty.

### **Overall management issues**

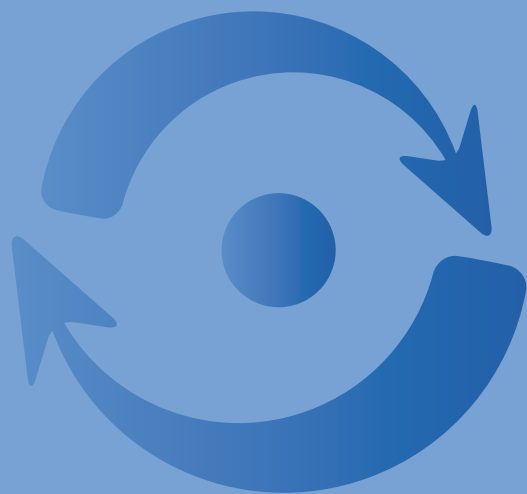
The evaluation team has highlighted issues related to organisational coherence and programme management that in different ways stand in the way of the full realisation of Norwegian People's Aid's potential. They include:

- The challenge of establishing coherence between the mine action programmes and the long-term development programmes of Norwegian People's Aid.
- Balancing centralised and decentralised management in the Mine Action Department.
- Consistent use of objectives, indicators and logical framework formats.

### **The team recommends:**

- that the Mine Action Department initiate a process of organisational review and renewal with the objective of establishing a management structure fitting the large organisation that the department is today.
- that managers with a socio-economic background be added to the programmes in addition to the managers having a technical mine clearance background. At what management level will depend on where in the life cycle a particular programme finds itself.
- that as part of the organisational review, the management and decision-making structure is reviewed and adjusted between headquarters and field, and between mine action staff and country directors.
- that the entire system of objectives, indicators and logframe formats used in the Mine Action Department is improved in terms of consistency and quality at all levels and that all staff are trained accordingly.

# Main Report





# 1. Introduction

In the period from 1999 to 2007, Norway - through the Ministry for Foreign Affairs and Norad - has channelled 762,091 million Norwegian Kroner (NOK) to Norwegian People's Aid's mine action programmes in 14 different countries. This evaluation of the Norwegian support to Norwegian People's Aid's mine action programmes takes place at a significant time – ten years after the Mine Ban Treaty (MBT) became effective.

## 1.1 Objectives and scope of the evaluation

According to the Terms of Reference (TOR) (see Annex 1), the purpose of the evaluation is to provide information about the results of Norwegian People's Aid's humanitarian mine activities and outline lessons that can be used in future identification, design, and implementation of humanitarian mine activities.

The main evaluation objectives are to:

- Assess Norwegian People's Aid's humanitarian mine actions, both at country and international level regarding achieving intended outputs and outcomes in relation to effectiveness, relevance, efficiency, sustainability and impact;
- Based on findings and conclusions, identify lessons learnt and give operational recommendations that are relevant for current implementation and future programming of Norwegian People's Aid's humanitarian mine activities.

The evaluation covers the following main components of Norwegian People's Aid's humanitarian mine action:

- Landmine surveys and assessments;
- Humanitarian demining (manual, mechanical and by means of mine detection dogs);
- Cooperation with and capacity building of relevant national authorities/local personnel;
- Development of new methodologies and techniques for mine action projects.

The evaluation is limited to activities financed under the Norwegian bilateral assistance, i.e. the assistance provided by the Norwegian Ministry for Foreign Affairs and Norad, and covers the time period from 1999 to the present. The evaluation will therefore focus on Norwegian People's Aid's development and implementation of mine action interventions in relation to the implementation of the Mine Ban Treaty, in the capacity of being the main partner for the Norwegian Ministry for Foreign Affairs.

## 1.2 Methodology and analytical framework

The Norwegian support to Norwegian People's Aid's mine action programmes has been evaluated based on the OECD/DAC evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability. Performance and results at country level have been assessed in the context of the commitments in relation to the implementation of the Mine Ban Treaty, focussing on the contribution of Norwegian People's Aid in assisting governments to meet obligations as laid out in the Mine Ban Treaty. Throughout the evaluation, the team has assessed mine action from the broader perspective of international co-operation and assistance. This has included taking into account humanitarian concerns, development issues, and gender equality issues. Furthermore, assessment of strategic coherence in relation to policies, co-ordination and operational activities at the international, national and operational levels has received attention in the evaluation.

### 1.2.1 Data collection methods

The evaluation is based on the triangulation of data collection methods to generate information from different stakeholders to enhance the validity and reliability of the results. The following data collection methods were applied:

**Document review** - Relevant programme documentation from Norwegian People's Aid, Norad and Norwegian Ministry for Foreign Affairs pertaining to the Norwegian People's Aid mine action programme was reviewed to get as much information about strategies, activities, processes and results at output and outcome level as possible.

**Rapid assessment questionnaire survey** - A brief questionnaire based on the main evaluation questions was distributed by email to selected stakeholders in Norwegian People's Aid's headquarters and to programme managers at country level. The objective of this rapid assessment was to get a preliminary overview of the most crucial issues, priorities and challenges for Norwegian People's Aid as seen from the perspective of staff and management.

**Interviews** - In order to obtain a good understanding of the organisation, the programmes, the vision, the strategies and the context in which Norwegian People's Aid's mine action programmes operate, key resource persons were interviewed in the headquarters of Norwegian People's Aid, Ministry for Foreign Affairs and Norad, as well as in the Geneva International Centre for Humanitarian Demining, UNDP and UNMAS in Geneva. In addition, the evaluation team has consulted other mine action agencies, i.e. Mines Advisory Group, Danish Demining Group, and Danchurchaid.<sup>1</sup>

**Country visits** - Visits were undertaken to Sudan, Ethiopia and Jordan. The selection of countries was made in close cooperation with the stakeholder group established by Norad for this evaluation. The selection took into consideration that different country contexts and different programmatic approaches should be covered, and the duration and size of the programmes also influenced the choice.

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<sup>1</sup> In addition, the team made several attempts to interview Halo Trust without any success.



During the country visits, data were collected through interviews, site visits and consultations with affected communities (only in Sudan). Interviews were conducted with key informants in Norwegian funded programmes of Norwegian People's Aid, Norwegian embassies, Government mine action bodies, Non-Government Organisations, UN agencies - notably UNDP, the United Nations Mine Action Office (UNMAO) as well as local and provincial authorities. The site visits allowed for a closer inspection of the actual operations in the field, including surveying, land clearance, adherence to standards and training facilities. Consultations were held with representatives from the affected communities to get an impression of how they perceive the programmes, and what impact the interventions have had or may have on their living conditions. Summaries of the findings from the three country visits are provided in Annex IV.

### **1.2.2 Analytical framework**

The analytical framework for the evaluation is based on the scope, evaluation criteria and questions as formulated in the Terms of Reference. This means there are two *contexts* for the analysis of the Humanitarian Mine Action (HMA) programmes: the international level and the national level. Furthermore, four *components* of the Norwegian People's Aid programmes have been considered: landmine surveys and assessments, humanitarian demining, cooperation with and capacity building of relevant authorities and personnel, and development of new methodologies and techniques for mine action. The contexts and components of the Humanitarian Mine Action programmes have been analysed based on the *evaluation criteria* and the specific evaluation questions posed in the Terms of Reference.

The evaluation covers four levels of analysis:

1. The first level constitutes the three field visit countries where an in-depth analysis based on the evaluation criteria of the national context and the four components of the Humanitarian Mine Action programmes was undertaken. This level allows for the most valid and reliable findings as findings from the documents have been complemented and verified by interviews and actual field visits.
2. The second level of analysis was included on the recommendation of the stakeholder group of this evaluation to ensure a broader relevance of the findings from the first level. Desk assessments were undertaken, involving an intermediate-level of analysis. Two countries in the Western Balkans (Croatia and Bosnia & Herzegovina) and in Southern Africa (Mozambique and Angola) were selected and examined through document analysis.
3. The third level of analysis entails a rapid overall assessment of the remaining portfolio of countries not covered in level one and two through available documentation.
4. The fourth level of analysis relates to the international context and the International campaigning and advocacy work undertaken by Norwegian People's Aid in relation to the 1997 Mine Ban Treaty. <sup>2</sup>

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<sup>2</sup> The full title of the treaty is "Convention on the prohibition on the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on their Destruction".

### 1.3 Strengths and limitations of the evaluation

The evaluation of Norwegian People's Aid's mine action activities supported by Norway - like any other evaluation methodology - has its strengths and limitations.

Covering ten years of assistance to more than twenty countries has given the evaluation a broad and comprehensive scope comparable to only a few previous studies in the sector. However, the broad perspective and scope of the evaluation have, on the other hand, allowed little room for conclusions and recommendation at the detailed project level. The ten-year timeframe has further meant that not all documents have been available and institutional memory has in some cases faded.

The combination of different levels of analysis (see above) has constituted a useful and manageable approach to achieving knowledge and insight into Norwegian People's Aid's programme portfolio at a global scale in order to generate general findings and recommendations pertaining to mine action efforts of Norwegian People's Aid at an overall level. However, the still vast differences between Norwegian People's Aid's mine action programmes - their scope, context, purpose, the role played by the organisation, etc. - have meant that conclusions could not always be generalised. Furthermore, it has proved difficult to get an overview of the portfolio at the aggregate or third level as Norwegian People's Aid does not seem to have prepared any overall statistics on performance across continents and programmes. Information and data exist in separate reports, but these are not always easily comparable.

Collection of primary data from beneficiary groups in the affected communities was only possible in Sudan, as the visit to Ethiopia was limited to meetings in the capital due to the capacity-building focus, and the minefields in Jordan were border areas with no inhabitants. This is also considered a limitation of the evaluation that was difficult to mitigate for the reasons stated here.

Another limitation is the often unclear objectives, insufficiently described outputs and lack of indicators in many programme documents. This has in particular made it difficult to assess effectiveness. In some cases, the lack of viable data, in particular with regards to improvements in socio-economic conditions for the population groups affected by mines., has been a limiting factor for the evaluation. While documentation of socio-economic impact has not been a specific requirement for receiving funds from the Humanitarian Section of the Norwegian Ministry for Foreign Affairs, this aspect has been emphasised by Norwegian People's Aid in programme documents and strategies.<sup>3</sup>

### 1.4 Structure of the report

The report consists of 11 chapters. Chapter 2 provides a background for mine action by describing the context, the nature and scope of the mine problem, as well as the international response and coordination.

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<sup>3</sup> As e.g. reflected in Annex V of this report

An overview of Norwegian policy and strategy and support to mine action during the last ten years is provided in Chapter 3.

Chapter 4 deals specifically with the Norwegian People's Aid. The chapter provides an introduction to the organisation, its strategies and guiding principles, the mine action programmes and working modalities, and how these interlink with other development assistance.

Chapter 5 assesses the relevance of mine action programmes in relation to international conventions, needs and priorities of partner countries and gender equality aspects. Chapters 6 to 9 cover assessments of Norwegian People's Aid 's performance in relation to landmine surveys and assessments, humanitarian demining operations, cooperation with and capacity building of national authorities and local personnel, and development of new methodologies. In chapter 10, the evaluation team focuses on issues and challenges related to organisation and management of Norwegian People's Aid and the Mine Action Department.

Chapter 11 - the final chapter of the report - presents conclusions and recommendations of the evaluation.

Five annexes are enclosed: I Terms of Reference, II List of persons consulted, III List of documents reviewed, IV Country case notes, V NPA Objectives table.

## 2. The context of mine action

### 2.1 Defining mine action

Mine Action only became widely known to the broader public at the end of the 1980s, following the Soviet withdrawal from Afghanistan and the effects seen publicly to be inflicting large numbers of casualties upon the civilian population. Mine Action entails much more than removing landmines from the ground though and indeed, much more than just landmines. It includes actions ranging from teaching people how to protect themselves from the danger posed by mines and unexploded ordnances (UXOs) to advocating for a mine-free world.

The United Nations states:

*“Mine action is not just about landmines. In many countries, unexploded ordnance, or UXO, poses an even greater threat to people’s safety. UXO comprises bombs, mortars, grenades, missiles or other devices that fail to detonate on impact but remain volatile and can kill if touched or moved. Some of the main sources of UXO are cluster bombs. Today, mine action programmes typically address problems of landmines, UXO and “explosive remnants of war (ERW),” which include UXO and “abandoned ordnance,” or weapons left behind by armed forces when they leave an area”<sup>4</sup>.*

Central to Mine Action is the focus on people and mines. According to the International Mine Action Standard’s definition, mine action is<sup>5</sup> “...not just about demining; it is also about people and societies, and how they are affected by landmine and Explosive Remnants of War (ERW) 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 economic, social and health development can occur free from the constraints imposed by landmine and ERW contamination, and in which the victims’ needs can be addressed. Mine action comprises five complementary groups of activities:

- mine risk education;
- humanitarian demining, i.e. mine and ERW survey, mapping, marking and clearance;
- victim assistance, including rehabilitation and reintegration;
- stockpile destruction; and
- advocacy against the use of anti-personnel mines.

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<sup>4</sup> [http://www.mineaction.org/section.asp?s=what\\_is\\_mine\\_action](http://www.mineaction.org/section.asp?s=what_is_mine_action)

<sup>5</sup> *Glossary of Mine Action Terms*, IMAS 04.10

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

## 2.2 Humanitarian Mine Action

While neither the United Nations nor the International Campaign to Ban Landmines – and their key publication, the Landmine Monitor, use the terminology Humanitarian Mine Action (HMA) at a strategic level, both organisations use the terminology “HMA” and “Mine Action” (together with the terminology “humanitarian demining”) seemingly interchangeably. Further explanation is provided by the Geneva International Centre for Humanitarian Demining:

*“... the definition of mine action has evolved over time in tandem with the discipline itself. The use of the term ‘mine action’ to describe the discipline was formally endorsed by the UN in its policy document issued in 1998, although it was used in the groundbreaking studies of indigenous mine action capacities published the previous year.... It is now in general use, although a number of countries, for example the US, still prefer to use the term ‘humanitarian demining’”<sup>6</sup>*

It seems to be generally understood that most mine action activities are undertaken under the auspices of the Mine Ban Treaty and, although the Mine Ban Treaty has many characteristics of a disarmament treaty, its purpose is fundamentally humanitarian and as such all activities that take place under the Mine Ban Treaty remit should be considered to be Humanitarian Mine Action.

What is clearly understood by all parties is that Mine Action *and* Humanitarian Mine Action differ significantly to military demining. Military demining is an activity undertaken rapidly and is primarily concerned with making a safe route through the dangerous area. Generally, lower standards of quality are acceptable in military clearance operations in order to expedite the passage of troops and materiel across a dangerous area. In Addition, Mine Action and Humanitarian Mine Action also encompass elements other than mine clearance, which the military generally focus upon.

All in all, the terminology appears to be used by many stakeholders interchangeably and this appears to be the case within Norwegian People’s Aid as well as the rest of the mine action community. We do not believe that this causes significant problems within the organisation and Norwegian People’s Aid is relatively clear about their humanitarian imperatives in its operations. Therefore, the general term used throughout this report is *mine action* except when particular humanitarian issues are commented on.

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6 A guide to Mine Action and Explosive Remnants of War, GICHD, Geneva, 2007.

## 2.3 The nature and scope of the mine problem

Mines and unexploded ordnances (UXOs) mutilate, kill and may create serious socio-economic blockages that not only act as barriers to development, but also deny millions of people their fundamental rights. This section examines relevance in terms of the impact that mines and unexploded ordnances have on affected communities targeted by Norwegian People's Aid.

In 2007, more than 70 countries and 6 areas not internationally recognised<sup>7</sup> reported landmine casualties<sup>8</sup>, of which Afghanistan, Lao PDR and Cambodia are generally regarded as the most mine and unexploded ordnance affected countries with the greatest number of civilian victims.

**Table 2.1: Number of casualties in several countries in which NPA conducts mine action activities.**

Country	Casualties (2001)	Casualties (2007)
Angola	660	At least 48
Cambodia	813	352
Ethiopia	At least 71	84
Iraq	At least 21	216
Jordan	3	10
Lao PDR	122	100
Sudan	123	91
Global total recorded	7,987	5,426 <sup>1</sup>

Source: Landmine Monitor, 2008 and 2002.

Most countries have experienced a decrease in casualties over the years. The decrease in casualties may partly be due to increased mine risk education (leading to a higher coverage), better knowledge and avoidance of mine-affected locations, and in some countries the casualty decrease may be explained by mine clearance progress. However, it should be noted that the collection and maintenance of the statistics regarding mine casualties are dismally poor in many countries. Significant underreporting takes place in many countries because figures are based on victims that have sought assistance or come in contact with mine action personnel. Considering the distances, lack of transport and the extreme bodily harm that most accidents result in, mine action experts suggest that in some countries a high percentage die before reaching a medical facility and therefore go unrecorded.

## 2.4 The international response

Although mines and unexploded ordnances have affected people – military and civilian – over the last century, it is only in the last 20 years that a formalised

<sup>7</sup> "Areas not internationally recognised" is the terminology referring to those areas not internationally recognised as states – the likes of Nagorno Karabakh, Western Sahara, Palestine, South Sudan.

<sup>8</sup> Landmine Monitor, 2008.

<sup>9</sup> This figure also includes victims from victim initiated Improvised Explosive Devices, who were not counted in the 2001 data. Both years' victims were believed to be around 70 % civilians

response has emerged. This stemmed originally from the NGO response to the humanitarian crises in Afghanistan, Cambodia and other severely affected nations.

#### **2.4.1 International treaties**

There are several international agreements and treaties in place that regulate or ban the use of mines and explosive remnants of war under certain circumstances. These instruments are a part of the body of international humanitarian law which seeks to limit the effects of armed conflict for humanitarian reasons.

#### **The 1997 Mine Ban Treaty and follow-up**

In December 1997, 122 Governments signed an international agreement (the 1997 Mine Ban Convention, commonly known as the Ottawa Convention or the Ottawa Treaty and referred to in this document as the Mine Ban Treaty) to globally ban the use of anti-personnel landmines. Today, 156 States are legally bound by the convention following accession or ratification. When states commit to the requirements of the Mine Ban Treaty, they are legally obliged to:

- never use anti-personnel mines, nor to “develop, produce, otherwise acquire, stockpile, retain or transfer” them;
- destroy mines in their stockpiles within four years of the treaty becoming binding;
- clear all mines in their territory;
- in mine-affected countries, conduct mine risk education and ensuring that mine survivors, their families and communities receive comprehensive assistance;
- offer assistance to other States Parties, for example, by providing for survivors or contributing to clearance programmes;
- adopt national implementation measures (such as national legislation) in order to ensure that the terms of the treaty are upheld in their territory.<sup>10</sup>

The treaty has proved to be an incredibly powerful piece of legislation, unsurpassed in modern history, and has had a profound effect upon the lives of those who live within many post-conflict nations. Statistics indicate some of the impact of the treaty, with average annual casualties now being in the region of 5,000 per year, reduced substantially from the estimated 15-20,000 of the late 1990s.

Not only has the treaty reduced casualties and suffering, it has also focused the world’s attention on matters relating to explosive remnants of war and encouraged donors to focus their funding on effective reduction of casualties and the associated reduction in poverty.

The treaty not only prevents the use of anti-personnel landmines by the States parties, it also prevents the manufacture, transfer and stockpiling of them and ensures the integration of victim assistance into the States’ processes. The overall result is that in the just more than ten years since the implementation process started, anti-personnel mines have become rejected by the majority of the world and are no longer considered to be an acceptable weapon of choice.

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<sup>10</sup> <http://www.icbl.org/index.php/icbl/Treaties/MBT/Treaty-Basics>

Although the treaty has already had significant impact on the world, with significant casualty reductions, an almost complete halt on the manufacture of anti-personnel mines (from signatory and non-signatory states) and a general revulsion of the concept of land mines, the full impact of the treaty may well not be seen until the most affected States parties – Mozambique, Cambodia, Angola, Afghanistan - begin achieving their treaty obligations in the next 5 or so years and casualties from anti-personnel landmines are reduced to zero.

### **Protocol 5 of the Convention on Conventional Weapons**

The Convention on Conventional Weapons (CCW) is a United Nations convention that prohibits or restricts the use of weapons which cause excessive injuries and have indiscriminate effects on people. Protocol 5 entered into force in November 2006 and provided an opportunity for the international community to deliver effective action against ERW.

Protocol 5 of this convention aims to:

- reduce the risks of explosive remnants of war. This includes negotiating responsibility for clearance and providing risk education to local populations;
- improve the reliability of munitions through voluntary best practices to minimise the humanitarian risk of munitions that might become explosive remnants of war; and
- continue to implement existing international humanitarian law.

### **The Convention on Cluster Munitions**

The Convention on Cluster Munitions (CCM) prohibits all use, stockpiling, production and transfer of cluster munitions. The Convention was adopted on 30 May 2008 in Dublin by 107 states and signed on 3 December in Oslo. The Convention will enter into force once 30 States have ratified the process (as of 19 November 2009, there are 103 signatory States and 24 ratifications). The Convention is the culmination of the “Oslo process, fronted by Norway and other supportive governments. Article 1 of the convention states:

1. Each State Party undertakes never under any circumstances to:
  - a. use cluster munitions;
  - b. develop, produce, otherwise acquire, stockpile, retain or transfer to anyone, directly or indirectly, cluster munitions;
  - c. assist, encourage or induce anyone to engage in any activity prohibited to a State Party under this Convention.
2. Paragraph 1 of this Article applies, *mutatis mutandis*, to explosive bomblets that are specifically designed to be dispersed or released from dispensers affixed to aircraft.”

A key feature of the Oslo process was the active participation in discussions and final negotiations of civil society, represented by the Cluster Muniton Coalition, UN organisations, such as the UN Development Programme, and the International Committee of the Red Cross. The Oslo process was facilitated by a group of States known as the Core Group: Austria, the Holy See, Ireland, Mexico, New Zealand,



Norway and Peru. NPA was a key contributor throughout the process, and produced a report<sup>11</sup> that formed a key part of the debate.

#### **2.4.2 Key stakeholders**

##### **The United Nations**

As the sector emerged in the post Cold War period, mine action appeared to have no obvious "home" in the UN system. In the first half of the 1990s, the UN failed to provide appropriate leadership and support to mine action. In 1997, UN commissioned and published a report<sup>12</sup> detailing the early successes and failures of the UN in mine action in four key mine-affected countries (Afghanistan, Angola, Cambodia and Mozambique). A serious lack of organisation, commitment and vision and many missed opportunities were documented. In the same year, the UN launched its reform process which resulted in the establishment of the Mine Action Service (UNMAS) as part of the Department of Peacekeeping Affairs, which became the focal point for all mine-related activities in the UN. UNMAS remains the point of focus today, coordinating mine action in the UN system, including operational coordination in the field with thirteen other UN agencies claiming an involvement in mine action.

##### **Non-Governmental Organisations (NGOs)**

Since the early years of mine action, NGOs have played a central role in mine action, driving advocacy and lobbying for the Mine Ban Treaty, as well as setting the agenda in clearance, victim assistance and mine risk education. While the number of Non-Government Organisations involved in mine risk education, victim assistance and political campaigning has increased during the last decade, there remains a core of around a dozen international Non-Government Organisations directly involved in mine clearance. Although small in number, these operational Non-Government Organisations have played a significant role in the development of technical and operational mine clearance. Norwegian People's Aid is the major Non-Government Organisation involved in mine action in Norway, with Tromsø Mine Victim Resource Centre providing some support to mine victims.

##### **International Committee of the Red Cross (ICRC)**

Since 1995, ICRC has also contributed significantly towards global advocacy by maintaining a high-profile publicity campaign to expose the issue of landmines. Following the success of the Mine Ban Treaty, ICRC has more recently expanded its focus to explosive remnants of war and cluster munitions. It was a key partner in the development of the Oslo process and the Convention on Cluster Munitions and is currently lobbying to encourage the maximum number of states to become parties to the convention. ICRC has also played a leading role in the assistance to mine victims comprising preventative, curative and rehabilitative measures. Furthermore, ICRC is also involved in mine risk education and is a crucial source of mine victim statistics in several countries.

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<sup>11</sup> M85 *An Analysis of reliability*, Norwegian People's Aid, Oslo, 2007

<sup>12</sup> Eaton et al. *The Development of Indigenous Mine Action Capacities*. Department of Humanitarian Affairs 1997.

### **The Geneva International Centre for Humanitarian Demining**

The Geneva International Centre for Humanitarian Demining (GICHD) was set up as a result of the Swiss Government's determination to support mine action. It was formally established in April 1998 as an independent foundation under Swiss legislation, but with international responsibilities. Norwegian People's Aid has a seat on its advisory board. The Geneva International Centre for Humanitarian Demining contributes to mine action through research and operational assistance and has in the last two years been the focal point for developing concepts and strategies as well as the recently published International Mine Action Standards on land release. In September 2001, the States Parties to the Mine Ban Convention mandated the Geneva International Centre for Humanitarian Demining to provide enhanced support to their efforts through the establishment of an Implementation Support Unit (ISU) which is responsible for:

1. providing support and advice to the Coordinating Committee and following up on Coordinating Committee decisions;
2. providing support and advice across all facets of the (current and incoming) Presidents' duties;
3. providing support and advice to the Co-Chairs and Co-Rapporteurs of the Standing Committees, undertaking preparations for meetings of the Standing Committees and executing any necessary follow-up;
4. serving in an important communications and liaison role with respect to the implementation of the Convention, in part by serving as a "one-stop location" for information on the Convention;
5. providing support and advice to the Sponsorship Programme's donors group; and,
6. collecting, collating, storing and retrieving documentation on the Convention and its implementation<sup>13</sup>.

By developing the Information Management System for Mine Action (IMSMA), undertaking research, and disseminating information, Geneva International Centre for Humanitarian Demining has become an important knowledge centre for mine action.

### **Mine affected states – States parties**

Mine affected States (as well as States Parties without a mine problem) who have committed themselves to the Mine Ban Treaty have a number of obligations. As well as the more well-known obligations such as ceasing production, stockpiling and use of AP landmines, as well as clearing all known mined areas under their jurisdiction or control, the States Parties also have the right to seek and receive assistance from other States parties and are committed to a number of obligations.

### **Mine affected states – States not parties**

Mine affected States who have not committed themselves to the Mine Ban Treaty still have essentially the same fundamental humanitarian problem as the states parties, but without the same legal obligations. A number of states not parties have, however, received significant support from International organisations in mitigating the problems within their states. These include Lao PDR, Lebanon, Kosovo, and Sri Lanka.

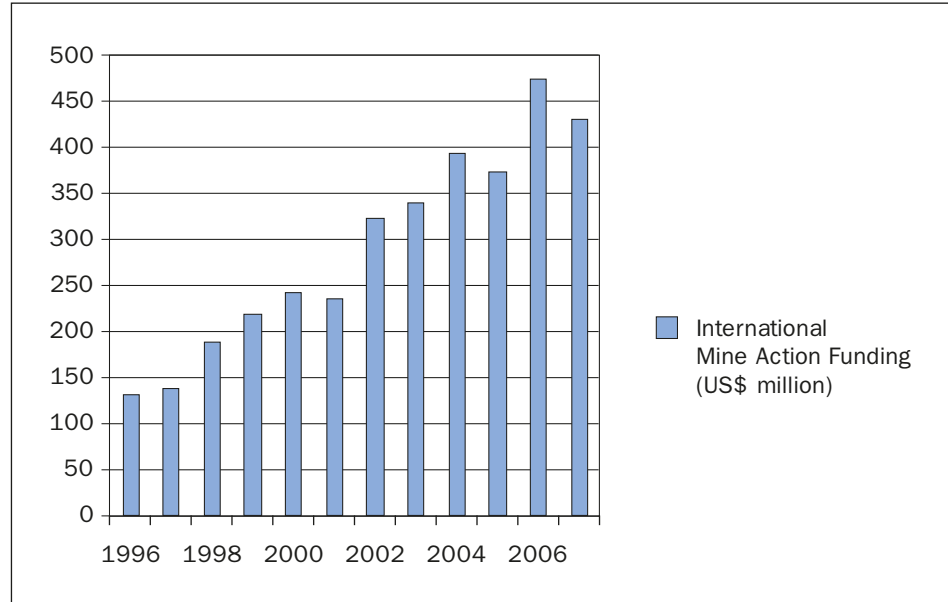
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<sup>13</sup> <http://www.apminebanconvention.org/implementation-support-unit/overview/>

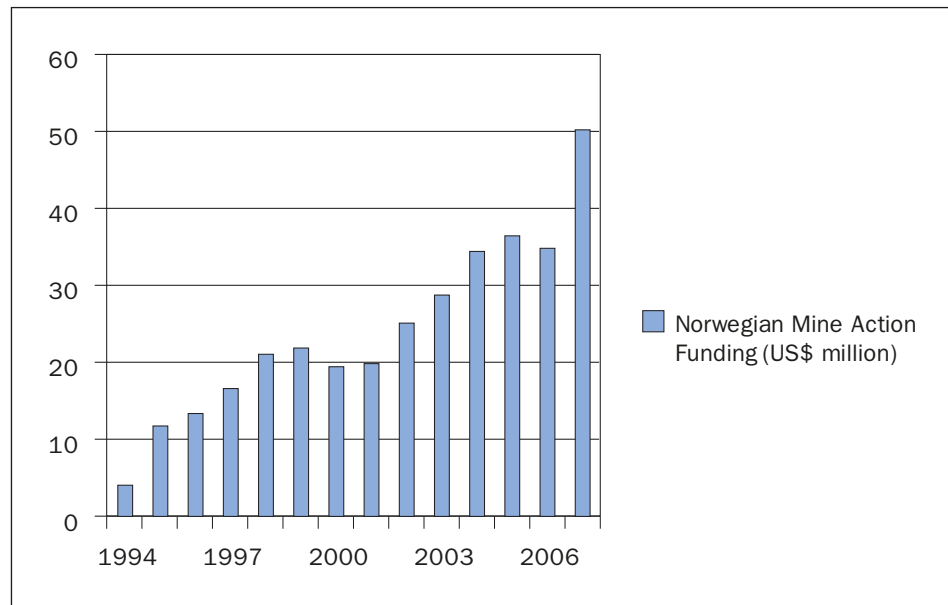
### 2.4.3 Donor response

Global mine action has received an estimated USD 3.2 billion the last decade<sup>14</sup>. Norway has been one of the most significant donors during this period and the overall level remains high. Global funding has increased significantly every year until this year.

**Figure 2.1: International Mine Action Funding since 1996<sup>15</sup>**



**Figure 2.2: Norwegian contributions to Mine Action since 1994<sup>16</sup>**



<sup>14</sup> Landmine Monitor 2008 – between 1998 - 2007

<sup>15</sup> Landmine Monitor

<sup>16</sup> Landmine Monitor

## 2.5 International coordination and donor coordination

Each year, UN entities, non-governmental organisations, national and local authorities and donors collaborate to assemble a national portfolio of mine action project proposals from the field. A Country Portfolio Coordinator, usually a representative of a UN agency or a national authority, coordinates meetings where mine action actors agree on projects and priorities and determine funding needs. The proposals are assembled in an annual "Portfolio of Mine Action Projects" that serves as a tool for collaborative resource mobilisation and coordination of mine action activities<sup>17</sup>.

## 2.6 Country level coordination and institutional set-up

States Parties have a responsibility under the Mine Ban Treaty to develop an institutional structure to fulfil their obligations in the most effective manner. Globally, structures vary from country to country depending on by the UN's involvement, funding resources, organisations present and not least the government's involvement.

International Mine Action Standards, which are generally taken by States Parties as a baseline, give guidance to have a National Mine Action Authority (executive level); a National Mine Action Centre (operational level); and at an operational level Non-Government Organisations, commercial organisations and/or national capacities within the police or military.

In reality, each country affected by landmines develops its mine action structures slightly differently. Norwegian People's Aid appears to have made significant efforts in countries where they have been working, to operate closely with the National Authority or Programme in order to achieve capacity development - in some cases integrating, in other cases advising.

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<sup>17</sup> The portfolio states: "The Portfolio of Mine Action Projects is a resource tool and reference document for donors, policy-makers, advocates, and national and international mine action implementers." and is coordinated by UNMAS, UNDP & UNICEF.

## 3. Overview of the Norwegian assistance to mine action

### 3.1 Policy and strategy

A central element for the Norwegian humanitarian engagement is to react to humanitarian needs and attempt to change the parameters for the humanitarian work. One may say that this has influenced the Norwegian assistance to humanitarian mine action, which is an integral part of the Norwegian humanitarian engagement. Substantial amounts of financing have been provided for mine clearance activities over the years to improve the living conditions for people living in affected areas as well as landmine victims. In addition, strong political support and humanitarian diplomacy have been provided to the political processes linked to the preparation, signing and follow-up of the Mine Ban Treaty as well as the more recent Convention on Cluster Munitions. Both are important political disarmament instruments.

From the time of the signing of the Mine Ban Treaty in 1997, the Norwegian strategy for mine action has been closely linked to ensuring follow-up and implementation of the Treaty<sup>18</sup>. Support for mine action has primarily been sourced from the humanitarian budget administered by the Norwegian Ministry of Foreign Affairs. The objectives for the mine action support over the years have been expressed in the chapter on humanitarian assistance and the budget line for Emergency Relief, Humanitarian Assistance and Human Rights as well as the budget line for Peace, Reconciliation and Democracy. Overall, the objectives for the last ten years have been the following:

- Continue to support the implementation of the Mine Ban Treaty.
- Work to increase the acceptance of the Mine Ban Treaty.
- Work towards an international recognition of the need to ban cluster munitions and support the work of the Cluster Munitions Coalition (CMC).

Furthermore, the Norwegian development policy document *Fighting Poverty Together*<sup>19</sup> has a chapter on peace-building, development and transitional support. Here, assistance to mine action as well as the implementation of the Mine Ban Treaty are mentioned as important tools for contributing to increased safety and development, which again are important inputs to peace-building processes.

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18 St.Prp. No.1 (2008-2009)  
St.meld. no.9 (2007-2008): Norsk politikk for forebygging av humanitære katastrofer  
St.meld. no. 27 (2007-2008): Nedrustning og ikke-spredning  
19 *Fighting Poverty Together : a Coherent Policy for Development*: Report no. 35 to the Storting (2003-2004)

Norway recognises the enormous economic and social consequences for societies affected by the presence of anti-personnel mines, Unexploded Ordnance, cluster mines and illegal arms. Support to humanitarian disarmament is thus a central element of the policy document *Fighting Poverty Together* and the following activities are prioritised:

- Advocacy for and support to the implementation of the Mine Ban Treaty with emphasis on landmine clearance and assistance to mine victims, strengthening of national ownership and capacity development, as well as further development and dissemination of knowledge about effective mine clearance methods.
- Support to humanitarian organisations' work in monitoring that state parties fulfil their obligations.
- Contributing to the expedient signing and implementation of the Convention on Cluster Munitions.
- Contributing to the establishment of the Convention on Cluster Munitions as a norm which also includes non-state parties, and participating actively in the further development of the convention parameters.
- Contributing to ensuring improved control of production, trade and proliferation of small arms.

A more recent policy paper of relevance to mine action is Proposition (St.meld.) no. 40 (29 May, 2009), based on Norway's new Humanitarian Policy from 2008 and dealing with all aspects of Norwegian humanitarian engagement. Chapter 5 describes the humanitarian priorities for Norway and "humanitarian disarmament" is here as in earlier policy papers a central priority due to the grave economic and social consequences of landmines, Unexploded Ordnance and cluster munitions as well as small arms.

In terms of concrete action points regarding landmines and cluster munitions the Government will do the following:

- strengthen the implementation of the Mine Ban Treaty through Norway's presidency in the second Review Conference to the Treaty
- support countries in line with their national plans to fulfil their obligations towards the Mine Ban Treaty
- continue to support humanitarian organisations' monitoring and advocacy work to ensure that the state parties of the Mine Ban Treaty fulfil their obligations
- work to ensure a rapid implementation for the Convention on Cluster Munitions
- support Lao's preparations and implementation of the Convention on Cluster Munitions

Proposition 13 (2008-2009) Klima, Konflikt og Kapital. Norsk Utviklingspolitikk i et endret handlingsrom (*Climate, Conflict and Capital. Norwegian Development cooperation in a changing environment for intervention*) outlines the current Government's thoughts and policies regarding development cooperation and it is centred around three themes: climate, conflict and capital. The proposition represents a new "direction" for Norwegian development cooperation and has been fairly heavily criticised by many Non-Government Organisations and other stakeholders for failing traditional areas of intervention like education and health etc. Chapter 6 is named "Conflict" and in this chapter the topic of disarmament and development

is discussed and some action points proposed. In general one may say that the protection of civilians is a top priority for the humanitarian engagement. As in earlier policies, landmines, Unexploded Ordnance and Cluster Munitions are seen as preventing social and economic development, thus the need for disarmament.

- The Norwegian Government will continue to prioritise the work to ban landmines and Cluster Munitions and prevent the spread of arms.
- The Government will continue to work to regulate the spread of conventional arms which cause great suffering to civilians and will further be a promoter for the full implementation of the Mine Ban Treaty and the Convention on Cluster Munitions.

### 3.2 International campaigns

The Norwegian Government played an active role in the process leading up to the *Mine Ban Treaty* and the country was one of the first to sign it in 1997<sup>20</sup>. Subsequently, it has been high on the Norwegian humanitarian agenda to ensure the implementation of the Treaty.

Civil society organisations, the UN and the International Campaign to Ban Landmines (ICBL) have been supported by Norway in their work to monitor the States Parties' compliance with the Treaty and raise awareness about mine action. Apart from the more concrete mine clearance and victim assistance support, Norway annually contributes to International Campaign to Ban Landmines, the Landmine Monitor; the Geneva International Centre for Humanitarian Demining, the Norwegian Red Cross; International Committee of the Red Cross as well as Norwegian People's Aid to support the follow-up of the Treaty. In 2007, Norwegian People's Aid received around 8 million Norwegian Kroner for policy work on mines and cluster munitions.

Norway was also instrumental in the process leading up to the signing of the Convention on Cluster Munitions in Oslo in December 2008. In 2006 the government introduced a moratorium for the destruction of the Norwegian stocks of cluster munitions. Further, the so-called "Oslo process" was initiated in early 2007 by the government to pave the way forward for an international ban on cluster munitions. Norway is presently one of ten<sup>21</sup> countries that have ratified the Convention<sup>22</sup>. Emphasis is now on securing its implementation and international acceptance. The Cluster Munitions Coalition receives support from Norway to this effect as well as the International Committee of the Red Cross, Norwegian People's Aid and the UN.

### 3.3 Mine action support

Norway ranks as one of the top financial contributors to mine action. More than 200 million Norwegian Kroner a year have been allocated to mine related activities and policy work since the signing of the Mine Ban Treaty in 1997 (see figure 2.2 in Chapter 2 above).

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20 [www.regjeringen.no/nb/dep/ud/kampanjer/mineforbud/](http://www.regjeringen.no/nb/dep/ud/kampanjer/mineforbud/) Norge og Minekonvensjonen

21 Spain ratified 17 Jun 2009

22 [www.cmc.org](http://www.cmc.org) (The Cluster Munitions Coalition homepage)

Activities such as mine clearance, surveys, campaigns, victim assistance, research and policy work are being supported within a record allocation in 2007 of close to 300 million Norwegian Kroner.<sup>23</sup> Norwegian People's Aid received over half of these funds, some for policy and campaign work, but the majority for mine clearance related activities. Other important partners are International Committee of the Red Cross, the Halo Trust, Mines Advisory Group (MAG) and the Tromsø Centre for Mine Victims.

Norway has made extensive use of humanitarian organisations in its humanitarian assistance as the humanitarian organisations are considered to be professional, competent and close to the grassroots level. The aim is to move from a project oriented cooperation with these organisations to a more strategic and predictable cooperation. For partners such as the Norwegian People's Aid this shift should bring opportunities for more flexibility within their overall mine action programmes. The framework agreement between Norwegian Ministry for Foreign Affairs and Norwegian People's Aid Mine Action has already been established.

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<sup>23</sup> Multilateral support to the UN is not included here.



## 4. Norwegian People's Aid and mine action

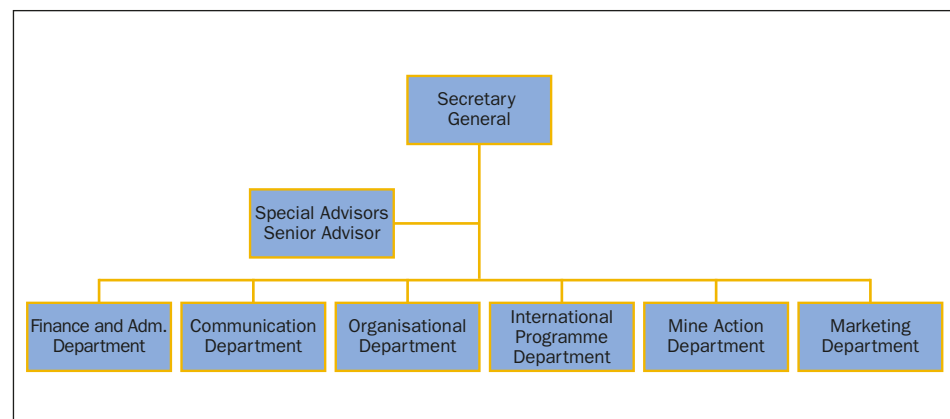
### 4.1 General introduction

Norwegian People's Aid is a membership based humanitarian solidarity organisation affiliated to the Norwegian Labour Movement. It is one of the five largest civil society organisations in Norway operating both nationally and internationally. National and international solidarity, human dignity, freedom, equality and democracy are guiding principles for the work of Norwegian People's Aid.

At national level, Norwegian People's Aid's work includes the provision of first aid, mountain rescue service and emergency assistance. Other focus areas are the running of reception centres for refugees, voluntary activities for elderly and disabled, and campaigning against racism. At international level, Norwegian People's Aid has commitments in more than 30 countries where the organisation undertakes long term development work in support of human rights. Humanitarian demining and policy work comprise an important element in securing these rights<sup>24</sup>.

Norwegian People's Aid has specialised in mine action activities since 1992. Having worked with mine action in more than 20 countries Norwegian People's Aid is today a leading organisation worldwide within this field. In 2001 the Norwegian People's Aid mine action section was established.

**Figure 4.1: NPA Organisational Chart**

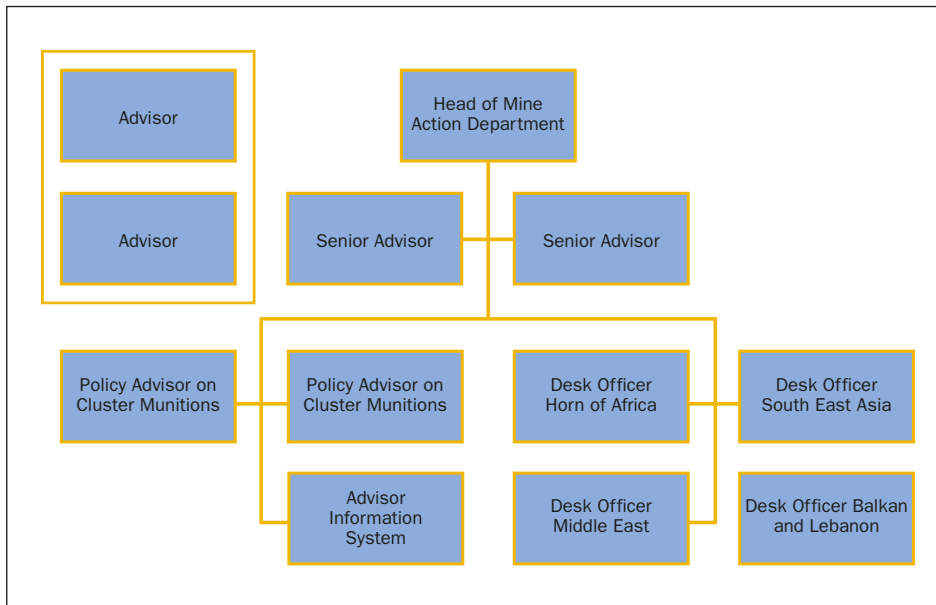


Until September 2008, mine action was a unit under the International Department. A revision of Norwegian People's Aid's priority areas for the period 2008 - 2011

<sup>24</sup> NPA's International Strategy, 2008 - 2011.

resulted in mine action taking up an equal position with NPA's international development work. Today Norwegian People's Aid is composed of six departments (Cf. Figure 41).

**Figure 4.2: NPA Mine Action Department Organisational Chart**



In 2003, Norwegian People's Aid developed its first comprehensive international strategy: "NPA International strategy: 2004 to 2007". In the strategy, mine action constitutes one of five thematic components: i) Democratic rights and participation, ii) Land and resource rights; iii) Indigenous peoples rights; iv) Violence against women; v) Mine action objectives.

In Norwegian People's Aid's 2008 - 2011 strategy, mine action has got a more central position as one of three strategic priority areas. The mine action goals for the period covered by the strategy are to:

- Adopt an active international advocacy role in strengthening the rights of civilians to protection from unacceptable risks in conflicts, both in terms of follow-up of the implementation of the Mine Ban Treaty and leadership in the campaign to ban cluster munitions.
- Engage in operational mine clearance programmes in countries with landmines and explosive remnants of war, obtain general information, undertake mapping/field surveys, engage in targeted mine clearance and educate civilian populations about the dangers of landmines.
- Strengthen the capacity of national authorities and other partners and coordinate all interested parties, both in the countries in which Norwegian People's Aid operates and on a global level.
- Develop new technical and operational approaches to humanitarian mine clearance.

## 4.2 Mine action strategies of Norwegian People's Aid

Norwegian People's Aid's involvement in mine action includes the following activities:

- Implementing mine action programmes
- Supporting national and UN institutions
- Active engagement in the International Campaign to Ban Landmines and in producing the Landmine Monitor<sup>25</sup>
- Promoting an international ban on landmines
- Key member, represented on the Steering Committee and holding one of the three co-chairs of the Cluster Munitions Coalition<sup>26</sup>

Norwegian People's Aid is one of very few organisations that are active both in operational clearance and in international advocacy and policy work. To Norwegian People's Aid, field operations and advocacy are mutually reinforcing activities, both aimed at changing realities on the ground. The organisation's advocacy ambitions are based on knowledge generated in clearance operations. From early on, Norwegian People's Aid brought important field experience and perspectives to the International Campaign to Ban Landmines, and it had a central role in the campaign leading up to the Cluster Munitions Convention.

The Norwegian People's Aid Mine Action Unit developed its first mine action strategy in 2003. The strategy combined international advocacy with operational mine action programmes in affected countries.

A new strategy valid for 2008 - 2011 expanded the approaches to include:

- Adopting an active international advocacy role in strengthening the rights of civilians to protection from unacceptable risks in conflicts, both in terms of follow-up of the implementation of the Mine Ban Convention and leadership in the campaign to ban cluster munitions.
- Engaging in operational mine clearance programmes in countries with landmines and explosive remnants of war, undertake mapping/field surveys, engage in targeted mine clearance and educate civilian populations.
- Strengthening the capacity of national authorities and other partners and coordinate all interested parties, both in countries in which Norwegian People's Aid operates and on a global level.
- Developing new technical and operational approaches to humanitarian mine clearance.

## 4.3 The mine action programmes

Currently, Norwegian People's Aid is involved in mine action programmes in 13 countries<sup>27</sup> and it runs the Norwegian People's Aid Global Mine Detection Dog

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<sup>25</sup> Landmine Monitor is the ICBL's research and monitoring initiative and the de facto monitoring regime for the Mine Ban Treaty. It monitors and reports on States Parties' implementation of, and compliance with, the Mine Ban Treaty, and more generally, it assesses the international community's response to the effects of landmines and explosive remnants of war. The Landmine Monitor project represents the first time that NGOs have come together in a coordinated, systematic and sustained way to monitor a humanitarian law or disarmament treaty, and to regularly document progress and problems, thereby successfully putting into practice the concept of civil society-based verification. *Landmine Monitor, 2008*: <http://www.icbl.org/lm/2008/es/introduction.html>.

<sup>26</sup> NPA: NPA Humanitarian Mine Action 2007 - 2008.

<sup>27</sup> Angola, Bosnia and Herzegovina, Cambodia, Croatia, Ethiopia, Iraq, Jordan, Laos, Lebanon, Serbia, Sri Lanka, Sudan, and Vietnam. Mine Action Programmes have been completed in Iraq, Iran, Kosovo, Malawi, Mozambique, Thailand and Western Sahara.

Training Centre in Sarajevo. The majority of the mine action programmes last for longer periods of time - some of them more than ten years.

The main components of Norwegian People's Aid's humanitarian mine action include:

- landmine surveys and assessments;
- humanitarian demining (manual, mechanical and by means of mine detection dogs);
- cooperation with and capacity building of relevant national authorities/local personnel; and
- development of new methodologies and techniques for mine action projects.

In chapters 6 to 9, Norwegian People's Aid's work with these components is described and it is assessed how the use of these components contribute to the effectiveness, efficiency, sustainability and impacts of Norwegian People's Aid's mine action programme.



*Anti tank mine found at Gemhalo, Tigray region, Ethiopia  
(photo: NPA)*

## 5. Relevance of Norwegian People’s Aid’s mine action programmes

In the OECD Development Assistance Committee terminology, relevance is the extent to which the objectives of the project or programme are consistent with the target group’s priorities and the recipient and donor’s policies. The assessment of relevance in this evaluation focuses on the relevance of the programme objectives in the national and international context, and not in relation to each of the programme components. Based on the specific evaluation questions in the Terms of Relevance, the relevance of the Norwegian People’s Aid’s Humanitarian Mine Action programmes are considered in relation to the Mine Ban Treaty and other codes and guidelines related to international mine action, to partner countries’ needs and priorities as expressed in national development strategies, and to gender equality aspects.

### 5.1 Relevance to international conventions in the national context

The Mine Ban Treaty is the most important international treaty concerning mine action. The two main responsibilities of each State Party to the Mine Ban Treaty are in its area of jurisdiction (1) to destroy or ensure destruction of all anti-personnel mines within ten years of joining the Mine Ban Treaty, and (2) to identify known or suspected mined areas and mark, monitor and protect them. Most countries in which Norwegian People’s Aid operates have signed and ratified the Mine Ban Treaty - with the exception of Lao PDR, Lebanon, Kosovo, and Sri Lanka. Table 5.1 gives an overview of the dates of ratification.

**Table 5.1: Ratifications of the Mine Ban Treaty.**

Country	Date of ratification	Country	Date of ratification
Angola	5 July 2002	Kosovo	Not a state party
Bosnia Herzegovina	8 Sept. 1998	Sri Lanka	Not a state party
Cambodia	28 July 1999	Sudan	13 Oct. 2003
Ethiopia	17 Dec. 2004	Serbia	18 Sept. 2003
Lao PDR	Not a state party	Vietnam	Not a state party
Malawi	13 Aug. 1998	Iran	Not a state party
Lebanon	Not a state party	Thailand	27 Nov. 1998

Country	Date of ratification	Country	Date of ratification
Mozambique	25 Aug. 1998	Western Sahara	Not a state party but has signed the Geneva Call's deed of commitment
Jordan	13 Nov. 1998	Iraq	15 Aug. 2007

Norwegian People's Aid's mine action programmes support the national goals and obligations to destroy or ensure the destruction of all anti-personnel mines in mined areas under the States Parties' jurisdiction or control no later than 10 years from their ratification of the Convention. In fact, Norwegian People's Aid's main objective for assisting any country in mine action is related to the fulfilment of Article 5 of the Mine Ban Treaty.

In many instances, the States Parties are for various reasons not able to meet their Article 5 deadline. Table 5.2 lists the States Parties to the Mine Ban Treaty with whom Norwegian People's Aid is working or has worked and who have requested an extension. The Norwegian People's Aid programme objectives in these countries aim at supporting the fulfilment of the obligations in accordance with the plans for full clearance and Unexploded Ordnance destruction which follow the extension request.

**Table 5.2: State Parties with 2009 Article 5 deadlines requesting an extension, August 2008.**

State Party	Estimated mined area (km <sup>2</sup> )	Length of extension request sought (years)
Bosnia and Herzegovina	1,800	10
Croatia	997	10
Jordan	10.5	3
Mozambique	12	5

Source: Landmine Monitor, 2008.

The evaluation team finds that the core elements of Norwegian People's Aid's mine action programmes reflect the organisation's commitment to assist countries in the implementation of the Mine Ban Treaty, and the Norwegian People's Aid programme objectives must be said to be in full alignment with the treaty.

Some of the most important other codes and guidelines relevant for any mine action agency are the International Mine Action Standards. Norwegian People's Aid has established Standard Operational Procedures (SOPs) for all its Humanitarian Mine Action programmes.

## 5.2 Relevance to international conventions in the international context

Apart from assisting States Parties in fulfilling their obligations to Article 5 of the Mine Ban Treaty, Norwegian People's Aid has also been actively involved in advocating the establishment of the Mine Ban Treaty itself and subsequently in ensuring its

implementation. Since the release of the first mine action strategy in 2003, international advocacy work has been one of the main strategic objectives of the Mine Action Unit - later Department - in Norwegian People's Aid.

The objective as formulated in the most recent Norwegian People's Aid Mine Action Department strategy is to:

*"Adopt an active international advocacy role in strengthening the rights of civilians to protection from unacceptable risks in conflicts, both in terms of follow-up of the implementation of the Mine Ban Treaty and leadership in the campaign to ban cluster munitions"*<sup>28</sup>.

Norwegian People's Aid was one of the key organisations in the Mine Ban Treaty Process and has been a key member of the international campaign to ban landmines. Since the ratification of the Mine Ban Treaty and the awarding of the Nobel Peace Prize to the founding organisations, Norwegian People's Aid and its partners in International Convention to Ban Landmines have continued to lobby the non-signatories, signatories and supporting countries to ensure goal achievement of the Mine Ban Treaty.

It is the assessment of the evaluation team that Norwegian People's Aid has been and is contributing significantly to the international work to strengthening the rights of civilians from unacceptable risks related to landmines, cluster munitions and other Explosive Remnants of Wars. As such, Norwegian People's Aid's efforts must be considered highly relevant for the promotion of the Mine Ban Treaty.

### **5.3 Relevance to partner countries' needs and priorities**

Relevance to partner's need and priorities has a high priority in Norwegian People's Aid's work. This is underlined by the fact that relevance to national priorities figures prominently among the 'key concepts' for Norwegian People's Aid Humanitarian Mine Action programmes, and that the organisation normally operates in countries as per request from the government. The engagement in a specific country is most often actively encouraged by the Norwegian government and linked to the possibility of acquiring funding.

Based on the findings in the different programmes outlined below, the evaluation team finds that Norwegian People's Aid makes concrete and successful efforts to align its programmes and operations with the policies of the partner countries. Also the evaluation team finds that Norwegian People's Aid's activities are relevant in relation to poverty reduction and gender equality aspects as described in section 5.4 and 5.5 below.

#### **5.3.1 Relevance to the mine action priorities of Ethiopia**

In 2002, the government of Ethiopia requested Norwegian People's Aid to conduct a Landmine Impact Survey (LIS) to locate and map the extent of mine contamination. The relevance of the subsequent Norwegian People's Aid mine action pro-

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<sup>28</sup> NPA: Mine Action Strategy, 2008 - 2011.

gramme was ensured through dialogue with Ethiopian Mine Action Office (EMAO) and delivery of capacity-building as per request from Ethiopia.

### **5.3.2 Relevance to the mine action priorities of Sudan**

In Sudan, where there is no national mine action policy and strategy of the government, relevance is ensured through dialogue with the national mine action authority, the South Sudanese Demining Commission (SSDC) and United Nations Mine Action Office (UNMAO) in South Sudan as well as local government in the areas of operation.

### **5.3.3 Relevance to the mine action priorities of Jordan**

Norwegian People's Aid Mine Action Jordan has developed a strong partnership with the National Committee for Demining and Rehabilitation (NCDR). The programme objectives are in line with the National Committee for Demining and Rehabilitation goal to be mine-free before 2012, as laid down in the national mine action plan 'Safeguarding Life and Promoting Development'. Furthermore, Norwegian People's Aid's planning and implementation of projects takes place in close cooperation with National Committee for Demining and Rehabilitation. The capacity and commitment of the National Committee for Demining and Rehabilitation as the national mine action body is extraordinary and also leads to international impact under the leadership of His Royal Highness, Prince Mired Bin Raad. At the international level, the Norwegian government also plays a partner role in relation to National Committee for Demining and Rehabilitation, hence further affirming the alignment of the Norwegian support to national priorities.

### **5.3.4 Relevance to the mine action priorities of other countries**

In **Bosnia and Herzegovina**, the national policy on mine action is defined in the National Mine Action Strategy, the Annual Mine Action Plans (adopted by Council of Ministry) and in the Annual demining priority policy adopted by the Entity government. Norwegian People's Aid's mine action strategy for Bosnia & Herzegovina is a response to the national strategy.

Norwegian People's Aid is the only Non-Government Organisations accredited for survey and clearance operations in **Croatia**. The war ended in 1995 and left a large presence of land mines. In 1996, the Croatian Mine Action Centre (CROMAC) was established with responsibilities for planning and coordination of mine action interventions. Norwegian People's Aid coordinates all activities with Croatian Mine Action Centre. Croatia has applied for a Mine Ban Treaty extension until 2019 and Norwegian People's Aid is basing its future plans on the national strategies and priorities expressed in the application.

**Mozambique's** first national development plan did not include mine action as part of the poverty reduction strategy but the subject was inserted upon donor insistence in the second development plan. At this point however few donors supported mine action in Mozambique and Norwegian People's Aid's presence was therefore highly relevant



## 5.4 Relevance to poverty reduction

Relevance of mine action to poverty reduction as expressed in some Poverty Reduction Strategy Plans can be illustrated by the following examples:

In Cambodia, the government sees mines a major cause of poverty. Likewise, the government of Lao PDR regards Unexploded Ordnance as a major impediment of poverty reduction by reducing land available for a growing population. The presence of Unexploded Ordnance is considered to threaten the physical safety, livelihoods and food security of people in more than 25 percent of villages in the Lao PDR. In the Poverty Reduction Strategy Paper for Sri Lanka, mine action is an immediate priority in the transition to peace, in order to accelerate the return of internally displaced persons and a precondition for economic activity. The emphasis on the crucial role of mine action in relation to development and rehabilitation in these countries places Norwegian People's Aid's programmes at centre stage and facilitates alignment with national priorities.

## 5.5 Relevance to gender equality aspects

The relevance of the Humanitarian Mine Action programme objectives to gender equality may be assessed in relation to the UN Gender Guidelines for Mine Action (2005) in which the gender objectives for mine clearance are defined as follows:

- Ensure that the most comprehensive and representative information on the threat of mines and Explosive Remnants of War is collected from affected communities.
- Ensure that when prioritizing areas for clearance, the various needs of adults and children of both sexes are taken into consideration.
- Ensure that all individuals, regardless of sex, have equal access to the benefits of mine clearance (including employment opportunities and training).
- Ensure that the behaviour and attitudes of clearance teams do not adversely affect local populations.

The UN strategy further notes that men, women, boys and girls often have distinct roles and responsibilities within a mine-affected community and their exposure to and knowledge of any possible mine/Explosive Remnants of War threats differ. Mine action personnel must therefore seek input from individuals representing the gender and age groups in each mine affected community to obtain comprehensive and accurate information for surveying, mapping and prioritizing clearance.

The relevance of gender issues has been recognised in Norwegian People's Aid's mine-action surveys, and land impact survey teams usually make specific efforts to incorporate gender equality concerns. Gender mainstreaming is, however, interpreted more as "involvement of women" than as integration of roles and needs of both sexes in the organisation as well as in the involvement of beneficiaries in the Humanitarian Mine Action programmes. The gender equality efforts include having women as well as men on the survey teams; conducting interviews at times and places suitable for participation by both women and men; conducting group meetings with women alone as well as with men and women together; collecting data disaggregated by sex for mine victims; and, collecting and analysing the data with attention to the different daily experiences and risks of men and women.

Gender equality - along with other cross-cutting issues (HIV/AIDS and the environment) - is an explicit issue in Norwegian People's Aid's Mine Action Strategy paper. According to this paper, *"Cross cutting elements are important to include in NPA proposals and plans as it in many ways characterise NPA (strengthen our trademark) and reflects our background as a development organisation (not only mine action)".*<sup>29</sup>

Employing female deminers is not only part of Norwegian People's Aid rhetoric. An actual commitment to promoting gender equality and gender mainstreaming is also demonstrated in a number of Norwegian People's Aid's country programmes.

Over the past few years, demining has evolved from being a male occupation to a unisex occupation. In many countries, women now work alongside men to clear mine-affected areas and remove landmines and Unexploded Ordnance at about the same rate as their male counterparts.

Led in recent years by the efforts of Non-Government Organisations such as Norwegian People's Aid and Mines Advisory Group, some areas of demining - which in the past was considered a man's realm - have come to accept the recruitment of women. In 1999, Norwegian People's Aid fielded the first female demining team in Kosovo and has since deployed female demining teams in Lebanon, Sri Lanka, Sudan and, most recently, Jordan.

The success of the Norwegian People's Aid team opened the door for other demining Non-Government Organisations to establish female demining teams as well - e.g., Halo Trust, Mines Advisory Group. Currently, female demining teams are working with different organisations in the majority of programmes around the world with operational mine action programmes.

Female demining teams have become acceptable in many cultures and numerous demining teams are now integrated. The Norwegian People's Aid Mine Action Sudan programme has achieved a 25 percent female staffing ratio across the programme - including two out of eight manual demining teams.

According to Norwegian People's Aid, women tend to be more thorough in relation to manual demining. The only complication in using female deminers is pregnancy. To counter this, there are additional female deminers within the programme to allow for maternity leave.

Training and deployment of female demining teams and Task Impact Assessment (TIA) teams may be one step towards increasing incorporation of gender concerns in prioritisation. However, to ensure gender-sensitive relevance of the interventions, there is a need for more comprehensive survey and needs assessment methods that include gender-sensitive indicators and parameters developed with the help of professional gender equality experts. Norwegian People's Aid's own guidelines for cross-cutting issues such as gender equality and HIV and Aids could be applied

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29 NPA: NPA Mine Action Strategy, 2008.

more firmly to improve the gender equality approach in mine action programmes. If more systematic methods are not introduced, the effect of otherwise well-intended steps to promote gender equality in the programmes may end up being very scattered.

## 5.6 Overall assessment of relevance

Overall, Norwegian People's Aid 's interventions are coherent with the international conventions and obligations and priorities of the relevant national governments.

The weaker aspects of Norwegian People's Aid 's interventions in terms of relevance to Norwegian /international policies are that the aims of contributing to participation of affected populations, socio-economic analysis in connection with the support, the impact of mines on human rights, and gender aspects are not sufficiently considered. If all these aspects are taken into account in a systematic way, and if links are established to development actors, the prospects of an improved assistance that maximises desired impact of the direct mine action will be enhanced.

Norwegian People's Aid's interventions are relevant in terms of need, as mines and Unexploded Ordnance generally have a significant negative societal impact and can be highly disempowering. For people living with mines in their communities, freedom from mines is a primary concern. Mines and Unexploded Ordnances hamper economic activities in a number of ways. Mines placed around electricity pylons, bridges, roads and airports tend to affect the country at the macroeconomic level and act as hindrances to recovery and reconstruction. Meanwhile, mines (actual or imagined) positioned in and around settlements have a direct impact on poverty - not only do mines affect people's livelihoods, health and education by blocking access and killing and maiming family members and animals, mines potentially have a detrimental effect on social capital - an essential building block for poverty reduction and development. Fundamentally, mines impact on the **basic human rights of affected populations** and victims. Among a host of other rights, mines violate the right to life and physical integrity and the right to development.

## 6. Landmine surveys and assessments

### 6.1 Surveys and assessments applied by Norwegian People's Aid

The key to effective demining is making sure that expensive demining assets are used in the most cost-effective way – in other words, deployed to clear areas where there *are* mines and areas where the clearance will have the biggest impact. Norwegian People's Aid makes use of a range of surveys, from non-technical survey through technical survey and to task impact assessments, that all produce data potentially allowing the demining operation to be undertaken more effectively.

#### **The Landmine Impact Survey (LIS)**

The Landmine Impact Survey was initially conceived in the late 1990s when a working group, which included Norwegian People's Aid, was formed in an attempt to develop a tool for strategic planning for mine affected countries. The aim was to gain a complete understanding of the impact that mines and explosive remnants of war had on communities in mine affected countries. The objectives of the Landmine Impact Survey were to define the problem in terms of scale, type, location, and social/economic impact, improve national planning efforts in prioritising resources, foster development of national plans, and establish baseline data for measuring the performance of mine action programmes.

**Technical survey** is essentially the process of narrowing down suspected hazardous areas (SHA) identified in earlier survey processes. Technical survey serves two main purposes: (1) to confirm the presence of mines and explosive remnants of war, (identify the type of hazards and the boundaries of hazardous areas) which will then require clearance in some circumstances, and/or (2) to give the local people sufficient confidence to use land without resorting to full clearance techniques.

**Non-technical survey** (or general survey) is the most commonly used survey methodology within Norwegian People's Aid and it is carried out in accordance with International Mine Action Standards (IMAS - 08.21 draft). The purpose of the non-technical survey is to gather past and present information on a Suspected Hazardous Area in order to assess the extent of contamination with mines and/or explosive remnants of war and to update and often correct previous surveys of mine contamination. Information on socio-economic factors, infrastructure, vegetation and past mine accidents is also collected in order to reach a comprehensive picture and understanding. The non-technical survey is most often carried out without entering the suspected hazardous area as such but through interviews with local stakeholders and authorities as well as through screening of available documentation.

The **Task Impact Assessment (TIA)** is a methodology created by Norwegian People's Aid to prioritise and plan projects and to analyse the likelihood that mine clearance of a prioritised site will have a positive impact on the affected community. This methodology is not a stand-alone activity but an integrated part of technical and non-technical surveys as well as clearance. This approach was originally developed and tried out by Norwegian People's Aid in the early years of the Mozambique and Angola programmes, in order to support prioritisation and track primarily socio-economic impact of mine clearance on affected communities. Information on the local communities and the history of the area is collected from villagers, land-owners and land users, the municipal and county authorities and other humanitarian and development actors through interviews and discussion. This helps governments, donors and operators to make more informed decisions about prioritising mine clearance activities.

The **Land Release Concept** is an effort to improve cost-effectiveness of clearance efforts (see box 6.1 below), based on **a situational analysis followed by non-technical and technical surveys**. Norwegian People's Aid has been at the forefront of developing this methodology. It has worked closely with the mine action community to develop and improve mine action processes and approaches. Norwegian People's Aid has collaborated with the Geneva International Centre for Humanitarian Demining in supporting research projects and has also taken the initiative regarding development of the concept in several countries.

In many mine action programmes throughout the world, deminers, machines, dogs and other expensive assets are deployed in areas that are subsequently found to be free from hazards. While this process does give confidence to the end users that the land is safe and allows them access to it again, it does, in the long run, provide very poor use of the limited resources available within the demining community. If an effective process that allows the right tool to be used in the right place at the right time can be introduced into mine action, the limited resources available to the community will be able to be used much more effectively, resulting in better value for money for donors and more rapid impact for affected communities.

The development of risk management methodologies embodied in the "land release" concept has been criticised in some quarters for being slow, but it has been important to do this steadily because risk management terminology and principles are potentially sensitive and could be rejected if misunderstood or put in the wrong context. There is now broad consensus among key stakeholders that traditional clearance methods should be challenged in favour of more streamlined and effective land release methods. These views are shared among most international mine action organisations, and there is beginning to be a quorum within the affected states.

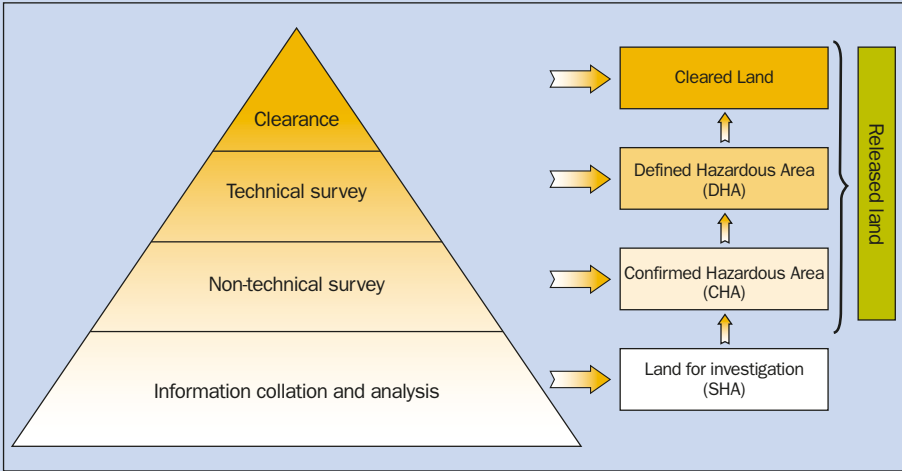
Norwegian People's Aid has been involved in the process from the outset and has led the way in the development of land release principles and methodologies. At the same time, it has been a key voice in the ongoing development of the International Mine Action Standards focussing on land release which are currently being reviewed by the International Mine Action Standards review board. These new

documents, when endorsed, will bolster the effectiveness of land release theory and allow actions on the ground to be much more effective.

**Box 6.1. Land release concept**

The land release concept gained ground after a GICHD in a 2004 study uncovered the following: "... it was found that, over 15 different programmes having physically cleared more than 292 km<sup>2</sup> of ground, less than 2.5 % of the land that was cleared was actually contaminated with mines or UXO....this figure appears to be indicative of a cultural caution that has developed over a number of years - understandably - where operators would rather clear ground where, in all likelihood there are no mines, instead of undertaking a thorough analysis and focusing their resources in areas where they would be better utilised."<sup>1</sup>

**The land release process**



Source: IMAS

The figure shows the process of land release. The model starts at the bottom with an initial analysis of the situation which identified “land for investigation”. Following that, a “non-technical survey” is undertaken, resulting in a much tighter delineation of the situation and a series of areas identified as “confirmed hazardous area”. The next step is to undertake a technical survey, using technically qualified staff that will enter the area to produce an even more tightly defined area – called a “defined hazardous area”. The “defined hazardous area” is the area into which deminers are deployed to carry out their work. One major benefit of this approach is the ability to plan more effectively through the process.

Although the process may appear complex, the improvements that can be achieved are significant as areas identified for clearance are those where the likelihood of finding mines is much higher.

A **geographical overview of surveys and assessments used by Norwegian People’s Aid** is shown in the table below. The close interaction between them should be acknowledged, as the Task Impact Assessment is an integrated part of both non-technical and technical survey, and that these again are integrated parts of the Land Release Concept. As appears clearly from the table, the use of the land release concept has systematically spread to most of the mine action programmes as the current state-of-the-art ap-

proach to ensuring high effectiveness and efficient use of assets spreads more broadly into mine action programmes.

**Table 6.1 Use of surveys**

	LIS/General Survey	Technical Survey & TIA	Land Release Concept
Angola	•	•	•
Bosnia & Herzegovina	•	•	•
Cambodia		•	•
Croatia	•	•	•
Ethiopia	•	•	•
Gaza	•		
Georgia	•		•
Iran	•	•	• <sup>30</sup>
Jordan	• <sup>31</sup>		•
Kosovo	•	•	
Lao PDR		•	•
Lebanon	•		•
Malawi	•	•	•
Mozambique	•	•	
Northern Iraq	•	•	•
Rwanda			•
Serbia	•	•	•
Sri Lanka	•	•	•
Sudan	•	•	•
Thailand	•		
Vietnam	•		
Zambia	•	•	•

## 6.2 Effectiveness of surveys and assessments

In this section, we assess to what extent applied survey and assessment techniques have produced the intended results and how useful they are for improving programme decisions. The effectiveness is addressed in relation to application of the Task Impact Assessment and Land Release methodology. In addition, the Land Impact Survey in Ethiopia and the Landmine Retrofit Survey in Jordan are included. Effectiveness of surveys related to land release is further analysed in chapter 7 as part of the integrated 'toolbox approach' in combination with the various demining methods.

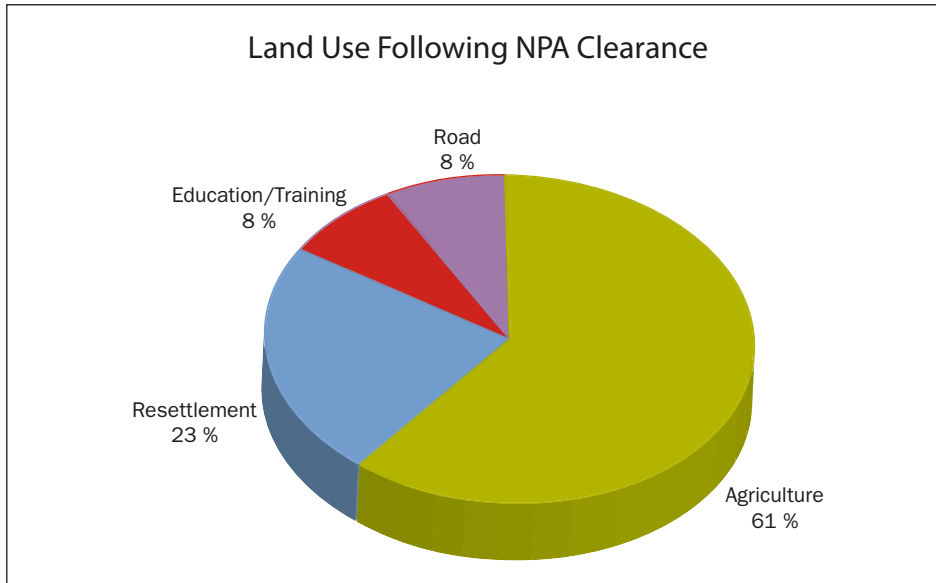
<sup>30</sup> NPA initiated its risk assessment concept which later led to NPA's LR concept

<sup>31</sup> NPA did the nationwide Retrofit Survey in Jordan (LRS)

### 6.2.1 Sudan

In the Sudan programme, socio-economic impact is documented - since 2007 - by applying the Task Impact Assessment methodology. The reports to date are generally very positive, although it is based on information from a very limited number of communities. The TIA post-clearance report for 2004 - 2007, for example, shows the distribution of land use for resettlement, agriculture, education/training and roads.

**Figure 6.1: Land use following NPA clearance**



The Post Clearance Assessment 2008 carried out by the programme provided information on the social and economic benefits of landmine clearance for the areas cleared between January and October 2008. While documenting positive impact in a number of communities with immediate usage of cleared land (illustrated by the examples in Box 6.2), the report also points out that the socio-economic benefits of land clearance could have been much higher.

#### **Box 6.2: Examples of post-clearance impact assessment in Sudan.**

Two examples of Post-Clearance Impact Assessments are Atende (Yei County) and Kuda (Juba County).

- The Phase 3 report for Kuda indicates that the cleared area (237,125 m<sup>2</sup>) is in use for resettlement and agriculture and some 20 households are directly benefitting.
- The report for Atende confirms that the cleared area (33,861 m<sup>2</sup>) which is in immediate proximity to the Primary School is directly benefitting 282 households (it is reasonable to estimate 10 heads per household).

Source: NPA: NMFA final report - NPA mine action Sudan, 2008.

Some factors that have limited the impact include:

- Communication to villagers following clearance could be improved to ensure that all villagers understand, and have been informed of, the areas that are free from danger and any areas that still pose a threat.



- Poor knowledge of target group requirements and lack of communication with target groups prior to clearance are weaknesses in the demining process.
- There is a lack of post-clearance assistance, which hinders the potential clearance impact benefits. 'Non-mine problems' identified include limited access to water, agricultural tools, seeds, and construction materials. These needs might have been addressed by development organisations operating in the area. In the period covered by the report, no development agencies had signed a partnership statement for post-clearance assistance action.

It is also stressed in the Task Impact Assessment that the problem of cleared areas released and found not in use cannot be ignored. The importance of coordination between national, local authorities and development agencies level is underlined to ensure that this problem is addressed and action is taken.

Interviews carried out by the evaluation team with groups of local community members in Norwegian People's Aid's operational area confirmed this impression as some of the people who have returned from long periods of internal displacement inside Sudan or from refugee camps in Uganda have some unmet needs. The team met groups who found it difficult to access and afford agricultural inputs such as seeds and therefore had not managed to get their agricultural production started in order to sustain their families. Other groups were better off and faced no difficulties. These examples show that post-clearance assistance needs to be addressed on a needs basis.

In the Sudan Programme, Norwegian People's Aid has demonstrated a desire to improve things through the development of land release thinking. At the beginning of the programme, there was recognition that clearance of all areas identified as Suspected Hazardous Areas was not the solution to the problem in Sudan. Norwegian People's Aid then began a series of technical and non-technical surveys, to allow land to be released without clearance techniques being applied. This process was being undertaken parallel with the (still ongoing) development of International Mine Action Standards for land release and the United Nations Mine Action Office development of a national policy on land release for Sudan. Norwegian People's Aid appears to not only have learned from these processes, but also to have contributed to them to a significant degree.

By resurveying and documenting the scale of the problem within their area of operations, Norwegian People's Aid has gained a much clearer view and a clearer planning process. However, the results from the resurvey, while very positive do not yet appear to have been fully utilised for Norwegian People's Aid's own planning purposes, nor taken and utilised by the United Nations Mine Action Office.

### **6.2.2 Ethiopia**

Reporting from the Ethiopia programme indicates outcomes and impact in the following areas:

- Large stretches of land and its resources were freed or released to communities quickly without conducting clearance activity which is tedious, time consuming and costly – survey/land release techniques were effectively applied.

- Communities were relieved from mine/UXO threat and accident.
- The number of accidents and/or victims decreased.
- People were able to safely access resources such as water points, roads, farm & grazing lands, etc. without fear.
- People were able to maximise their economic productivity and thereby contribute to the socio-economic development of the country.
- The effectiveness of ongoing development projects undertaken in areas suspected of mine contamination was enhanced.

The evaluation team finds that there is a potential for greater integration of the Task Impact Assessment component into the overall work of the Ethiopian Mine Action Office which could increase and/or make more impacts visible. It is the impression of the evaluation team that Norwegian People's Aid/Ethiopian Mine Action Office is in possession of an immense amount of socio-economic data stemming from the Task Impact Assessment that is not being capitalised on. The impact of mine action thus appears to be significantly underreported vis-à-vis donors.

To put this in perspective the evaluation team learned that, e.g., the Sri Lanka programme had applied a very comprehensive version of the Task Impact Assessment in comparison with the countries visited during this evaluation, and that capacity had been transferred from Sri Lanka to Ethiopia through visits and training materials.<sup>32</sup>

In 2001, Norwegian People's Aid started cooperation with the Survey Action Centre on mapping mine-affected areas in Ethiopia. This **Ethiopian Landmine Impact Survey** - was completed in March 2004 at a cost of USD 5 million in accordance with the norms accepted by the mine action community at the time. As further described in chapter 7, it is now recognized that the Ethiopian Landmine Impact Survey data are not fully representative and do not provide a full picture of the mine contamination in Ethiopia. A re-survey of the Ethiopia landmine and Explosive Remnants of War problem is almost complete. The results will be used as the foundation for all future operational planning and the new Ethiopian Mine Action Office plan.

The result of the introduction of the **land release concept** so far is that more than 500 square kilometres have been cleared of mines. Ethiopian Mine Action Office has applied systematic survey procedures comprising two phases of technical surveys starting with deployment to task areas, information gathering, analysis and risk assessment and categorizing Suspected Hazardous Areas into low, medium, high risk levels and none (free of mines/Unexploded Ordnance); and ending with a systematic verification of uncertain parts of Suspected Hazardous Areas by using Mine Detection Dogs, or manual or mechanical assets or a combination.<sup>33</sup>

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<sup>32</sup> None of the Asian programmes were visited in this evaluation. The assessment might have benefitted from the inclusion of best practices from the more 'TIA advanced' programmes in Asia.

<sup>33</sup> Presentation by EMAO, April 2009.

In conclusion, the evaluation team finds that the capacity and determination of Ethiopian Mine Action Office in relation to surveys and land release is extraordinarily high and methods applied are very effective.

### **6.2.3 Jordan**

Norwegian People's Aid undertook a **Landmine Retrofit Survey**, which was completed in 2007 and gave the national Committee for Demining and Rehabilitation reliable data to allow prioritisation to be undertaken on the remaining tasks. This survey identified impacted communities, acquired and analysed minefield records, confirmed those records on the ground and identified clearance priorities. The data from this survey were subsequently entered into the Information Management System for Mine Action database and form the core knowledge of the situation past and present in Jordan. This particular survey in Jordan's case was much more effective than a Landmine Impact Survey because of the additional focus on the confirmation of the records and the more operational focus. In this case, it appears that Norwegian People's Aid tailored the survey to the requirement.

### **6.2.4 Angola, Mozambique and the Balkans**

In the documentation from the **Angola** programme, it is stated that demined areas and affected communities have experienced increased welfare through the land released. The Task Impact Assessments are comprehensive, though staff could be more experienced and trained in interview techniques and community liaison. Despite the overall development objective, there is little concrete mention of socio-economic development in cleared areas.

For **Mozambique** there is limited mentioning of the socio-economic impact of the programmes in the Norwegian People's Aid report as this is a long-term objective of the programme and an objective to monitor in the Task Impact Assessments. There is no particular mention of negative effects of mine action in the documentation, though increased prevalence of HIV/AIDS is often mentioned as a harmful effect on a community.

For **Croatia**, there are no Task Impact Assessment reports to account for the post-clearance situation of people, whereas in **Bosnia-Herzegovina** there is evidence that after the clearance people have returned, rebuilt houses and life has returned to "normal".

## **6.3 Efficiency of surveys and assessments**

Although no detailed calculation of input versus output in connection with the Task Impact Assessments was done, Norwegian People's Aid will need to address the cost-efficiency of this component of the mine action programmes. In Sudan, resources are spent on recruitment, training and operations of Task Impact Assessment teams. The output is, however, quite limited and the results are not systematically integrated in programmatic decisions. In the Ethiopia programme, there is limited transfer of information from the survey teams collecting massive amounts of data to the programme management level. There is no doubt that the cost-efficiency could be improved through introducing firmer systems and procedures for

utilisation of Task Impact Assessment data in programme planning and management.

There is growing evidence that introduction of the land release concept has led to increased efficiency in the programmes where it has been used for some time. Figures on thousands of square meters released through this method speak for themselves, and the reduction of suspected areas will reduce the input of expensive clearance methods. Please refer to chapter 7 for more detailed information on efficiency gains from land release.

### **6.3.1 Overall findings on effectiveness of surveys and assessments**

The evaluation team finds that the **Task Impact Assessment** approach is potentially a highly effective instrument for assessing the impact of mine action programmes, but that it is currently not being utilised to its full potential due to methodological shortcomings. A sharpening of the instrument through systematically integrating, e.g., participatory rural appraisal methods, rights based analysis, and applying gender-sensitive survey methods and indicators, could potentially enhance the documentation of impact to a level not seen in many other organisations. In addition, involvement of more staff with socio-economic expertise could improve the quality of the Task Impact Assessment implementation.

In relation to **land release**, Norwegian People's Aid has taken a leading and innovative role in seeking to constantly improve the methodology to enhance the quality and pace of land released. In particular, this is the case in Jordan where extraordinary achievements have been reached compared to time spent. In Sudan and Ethiopia too, there is a high focus on reduction of wasted resources and 'down time' and a determination to use the most effective methods appropriate to the context at all times. Supported by the research work undertaken by the Geneva International Centre for Humanitarian Demining, there is no doubt that Norwegian People's Aid represents world class capacity in this field.

## 7. Humanitarian demining tools

Norwegian People's Aid is one of the leading actors in the mine action community, well respected and with a globally recognised brand. The organisation applies a “toolbox” approach to mine clearance for humanitarian purposes. This may be a combination of one or more technologies or concepts and can include: manual mine clearance, mechanical systems and mine detection dogs. In addition, survey techniques are important to assist in focussing the resources on those areas where they are most needed.

### 7.1 Manual mine clearance

The key component of humanitarian demining is manual mine clearance (or manual demining, as it is often called). Manual mine clearance has been undertaken in various forms over many decades. In Norwegian People's Aid's operational programmes, manual mine clearance is the “core” activity: the one that employs the most staff, uses the most resources, and clears the most mines.

Manual mine clearance involves a number of techniques to cover and process the suspected areas to identify the location of, and subsequently remove or destroy, the hazards. These techniques use metal detectors (problematic because they are *metal* and not *mine* detectors combined with the common presence of significant amount of waste metals in the area being cleared); techniques involving excavation (problematic because of tough soil conditions and the close proximity of the deminer to the hazard); and techniques using prodding tools (problematic because of the time required to cover all the area under investigation and the proximity of the deminer to the hazard).

The fundamental problem with all manual mine clearance techniques is the slowness and potential hazard a deminer is exposed to. In order to try to overcome some of these challenges, Norwegian People's Aid utilises other tools to support the manual mine clearance processes.

### 7.2 Mechanical systems

Current mine action practice does not allow for the use of machines as a sole method for clearance of land. However, machines can be a significant force multiplier and in the right circumstances become a very cost effective component of a demining programme – even given the significant logistic support systems needed for such equipment. Norwegian People's Aid has utilised a range of mechanical equipment over the last 10 years and has experimented with a range of machines.

Over the last couple of years, Norwegian People's Aid has bought or leased Mine-Wolf equipment and appears to be heading toward a position of utilisation of solely this equipment (when the legacy equipment is phased out). MineWolf certainly offers a very effective support package for its equipment and provides Norwegian People's Aid with very good service. This move is likely to provide economies of scale and an improved efficiency.

Machines can be utilised not only for the preparation of land prior to the application of manual mine clearance techniques, but also in the role of survey – guiding manual deminers to the right place, verification of clearance.

The likelihood is that in the next couple of years, the mine action industry, with the guidance and support of the International Mine Action Standards that have recently been published, will allow, using a risk based methodology, machines, under certain circumstances, to be used as a primary clearance technique.

### **7.3 Mine detection dogs**

Mine detection dogs rely on the principle that dogs have a significantly keener sense of smell than humans. The dogs are trained to detect the odour from land-mines (explosives, plastics or a combination) and indicate to their trainer that there is a mine at that location. Norwegian People's Aid is leading in training and deploying dogs for mine detection with its Global Training Centre in Bosnia as the focal point.

Mine Detection Dogs do, however, pose difficulties in operations. They are difficult to maintain at a high level of training, sensitive and rely heavily on the human interface when operating. These factors often mean that operating conditions are difficult, the challenges are simply too large to be able to maintain a capacity. However, the possibility that mine detection dogs can offer significant productivity benefits to manual mine clearance processes means that animal detection is in common usage and more than 25 organisations worldwide currently use mine detection animals<sup>34</sup>.

### **7.4 The “tool-box” approach**

The aim of mine clearance is the identification, and then removal or destruction of all mines and other explosive hazards from a defined area to a specified depth. The managers of demining programmes must aim at making cleared land safe for use. This requires management systems and clearance procedures which are appropriate, effective, efficient and safe. The local community will also receive regular briefings and explanations during the clearance operation from the demining organisation which acts as a very effective confidence-building measure.

Within mine action, deminers often talk of a ‘tool-box’ approach to mine clearance for humanitarian purposes, and Norwegian People's Aid has applied this in its mine action programmes. This is typically composed of three elements: manual mine clearance, mine detection animals (dogs and rats), and mechanical mine action

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<sup>34</sup> GICHD – A guide to mine action, third edition, p89, Geneva 2007

systems. Most landmines and explosive remnants of war are still cleared manually, although machines and animals play an ever increasing role in demining operations. In addition to the nature and extent of the threat, logistics, infrastructure, security, national legislation and practices, and terrain will all be factors in determining which demining techniques are best used and in which combinations.

## 7.5 Survey techniques

Chapter 6 has given an overview of survey and assessment techniques applied and in several cases developed by Norwegian People's Aid over recent years. The most significant contribution that Norwegian People's Aid has made in this area has been the work the organisation has undertaken with key industry stakeholders in the development of land release methodologies and principles. The culmination of this research and open dialogue has resulted in the recent (June 2009) publication of three International Mine Action Standards on land release, technical survey and non-technical survey by the United Nations.

## 7.6 Effectiveness of humanitarian demining tools

### 7.6.1 Sudan

The evaluation team finds that the majority of immediate objectives from the **Sudan Mine Action strategic plan (2008 - 2011) have been achieved**. Ideally, effectiveness is assessed against programme objectives presented in Norwegian People's Aid reports to the Norwegian Ministry for Foreign Affairs. Yearly changes in long term and immediate goals since 2004 have made a consistent assessment difficult. From 2007, the Sudan programme has reported effectiveness against objectives:

- Primary routes have been opened up giving broader and more significant access to the rest of the country has been achieved. Access for populations to schools has been achieved.
- Significant input has been provided for the capacity development of the Mine Action's staff with 52 different courses having been provided to staff as well as support provided to management staff in career development issues (support for degree courses for key staff). Expatriate numbers have been, and continue to be, reduced with no apparent degradation of the programme.
- Significant investment has been made to the capacity of the South Sudan Demining Commission with 59 staff having been sent on 6 courses. The evaluation team is not as convinced about this investment being utilised in comparison to the internal staff training.
- Land has clearly been released for agriculture and resettlement.

Despite external and internal (Norwegian People's Aid) obstacles, a well-functioning administrative and operational programme has been established, staff have been trained to a high level of professionalism, improved methodologies have been tested, implemented and disseminated, and capacity building programs for Norwegian People's Aid mine action staff and national authorities delivered, as well as roads and land released.

### **7.6.2 Ethiopia**

The evaluation team finds that most planned activities and outputs for the 2005 - 2007 programme in Ethiopia have been realised. This is also the conclusion of the "End Review of the NPA's Mine Action programme in Ethiopia 2005 - 2007". Furthermore, the reporting shows that the present programme is proceeding according to plan and budget.

The **Mine Detection Dog Training Centre** in Entoto is up and running with core training facilities and is currently being expanded with an office and training building, dormitories, a storage building, and additional kennels and training localities. Training is based on the Norwegian People's Aid Global Training Centre methodology (developed at the Global Training Centre in Bosnia) which has proven effective in Ethiopia. Base Camps for Mine Detection Dogs in Somali and Tigray regions have been established.

The **Mine Detection Dog project** has to date produced 35 trained Mine Detection Dogs and another 11 are currently under training (May 2009). In Autumn 2008, the Ethiopian Mine Action Office operated with 15 Mine Detection Dogs in Togowchale (on the Somali border), 10 in Byie Gurgur to the North of Dire Dawa, and 6 in Gemahlo on the Eritrean Border. From 2005 until 2007, about 2½ million square metres were cleared by Mine Detection Dogs in Ethiopia. The figure in 2008 was around 1.6 million. For 2009, the target is to clear 2 million square metres.

The **Technical Survey project** has resulted in a comprehensive survey approach including an adapted version of the Task Impact Assessment. The integration of technical and socio-economic parameters in priority-setting and impact assessment provides a good potential for documenting how Mine Action is likely to contribute to wider development processes in Ethiopia. This potential is currently not fully utilised.

Responsibilities held by Norwegian People's Aid are gradually being transferred to the Ethiopian Mine Action Office and Norwegian People's Aid is taking on a more advisory role. The Norwegian People's Aid Operational Manager was made redundant in February 2008 and operational teams are now managed by the Ethiopian Mine Action Office with advisory support from Norwegian People's Aid.

### **7.6.3 Jordan**

The programme strategy for 2007 - 2009 has the following long-term objective: Mine-affected countries within the Middle East adopt and implement the Mine Ban Treaty so that mine contamination is no longer an obstacle to social and economic development and strengthening of international relations. The specific impact is difficult to measure, but the team found that Norwegian People's Aid's direct support and encouragement and support to Jordan – and in particular to Prince Mired Raad Zeid Al-Husseini – has undoubtedly contributed to the adoption and implementation of the Mine Ban Treaty by both Iraq and Kuwait, two of the three most recent States to accede to the Treaty (both in 2008).



The final project reports from February and April 2009 reports on these long-term objectives: To assist and ensure that Jordan reaches its revised obligations under the Ottawa Mine Ban Treaty so that land mines no longer impact communities, nor are an impediment to further social and economic development. The team found that Norwegian People's Aid's support to the Jordanian military and its operational clearance work (still ongoing on the northern border project) is in full alignment with its objective of supporting Jordan to become compliant with the Mine Ban Treaty.

In the same mentioned final project reports, the Immediate Development Objectives are formulated as follows: To release all suspected hazardous areas on Jordan's northern border with Syria for future infrastructure projects, agriculture, manufacturing and services and the capacity development of national staff. The team's impression from these reports is that based on current rates of clearance and planned activities will be completed on schedule. Overall impact on development of areas is unknown and most of the areas are under military jurisdiction and are unlikely to be immediately released to civilian control.



*Anti personnel mine destruction site, Jordan 2007 (photo: John Rodsted)*

## **7.7 Efficiency of humanitarian demining tools**

There are a number of reasons that would lead to a general trend in increased cost efficiency. Inevitably, programmes become more focussed after inception and throughout its programmes, Norwegian People's Aid seems to have made consistent efforts to improve, innovate and deliver high value and high quality

results. Based on available information the team finds that Norwegian People's Aid continuously strives to improve the efficiency of its programmes where possible.

One of the key issues contributing to the efficiency of several programmes (**Sudan, Jordan and Ethiopia** among others) has been the development and implementation of the land release concept. Norwegian People's Aid has been part of the global development of the land release concept and the application within Ethiopia and Sudan has been a major success. While some would argue that land release provides no tangible output, the key issue is that the removal of areas suspected of, but not actually containing, explosive remnants of war, provides a huge increase in efficiency because the scarce resources available to the demining programme can be employed to those locations where the hazards actually are.

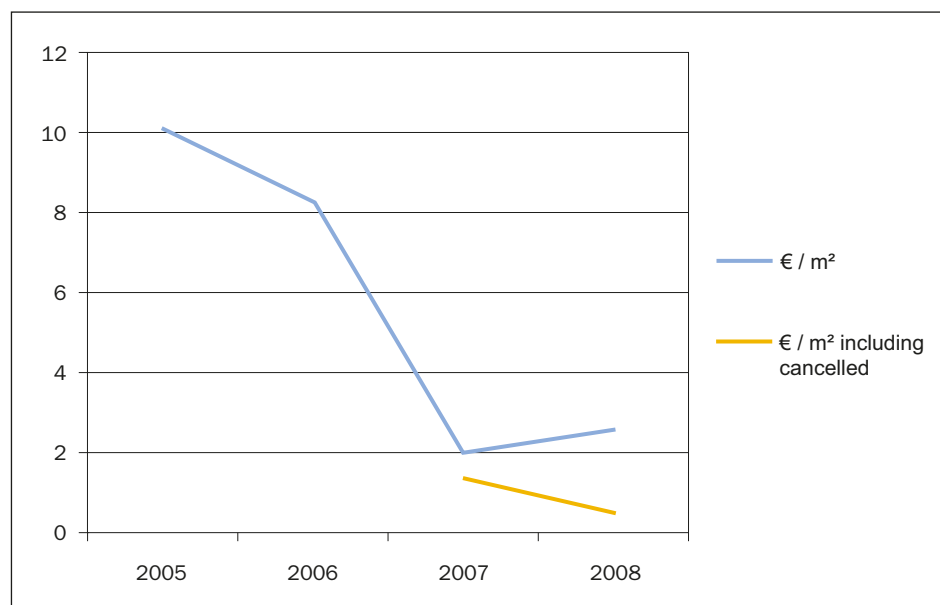
#### **7.7.1 Sudan**

In Sudan, advanced technical survey, combined with innovative mapping and recording systems, allowed Norwegian People's Aid to support the development of its land release work. This provided efficient use of resources at a national level and also fed into knowledge at global level.

#### **Costs**

In Sudan, the costs per square metre of land produced were calculated. Due to a number of factors, it is difficult to place precise figures on the cost efficiency of the Norwegian People's Aid clearance operations. The annual budget in Sudan has steadily increased from 26 million Norwegian Kroner in 2005, through to more than 40 million Norwegian Kroner in 2008. The annual output in terms of land classified as safe through one methodology or another has also steadily increased, although the more recent inclusion of land release in the reporting systems complicates the characterisation. Figure 7-1 shows the total programme costs divided by the land cleared within Sudan – and for the last two years, includes costs with released land included in the calculations – not necessarily a good measure as huge swathes can be released often with little effort through non-technical survey. The general trend of costs per square metre is however demonstrably downwards. While figure 7-1 certainly gives a clear trend, this does not take into account the inputs and outputs related to capacity development issues –training courses for staff; Task Impact Assessment analysis; support for South Sudan Demining Commission staff etc. In particular, it is worth noting that the apparent increased costs in 2008 (excluding cancelled land) are likely to have been significantly affected by an operational deployment to support the Rwandan mine action programme in this year and it is likely that the trend has continued downwards.

**Figure 7.1 Cost efficiency of NPA operations in South Sudan (source: NPA MA Programme Manager)**



In a study undertaken in 2005, global demining costs of between US\$ 8.73 and US\$ 0.20 per square metre were described as being within the bounds of normality<sup>35</sup>. This compares favourably with the figures of 1.94 and 2.59 recorded in Sudan in 2007 & 2008 respectively.

The costs demonstrated by Norwegian People's Aid in Sudan indicate that the programme provides good operation returns on investment, given the environmental operating conditions. The mitigating environmental conditions in Sudan could be considered to include:

- operating in a highly difficult and complex environment;
- logistically challenging operational support;
- security constraints and losses from instability; and
- significant capacity development element included in the base costings.

### **Innovation**

In addition to cost issues, it is clear that Norwegian People's Aid in Sudan has made efforts to improve the efficiency of their manual mine clearance teams. The organisation proposed, and then collaborated closely with, the Geneva International Centre on Humanitarian Demining on a study to analyse how demining teams could be employed more efficiently. The results of the analysis were published<sup>36</sup> and the study described how “*small changes to drills can have significant effects on productivity*”<sup>37</sup>. Norwegian People's Aid subsequently implemented a version of these revised drills.

<sup>35</sup> GICHD, *A study of Manual Mine Clearance, History, Summary and Conclusions*, Geneva 2005

<sup>36</sup> *A Study of Manual Mine Clearance*, GICHD, Geneva

<sup>37</sup> *A Study of Manual Mine Clearance*, GICHD, Geneva, Section 3, p 36

## Land Release

Norwegian People's Aid has been a strong advocate of land release methodologies in Sudan and the land release policy about to be formalised by the national mine action office bears a strong resemblance to the Norwegian People's Aid *modus operandi*.

### 7.7.2 Ethiopia

**In Ethiopia**, Norwegian People's Aid was the implementer of the Ethiopia Landmine Impact Survey which was initially intended to increase effectiveness of operational support and prioritisation within the country. Although now considered to be less positive, it should be noted that at the time of implementation in Ethiopia, it was felt that this process was a significant step forward in the efficiency of mine action.

The Ethiopian Mine Action Office was subsequently concerned with the results of the Ethiopia Landmine Impact Survey at its completion at the end of 2004 and began discussions with Norwegian People's Aid in an attempt to gain a clearer view on the exact situation. The Ethiopia Landmine Impact Survey identified 1,916 Suspected Hazardous Areas in the country's 1,492 impacted communities, and with an estimated area of 2,500 km<sup>2</sup>. The Ethiopian Authorities rejected the reported scale of the situation and worked with Norwegian People's Aid to begin a process to build on the Landmine Impact Survey results to provide a clearer view of the situation. The result of this resurvey was the reduction of the total Suspect Hazardous area identified in the Ethiopia Landmine Impact Survey from 2,500 km<sup>2</sup> to a significantly more manageable 37 km<sup>2</sup>.<sup>38</sup> The current assessment of the situation not only gives a clearer perspective, but also allows detailed strategic planning to be more effectively undertaken.

Although the Landmine Impact Survey undertaken by Norwegian People's Aid in Ethiopia between 2002 and 2004 has been discredited (along with a number of other Landmine Impact Surveys), more recent survey activities guided by Norwegian People's Aid have allowed land to be returned to the communities. The Ethiopia Landmine Impact Survey certainly cannot be counted as an efficient use of resources, but was implemented well and supported the general thinking within the mine action community at the time. It has, however, more recently been found to have been flawed and most Landmine Impact Surveys have subsequently been found to offer less value than hoped for. The more recently developed technical survey team has managed to achieve significant results in a relatively short period of time.

In Ethiopia, together with the national programme, the inclusion of land release principles has undoubtedly had a profound effect on the operational effectiveness of the programme. Basic land release principles have resulted in surveys that have reduced the suspected hazardous areas from 2,500 km<sup>2</sup> to a much more manageable 37 km<sup>2</sup>. Inevitably, further land release will be achieved during the next phase of survey and clearance within these 37 km<sup>2</sup>.

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<sup>38</sup> Although there is, to date, still a small amount remaining un-resurveyed and this will almost certainly result in a small increase.

Additionally, the development and implementation of a Mine Detection Dog facility in Ethiopia has added to the overall efficiency of the Ethiopian mine action programme – although this has created pressure on the broader Norwegian People's Aid dog capacity. The use of dogs in operational roles allows ground to be covered much more rapidly and thus allows the manual deminers and surveyors to focus on their core business.

### **7.7.3 Jordan**

In Jordan, Norwegian People's Aid has worked closely with the national authorities to use innovative technical survey approaches to link with land release principles and provide an effective methodology for ensuring the best use of resources. The areas in the south of the country have been released rapidly and efficiently to the stakeholders involved.

As part of the northern border project, Norwegian People's Aid has developed a very impressive aggressive multi-tool mine clearance system, utilising available records and then applying a robust risk management approach enabling the project to allow areas outside of mine belts to be released saving the use of significant resources.

### **7.7.4 The Global Training Centre in Bosnia**

Norwegian People's Aid has been involved with the use of Mine Detection Dogs since the early days of its operations and currently has Mine Detection Dogs in seven countries, and is operational in five. Mine Detection Dogs are generally seen to be a force multiplier in demining and Norwegian People's Aid has been keen to utilise their potential. In addition to the operational role, Norwegian People's Aid has supported the development of a Global Training Centre to standardise methodologies and principles.

The Global Training Centre in Bosnia is Norwegian People's Aid's sole supplier and provider of knowledge and expertise with regards to its global Mine Detection Dog capacity. It supplies dogs to Norwegian People's Aid's programmes in Cambodia, Bosnia & Herzegovina, Croatia, Ethiopia (both the Entoto training centre and the operational capacity of the Ethiopian Mine Action Office) and Jordan, and is currently looking to expand to support other areas. Norwegian People's Aid has just entered into an arrangement with the Geneva International Centre for Humanitarian Demining to provide Mine Detection Dog support to Afghanistan – and this will be the first revenue earning business for Global Training Centre.

While there is no doubt that in a number of individual countries Mine Detection Dogs are a very efficient tool for increasing resource utilisation, it cannot be said that the Global Training Centre is an efficient organisation, lacking a clear vision, strategy, business plan and, perhaps most critical to Norwegian People's Aid: a financial plan.

Although the Global Training Centre is a very important strategic element of Norwegian People's Aid's capacity, the team is very concerned with the long-term viability and management of the centre and believes that the Global Training Centre is currently suffering severe financial difficulties – with a real possibility of collapse. There seems to be no clear business plan for the Global Training Centre. If this

collapse occurs, the potential implications for Norwegian People's Aid's global operations are significant and negative.

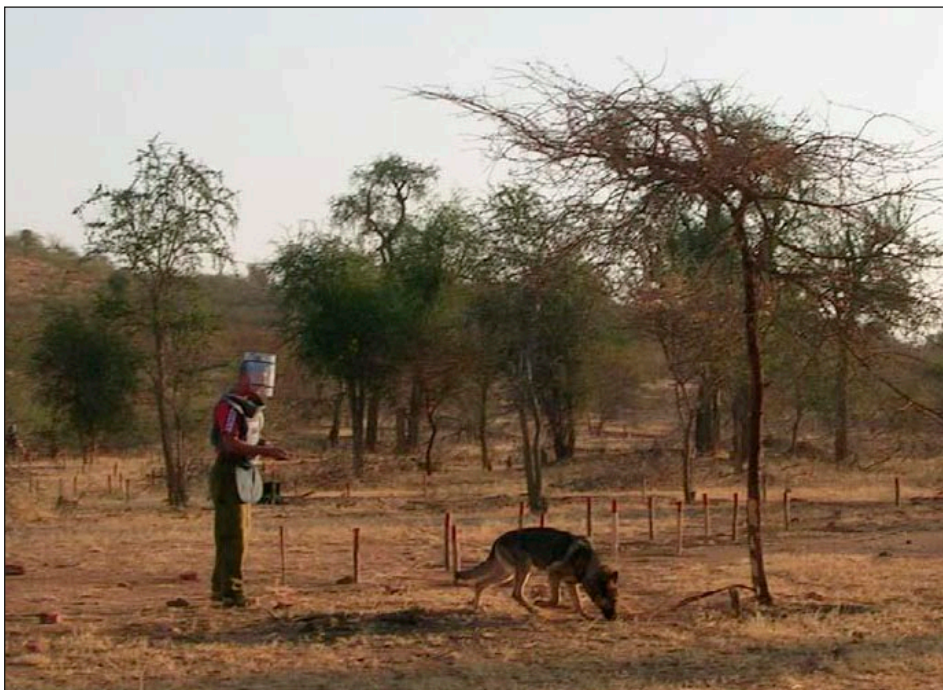
This issue is known within the headquarters, and some efforts are being made to resolve the issues – Cambodia and Ethiopia are about to draw funds from their respective country programmes – but we find this issue to be so critical to the longevity and quality of Norwegian People's Aid's operations, that it needs to be addressed as an urgent concern.

## 7.8 Overall assessment of humanitarian demining tools

Norwegian People's Aid is one of the leading actors in the mine action community, well respected and with a globally recognised brand. The organisation applies a “toolbox” approach to mine clearance for humanitarian purposes.

The majority of programmes analysed by the team showed Norwegian People's Aid to not only be a leader with regards to the integration of several different types of technologies (not uncommon in the mine action community), but also an organisation keen to share their understanding to the mine action community (something less common in the mine action community). This has been demonstrated through not only their own commitment to internal development and lessons learned, but through their commitment to being part of a broader contribution to improving mine action through membership and contribution to concept development groups within the mine action community.

As regards the effectiveness of Norwegian People's Aid mine action, the three programmes where detailed analysis was undertaken have all by and large been able to achieve the objectives set.



*Mine Detection Dog operating in Gemhalo, Tigray Region – Ethiopia (photo: NPA)*

Analysing the efficiency of the three programmes visited was more difficult due to significant variance in programmes, but based on the evidence seen by the team; it appears that the innovation and willingness to experiment has resulted in significant benefits to the efficiency of the organisation. Land release has been a significant factor in this and Norwegian People's Aid's commitment to implementing a pragmatic risk management solution through its programmes (as well as contributing to the wider community) should be commended. One area, however, where the team was concerned about Norwegian People's Aid's efficiency, was the Global Training Centre in Bosnia, where we found that there are serious concerns about the viability of the project.

## 8. Cooperation with and capacity building of relevant national authorities/local personnel

Building national capacities can be divided into two categories:

- Develop capacity of national staff within the Norwegian People's Aid mine action programmes.
- Develop capacity of national/local mine action authorities.

The capacity building of national staff may, based on the needs, comprise all elements of mine action including:

- Management, administration and finance.
- Technical surveys, information management and Geographical Information Systems.
- Operational demining, including education of manual deminers, mechanical deminers and dog handlers.
- Quality assurance.

Capacity building of local personnel can take place through formal training carried out by Norwegian People's Aid, on the job training or through participation in external courses.

The development of national/local mine action authorities normally aims at enhancing their ability to manage and prioritise the mine action activities in the country and to ensure sustainability in order to cater for future clearance needs after Norwegian People's Aid's exit.

### 8.1 Effectiveness of capacity building measures

Several of Norwegian People's Aid's mine action programmes have as an overall and/or immediate objective - among other objectives - to develop national mine action capacities, as can be seen in the table below.



**Table 8.1: Examples of NPA MA programmes with stated objectives relating to development of local capacity<sup>39</sup>**

<b>NPA MA Programme</b>	<b>Overall/Immediate objective (among others)</b>
Angola	Increase number of national staff with the view to fully nationalise the programme.
Cambodia	Improve the capacity of provincial and national demining authorities.
Ethiopia	Strengthen the national HMA capacity. Build the national capacity for MDD and technical survey work. Work towards nationalising the programme.
Jordan	Build capacities of the national staff.
Lao PDR	Programme in provinces to be run with only local staff. Capacity building of national staff on management and Explosive Ordnance Disposal (EOD).
Mozambique	Increase capacity in areas such as MA management.
Serbia	Build national demining capacities to define cluster munitions/UXO problem.
Sudan	Develop national capacity within the programme. Contribute to capacity building of national mine action bodies.

The overall analysis of the 14 Norwegian People's Aid Humanitarian Mine Action country programmes shows that the programmes in general have achieved or will achieve their capacity building objectives. Thus, the evaluation team finds that the interventions, to a large extent, have fostered development of local capacities.

Below we substantiate this assessment through our findings in Sudan, Ethiopia, Mozambique and Angola.

### **8.1.1 Sudan**

This programme has contributed to the capacity-building of the national authority by inviting and supporting South Sudan Demining Commission staff for training courses or direct attachment to the programmes. The aim of this effort is for South Sudan Demining Commission to assume full control of the operational coordination of mine action in South Sudan. According to a 'Transition Plan', South Sudan Demining Commission will take over from UN Mine Action Office in 2011. In order to develop South Sudan Demining Commission's capacity, Norwegian People's Aid has on a regular basis invited the Commission to attend courses held within the context of its mine action programme - such as Basic Demining or 'Operations Familiarisation'. Some Commission staff members have been attached to Norwegian People's Aid's programme to develop their skills in information management, Geographical Information Systems, operations supervision and/or quality assurance (QA). South Sudan Demining Commission has also been assisted by Norwegian

<sup>39</sup> For most programmes the objectives change or have a different wording over time. Also the formulations of objectives on capacity building outlined in the table have changed for some countries. Thus, the wording in the table is not in all cases a direct quote but tries to capture the essence of the capacity building objectives within the programmes.

People's Aid during its establishment and benefits from close dialogue with the organisation.

The capacity of Norwegian People's Aid's own national staff is being developed through formal training and on-the-job training. They may also be financially supported in undertaking further education if deemed relevant. For instance, the finance and logistical officer received permission and support to attend an external course in financial management. Furthermore, national staff members benefit from the income they gain from the programme. The entire programme consists of over 200 employees who, apart from the technical operational staff (5 survey teams, 8 manual teams, 2 explosive ordnance disposal teams, 2 battle area clearance (BAC) teams), include kitchen and cleaning staff and drivers.

There is a progressive transfer of responsibilities in the programme from international to national staff in all departments: Operations, Logistics, Finance, Information and Communication Technology, and Administration. With the exception of the Programme Management (Programme Manager and Deputy Project Manager), all other international staff are in advisory positions.

### **8.1.2 Ethiopia**

Considerable efforts have been undertaken to build the competencies of the national authority in relation to conducting technical surveys and deploying mine detection dogs. The box below provides an overview of the capacity built.

#### **Box 8.1: Training undertaken under the NPA MA Ethiopia Programme**

##### **Achievements of Ethiopia mine action programme, 2005 - 2007:**

Completing training of 18 MDD handlers.  
Completing training of 27 MDDs.  
Completing training 3 MDD team leaders.  
Training, equipping and deployment of 5 Technical Survey Teams.

After the 2005 - 2007 project was completed, all assets were handed over to EMAO as agreed in the project document. In addition, the NPA MDD coordinator has been phased out and responsibilities have been handed over to an EMAO MDD Coordinator. The Entoto MDD training centre was set up.

##### **Planned achievements of the Ethiopia mine action programme, 2008 - 2010:**

Additional MDDs will be trained.  
EMAO MDD trainers will be trained.  
EMAO puppy trainers will be trained.  
Technical survey teams will be further trained in:

- Updating SOP to new Land Release IMAS.
- Rapid Response.

The Entoto Training Centre is planned to be expanded from MDD training facilities to a mine action training centre for all capacities (manual, mechanical, MDD, training department).

Source: NPA MA Ethiopia Project Documents, 2005 - 2007 and 2008 - 2010.

Norwegian People's Aid's own positive assessment of the Ethiopia programme is supported by the Norwegian Institute of International Affairs (NUPI) report: "End

Review of the Norwegian People's Aid Mine Action Programme in Ethiopia, 2005 - 2007" finding that: "We find the NPA Mine Action Programme in Ethiopia 2005 - 2007 to be a successful capacity building and transfer-of-knowledge project"<sup>40</sup>.

The evaluation team finds that new competence and capacity have been built in Ethiopian Mine Action Office with respect to both components of the project: Technical Survey and Mine Detection Dogs. These new capacities are used effectively in the field and complementary to Ethiopian Mine Action Office's other assets; and while the agency still faces some dependence on outside technical support, this is expected to be overcome in the ongoing extension of the programme.

### **8.1.3 Mozambique and Angola**

The Mozambique programme is based on a desk study review. The programme's success in building local capacity is somewhat disputed. The development of local capacities was in the Scanteam evaluation of 2003<sup>41</sup> assessed to be satisfactory since there had been a fair reduction of international staff which allowed the programme to rely on national staff who had gained the capacity to run the programmes.

In a thesis from 2006<sup>42</sup>, this assessment is, however, somewhat contradicted. It is found that Norwegian People's Aid has not been successful in assuring local competencies to take over the programmes and plan for the future. Norwegian People's Aid focused its capacity development effort in the technical area of demining and Task Impact Assessment. It also provided basic literacy courses to interested staff and community training in health, sanitation and HIV/AIDS to beneficiaries until 2001. However, the programme fell short of providing any formal capacity-building to the National Demining Institute or local level authorities.

The Angola programme also seems to have been less successful in building and sustaining national capacity. By 2006/07, Norwegian People's Aid lost many national staff to other mine action organisations. This is a sign of Norwegian People's Aid having successfully built capacity among its staff and made them attractive to others, but it affected the programme operations, planning and management.

## **8.2 Efficiency of capacity building measures**

As national personnel are significantly cheaper than international experts, it increases the efficiency to transfer tasks to national personnel. Thus, the successful capacity building in Norwegian People's Aid's programmes has no doubt increased the efficiency of the operations. It is, however, not possible to quantify this.

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40 NUPI report: "End Review of the Norwegian People's Aid Mine Action Programme in Ethiopia, 2005 - 2007, Norwegian Institute of International Affairs, June 2008.

41 Norad: "Norwegian People's Aid Mine Action Programme, Mozambique", Scanteam, February 2003.

42 Kjell Knudsen, University of Oslo, 2006, : "Sustainable Capacities. Norwegian People's Aid through 13 years of Humanitarian Mine Action in Mozambique".

### 8.3 Sustainability of capacity building measures

In principle, with the exception of victim assistance, mine action is potentially highly sustainable, since the removal of mines, destruction of stocks and the universalisation of the Mine Ban Treaty imply a positive impact that will be continued forever.

However, two key sustainability questions need to be addressed:

1. The extent to which the operations have led to development of national organisational capacities that are sufficient to handle the domestic mine clearance problems in the absence of Norwegian People's Aid. This comprises technical, organisational as well as financial sustainability of the national authorities responsible for mine action in the countries.
2. Sustainability at international level. This relates to:
  - advocacy and campaigning in support of the Mine Ban Treaty;
  - support to international humanitarian diplomacy through close relations with the Norwegian government, who has taken a leading role in international follow-up on the implementation of the treaty;
  - inter-agency coordination and harmonisation.

#### **8.3.1 Sustainability of national organisational capacity**

Assessing the organisational sustainability of mine action programmes requires quite detailed knowledge about the programme. Therefore, the evaluation team only finds it relevant to assess the organisational sustainability of the programmes visited in the case countries.

Based on our findings in the three case countries, our assessment is:

When it comes to strengthening national mine action authorities, Ethiopia and Jordan stand out as highly successful examples. In both these countries, a close reciprocal partnership has developed between Norwegian People's Aid and the national mine action authority, and the degree of national ownership is very high. It is likely that technical and organisational sustainability will be good at the time of Norwegian People's Aid's exit, whereas the financial sustainability seems problematic.

For a country with a weak national mine action authority - such as South Sudan - building lasting national capacity and ownership through the partnership has been a much more difficult process. The problem is aggravated by the passive role currently played by UNDP. Hence, the level of technical, organisational and financial sustainability at the planned time of Norwegian People's Aid exit is unlikely to be reached.

This is further elaborated below.

#### **Organisational sustainability in the Sudan programme**

The intended end state for Norwegian People's Aid Mine Action Sudan as formulated in the programme strategy is:

1. The government of South Sudan has a clear picture of the mine problem and an established clearance capacity;

2. Mines/unexploded ordnances no longer hinder development within the Norwegian People's Aid area of responsibility.

The situation in South Sudan, where the government structures are yet nascent and not fully developed, causes challenges to the likelihood of achieving the first part of the end state. It is clear that support to the South Sudan Demining Commission is needed in fields like good governance, accountability and effective administration. This kind of support is usually provided by the UNDP, which has failed to post staff in the area for the past two years. Hence, Norwegian People's Aid is trying to make a partnership work and build mine action capacity with a structure that is in no position to fulfil the role it is meant to play.

### **Organisational sustainability in the Ethiopia programme**

In Ethiopia, the national partner is the Ethiopia Mine Action Office (EMAO) and the intended end state for Norwegian People's Aid Mine Action Ethiopia is "... *an EMAO which independently manages the Operations Department, the MDD project, the Technical Survey/Rapid Response Teams and the Entoto Mine Action Training Centre effectively and efficiently in order to complete the process of making Ethiopia a country where landmines and ERW no longer represent an obstacle to development for the impacted communities and the Ethiopian obligations to the MBC, Article 5 are met*".<sup>43</sup>

The evaluation team finds that there is a sound basis for believing there will be sustainability of the Norwegian People's Aid Mine Action interventions in Ethiopia. All assets were transferred to the Ethiopia Mine Action Office after 2007, and Ethiopia Mine Action Office has demonstrated good application of the resources. Currently, Norwegian People's Aid's Mine Action staff is gradually being scaled down.

There are still some issues that need to be addressed to ensure sustainability. To a large extent, the Entoto Training Centre will still rely on external capacity and support from the Global Training Centre in Bosnia. In terms of financial sustainability Ethiopia Mine Action Office will have to raise its own funding in the future. Currently, there is a funding gap of EUR 5 million and Ethiopia Mine Action Office lacks a strategic approach to fund-raising.

Ethiopia Mine Action Office envisions that "*the human capital created in EMAO Programme could assist neighbouring countries and any other mine affected state to tackle problems related to land mines*". The evaluation team would have liked to see a strategy or business plan for the Ethiopia Mine Action Office capacity and assets - not least for the Entoto Training Centre - as documentation for future relevance and sustainability of the investments of Norwegian People's Aid.

### **Organisational sustainability in the Jordan programme**

The National Committee on Demining and Rehabilitation (NCDR) is the national mine action authority in Jordan and is prominently positioned with His Royal Highness Prince Mired Raad Al-Husseini of Jordan as chairman. The close partnership

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43 NPA Mine Action Programme in Ethiopia, Project Document 2008 -2010

between National Committee on Demining and Rehabilitation and Norwegian People's Aid and the strong ownership taken by the National Committee on Demining and Rehabilitation in Jordan are very positive factors for future sustainability of technical skills and organisational competencies. Following Norwegian People's Aid's exit, the National Committee on Demining and Rehabilitation will be left with a high level of capacity. The question is what purpose the capacity is relevant for, and how relevant it is to sustain this capacity once the programme has been finalised. The National Committee on Demining and Rehabilitation is working on various plans for how this capacity may be exported to other countries in the region. However, the evaluation team doubts that such plans can become feasible. Thus we find it fair to ask: given the risk of this capacity becoming redundant, has it been a good investment?



*Excavation Jordan 2007  
(photo: Werner Anderson)*

## 9. Development of new methodologies and techniques

The mine action industry has evolved rapidly during the last two decades and in particular since the negotiation and signing of the Mine Ban Treaty in 1997. Indeed, mine clearance has evolved over the past decades from a strictly military activity to a more sophisticated and systematic humanitarian and developmental initiative. Survey and assessment and mine risk education have become more integrated with humanitarian mine clearance programmes as focus has progressively become more community-oriented. Greater emphasis is now placed on alleviating the impact of the presence of mines and Unexploded Ordnance (UXO) on communities. Socio-economic factors are increasingly taken into consideration during the processes that allocate resources, plan, and implement mine action operations.

It is the clear impression of the evaluation team - through own observations and interviews with stakeholders - that Norwegian People's Aid has been at the forefront of much of this development, which has also been a stated objective of the organisation. The organisation is regarded by stakeholders interviewed during this evaluation as trend-setting and open to cooperation and sharing of insights and methodological developments. Norwegian People's Aid has since it started its mine action activities focused on becoming a leading actor and catalyst of global co development, both technically and politically, to ensure an efficient and realistic attempt at reaching an end state of the global mine problem. The close partnership between Norwegian People's Aid and the Norwegian Government has facilitated this leading role through (i) a close cooperation in relation to joint participation in international foras, and through (ii) the organisation's position as the prime vehicle for mine action for the Norwegian Government and the relatively easy access to funding following from that.

This chapter provides an overview of the new methodologies, techniques and innovation that Norwegian People's Aid has used and worked with and on over the least ten years as well as a stakeholder assessment of the role of Norwegian People's Aid in contributing to the development of new methodologies and techniques for the benefit of the mine action sector at large.

### 9.1 Methodologies and techniques developed

#### 9.1.1 *The land release methodology*

Probably the most significant area of innovation in mine action over the last generation has been the development of the land release methodology, of which Norwegian People's Aid has been one of the key stakeholders and innovators. (The concept is described in more detail in chapter 6).

The Norwegian People's Aid has been part of the process of developing the land release methodology from the beginning. The development of the land release concept was driven initially by an *ad hoc* working group consisting of representatives from a number of key stakeholders in the industry, but with the leading roles filled by UN Mine Action Service (UNMAS), Geneva International Centre for Humanitarian Demining, and Norwegian People's Aid. As has been argued previously in this report, this approach to risk management continues to evolve within the mine action sector at large and within Norwegian People's Aid, which is successfully applying the land release concept in different contexts demonstrating more efficient use of resources and more land being released to beneficiaries in less time.

Although it may be argued that the land release concept is only essential due to the failure of other methodologies - such as the Landmine Impact Survey - to adequately define the problem of landmines in a given country tending to overstate the scale of the problem by declaring large areas to be suspect, the land release methodology by many stakeholders is considered a paradigm shift in the way of thinking about, approaching and mapping a mine problem in a given country.

Norwegian People's Aid is acknowledged by stakeholders in the mine action sector - i.e. other mine action operators as well as international organisations - that the organisation has contributed significantly to the development of the methodology.

### **9.1.2 Gender mainstreaming**

Conducting surveys in which gender mainstreaming is taken into consideration is another change of approach within the mine action sector which is motivated by the belief that a complete picture of how landmines and explosive remnants of war affect the whole population will provide a better basis for prioritising and targeting mine action activities. This translates into having greater impact without necessarily spending more money.

As argued previously, the relevance of gender issues has been recognised in Norwegian People's Aid's mine-action surveys - in particular, the Task Impact Assessment methodology, and land impact survey teams have been composed by female interviewers and usually make specific efforts to incorporate gender equality concerns.

According to several mine action organisations interviewed both on the ground and at headquarters, Norwegian People's Aid has been in the fore of applying Task Impact Assessment and of introducing a gender perspective when conducting impact assessments.

### **9.1.3 Survey processes**

Norwegian People's Aid was involved in several Landmine Impact Surveys in the early phase of its development and appears to have drawn on this experience to improve processes internally. The Task Impact Assessment has continued to develop since the first experiments and now forms part of a broad survey strategy that allows Norwegian People's Aid to cover all elements requiring survey and analysis to be undertaken in a country. The continuous development of internal



priority setting tools has also increased the understanding of pertinent socio economic factors within mine action.

Although many mine action organisation apply similar methodologies as the Task Impact Assessment for prioritisation of mine clearance tasks and for following up on impacts of tasks carried out, several mine action actors commend Norwegian People's Aid for being among the first actors to systematically apply this type of impact assessment at community level. At least one mine action operator has been greatly inspired by Norwegian People's Aid's Task Impact Assessment concept in the development of their own impact monitoring system.

#### **9.1.4 Information management**

Norwegian People's Aid has developed a database for internal use called "Tech Base", which originated in Bosnia developed for the programme to maintain an understanding of the *status quo* in the programme. The database was recognised as holding a great capacity for programme management and as of today, Tech Base has become a Norwegian People's Aid mine action wide tool for management. It keeps continuous track of data on land cleared, results of technical and non-technical surveys, land released, and number of Anti-tank/Anti-personnel/Unexploded Ordnance/cluster munitions found as well as internal programme management issues.

#### **9.1.5 Cross fertilisation**

One of the more impressive elements of Norwegian People's Aid's programmes has been the investment in staff development and concept development. The regular monitoring missions initiated from Oslo are a small, but significant part of this, but it is also worth noting, and commending, Norwegian People's Aid for the effort it has put into the placing of well qualified (and trained) staff in other programmes – effectively training and developing national staff for international roles.

#### **9.1.6 Mine Detection Dogs**

The methodology development and training undertaken by Norwegian People's Aid that is described in more detail above, places the organisation in a leading position worldwide. Norwegian People's Aid has established a brand that has achieved a high level of quality and standardisation throughout all programmes. This allows Norwegian People's Aid dogs and handlers to be moved, if necessary, from programme to programme. This view on Norwegian People's Aid is supported by most stakeholders interviewed. They recognise Norwegian People's Aid's role in this area. A few stakeholders raise doubt as to whether the "rate on return on investments" on the Mine Detection Dogs and capacity built in this regard is proportionate to the results generated from these.

### **9.1.7 Norwegian People's Aid's international commitment to development of mine action**

Since its initial involvement in mine action in 1992, Norwegian People's Aid played a significant role in the process that led to the signing of the Mine Ban Treaty in 1997, by bringing its operational field experience into political involvement within the International Campaign to Ban Landmines. The organisation was a co-laureate of the 1997 Nobel peace prize and has retained its role as part of the core element of the International Campaign to Ban Landmines. Norwegian People's Aid currently provides several expert contributors, including the mine action editor, to the International Campaign to Ban Landmines' publication, the Landmine Monitor, which has become the *de facto* monitoring mechanism for the Mine Ban Treaty. More recently, this model has been utilised to be one of the major drivers leading to the recent signing of the Convention on Cluster Munitions, with a member of staff being allocated full time to support the process and the weight of Norwegian People's Aid's operational experience fully committed to the political process.

2009 brings the 10 year anniversary of the Mine Ban Treaty – and one where the first states are required to fulfil the commitments they made in Ottawa 10 years ago. Eleven States have already declared their compliance and Norwegian People's Aid has been a critical part in the process of one of these states - Malawi – where they contributed toward the completion goal. Norwegian People's Aid's involvements in Jordan will result in Jordan's completion well before their (extended) deadline of 1st May 2012. Norwegian People's Aid is also considering short term interventions to assist States who may well be able to achieve their deadlines with relatively little extra effort.

Norwegian People's Aid has also hosted several key meetings. A major meeting, with Norwegian People's Aid as part of the NGO perspective<sup>44</sup>, was held in Oslo in 2004 where the organisation hosted some of the key stakeholders to “*discuss and agree on best practises for improving cooperation and effectiveness in the conduct of mine action*”<sup>45</sup>. More recently, in 2008, Norwegian People's Aid called for and co-hosted (together with the Survey Action Center) a meeting held in Ljubljana in combination with the annual United Nations National Directors and Programme Managers meeting. The meeting was intended to discuss the application of land release principles – and in particular as a follow on to the Landmine Impact Survey.

A very strong relationship has been built with the Geneva International Centre for Humanitarian Demining. The Centre gains significant access to the field and operational programmes to gather data and run trials in support of research projects that are being undertaken, and Norwegian People's Aid gains access to a potentially large marketing tool through international publications and meetings.

## **9.2 Overall assessment of methodologies and techniques developed**

Norwegian People's Aid has been capable of living up to its stated objective of being a key player on the arena of technical methodological and policy develop-

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44 The NGO perspective is a group of 5 NGOs representative of the NGO mine action community, of which NPA is a core member

45 [http://www.landmineaction.org/resources/campaign\\_nairobi.pdf](http://www.landmineaction.org/resources/campaign_nairobi.pdf)

ment<sup>46</sup>. It has succeeded in keeping abreast of available technologies and contributing to the development of new technologies and methodologies which has been recognised in and come to the benefit of great parts of the Mine Action sector.

Equally, it is assessed that Norwegian People's Aid - through its internal monitoring system - has been good at looking critically at its own operations and at identifying procedures and equipment that have worked well and integrated the best elements into its programmes.

At the political level, Norwegian People's Aid's close linkages with the Norwegian government as well as civil society have allowed the organisation to, if not directly influence, but certainly form part of the informed debate around enormous political issues such as the Mine Ban Treaty and the Convention on Cluster Munitions.

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<sup>46</sup> Norwegian People's Aid. Mine Action Strategy, 2008.

## 10. Overall management issues

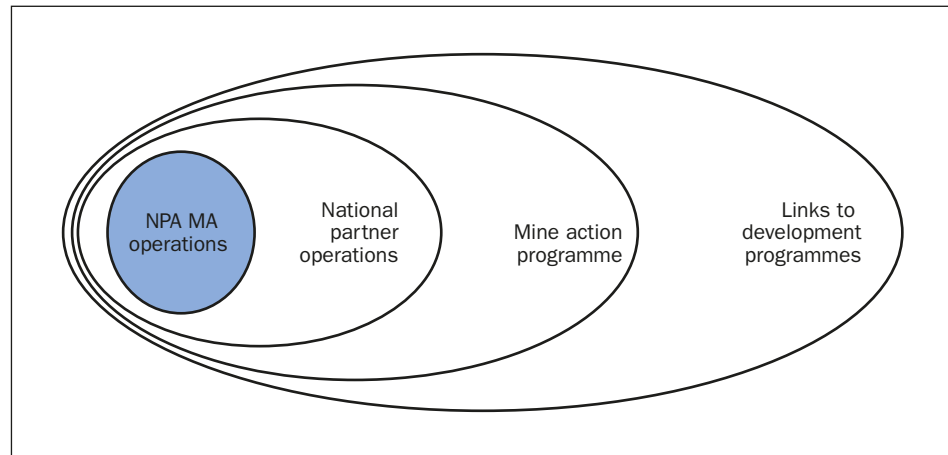
The evaluation team has looked into some management issues it considers relevant for the effectiveness and results of Norwegian People's Aid's mine action programmes. The team's observations in Sudan, Ethiopia and Jordan and interviews with senior management staff in Oslo have pointed to the following challenges that would be useful to address:

- The challenge of establishing coherence between the mine action programmes and the long-term development programmes of Norwegian People's Aid.
- Balancing centralised and decentralised management in the Mine Action Department.
- Consistent use of objectives, indicators and logical framework.

### 10.1 Coherence between Norwegian People's Aid's mine action and development departments

In Norwegian People's Aid's mine action programmes priority is given to maintaining close relations to other actors in the mine action sector such as national authorities and UN coordinating agencies. The team found little sign of the mine action programmes linking up to humanitarian or development players outside the mine action community, let alone the organisation's own development programmes. Linking up with development efforts is not a core priority of the Mine Action Department, even though Norwegian People's Aid as a whole has a strong development focus. This means that the Mine Action Department seldom looks beyond the boundaries of the mine action programme (as shown in the figure below). In countries where Norwegian People's Aid is also engaged in development programmes, this lack of contact is - at least from an outsider's view - rather surprising. The evaluation team finds that the impact of the mine action programmes could be significantly increased if the organisation chose to transcend this boundary and link up more closely with development actors in a systematic manner. This aspect could also be included in the capacity building of national authorities in mine action. A great potential could be unleashed by establishing closer cooperation with other departments of Norwegian People's Aid, and by using the information gathering through Task Impact Assessments and the Tech Base more effectively in programming. Norwegian People's Aid could also use its good relations with Geneva International Centre for Humanitarian Demining to draw on the research and guidelines on socio-economic aspects of humanitarian mine action.

**Figure 10.1: NPA Operations**



Source: *Evaluation of NPA HMA Project & Review of Ethiopia's MA Programme*, GICHD 2007

The marked difference in focus areas and programmatic approaches between the mine action programmes and the long-term development programmes of Norwegian People's Aid gives rise to challenges and unresolved issues in the cooperation between the two departments. This finding is partly based on the team's observations during country visits to Sudan and Ethiopia, where no close cooperation ties were seen between the mine action programmes and the long-term development programmes in the countries. Due to the different ways of operating with the mine action programmes being self-implementing and building close ties to authorities on the one hand, and the development programmes working through partner organisations with a civil society focus on the other, there seems to be very few opportunities for direct cooperation. From the evaluation team's interviews with the general secretary and the head of international department it appears clear that priorities in the development field will remain focussed on political processes and strengthening of civil society in accordance with Norwegian People's Aid's values and roots in the labour movement. In reality that means that the mine action programmes will need to look to other development actors in the areas to follow up with longer term programmes after suspected mine impacted areas have been cleared or released.

While mine action at headquarters level has been separated out as a department in its own right, the organisational setup in countries where Norwegian People's Aid is running both mine action and development programmes is still that on one organisation managed under a country office. The financial arrangement of channelling 10% of the programme budget for mine action to the country office as a contribution to the overall administration costs is not viewed very positively by mine action staff, as they do not see any administrative support coming in return. Instead the mine action programmes have seen it necessary to employ their own support personnel. At an administrative level, this has led to a duplication of administrative structures with potentially negative implications for cost-efficiency. There is also a risk that the cultural divide and weak cooperation between the two departments hamper Norwegian People's Aid's potential impact on the ground. One of the solutions proposed to the evaluation team by the management of the Mine Action Department is to strengthen the focus on management skills when country direc-

tors are recruited in order to secure that they can manage development and mine action programmes equally well.

The establishment of the Mine Action Department is fairly recent (from beginning of 2008) and it takes time to develop the culture and modus operandi of a new department. A structure with two deputy heads of department has been established to strengthen the management of the department and allow the head of department the time required to participate in the overall management team of the organisation. Moreover, a crosscutting working group is currently working on solving some of the issues related to the management and administrative capacities required to manage and support the wide range of activities in Norwegian People's Aid in the most effective manner. An internal evaluation of the new structure with the Mine Action Department conducted in June 2009 concluded that this structure should continue, although this was not a consensus decision.

## **10.2 Striking the balance: Centralised and decentralised management in the Mine Action Department**

In the process of establishing itself as a new department, the Mine Action Department is also looking into decision-making structures and management roles. For example, in countries where Norwegian People's Aid has a country director, the lines of command between the mine action management in Oslo and mine action programme staff needs to be clarified in relation to the management role of the country director. At the same time, the Mine Action Department might need to look into the balance between centralised decisions and delegated management to programme managers.

At the country level, each programme varies significantly from one country to another. They rely significantly on the country programme manager. Guidance is given to a certain degree from the desk officers in Oslo, but often the desk officer's role is to resolve the day-to-day issues that country programmes encounter.

The mine action programme in Angola suffered from lack of leadership for a number of years and as a result lost significant relevance and efficiency during this period. It might be considered that Norwegian People's Aid has exposed itself to excessive risk because of over-delegation without having tighter controls in place.

Since the instigation of monitoring missions several years ago, Norwegian People's Aid Mine Action has strengthened its internal monitoring mechanism significantly. They now have regular planned missions to assess and evaluate country programmes and to draw lessons for other programmes.

The intention is that every programme is visited at least every two years for a detailed analysis of the programme. Staff are taken from other programmes and headquarters and spend a week visiting the programme and review all aspects of its work. Generally this has proved to be a very commendable element of Norwegian People's Aid's work. It provides a clear demonstration of the coordination, harmonisation and *de facto* knowledge management within the mine action department of Norwegian People's Aid.

### 10.3 Consistent use of objectives, indicators and logical framework

The matrix in Annex V provides an overview of the long-term and immediate objectives in the different country programmes. In a number of countries, the objectives have changed over time. In these cases, the table provides what the evaluators find to be the most important objectives.

As can be seen in the table, the long-term objectives in most countries relate to one or more of the following: a) reducing the threat of mines and Unexploded Ordnance; b) facilitating the return of displaced people to land; c) contributing to broader development processes; and d) assisting the recipient government in fulfilling its obligation in relation to the Mine Ban Treaty. The immediate objectives cover a range of areas such as land clearance, capacity-building, linking technical clearance and socio-economic impact, nationalising programmes, and facilitating rehabilitation of social and economic infrastructure.

The overview of objectives reveals that there is a challenge in achieving consistency in the way objectives are formulated and a meaningful distinction made between short and long-term objectives. Moreover, there is a tendency to formulate immediate objectives as activities. This inconsistency makes it difficult to assess performance vis-à-vis goals. Furthermore, Norwegian People's Aid Mine Action has generally not formulated indicators to help determine whether objectives have been reached. The draft of the new Mine Action Strategy from December 2008 includes some suggested indicators for immediate and long-term objectives to be applied in all programmes.<sup>47</sup> The evaluation team finds, however, that there is still some way to go before a consistent system and terminology is in place and it is internalised and used in all programmes.

Progress reports from mine action programmes indicate a fairly satisfactory level of achievement the output-oriented objectives described above. These reports are usually written by operation-oriented technical personnel and hence address the tangibles, i.e. mines cleared and training courses held. Longer-term perspectives are generally not addressed. More outcome-oriented objectives with indicators may have resulted in a more nuanced assessment. The Mine Action Department might like to consider reviewing the programme management system in general and the consistent use of logical framework tools and terms in particular.

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<sup>47</sup> NPA Strategy on Mine Action, Draft 2008

## 11. Conclusions, recommendations and lessons learnt

In the following, we present our overall assessment of mine action programmes of Norwegian People's Aid followed by our conclusions and recommendations in relation to each of the themes assessed in this evaluation:

- landmine surveys and assessments,
- humanitarian demining (manual, mechanical and using mine detection dogs),
- cooperation with and capacity building of relevant national authorities/local personnel,
- development of new methodologies and techniques for mine action projects, and
- overall management issues.

Following that we present an overall assessment of the conclusions in relation to the evaluation criteria: Relevance, effectiveness, efficiency, sustainability and impact.

### 11.1 Overall assessment of Norwegian People's Aid in Mine Action

Norwegian People's Aid is one of the leading organisations worldwide within mine action, covering a range of different components:

- Surveying and assessments
- Operational mine clearance programmes
- Capacity building of national authorities and partners
- Development of new techniques and methodologies
- Advocacy

It is a strength that Norwegian People's Aid, as one of very few organisations, is active within these different areas which are often mutually reinforcing and synergistic. Furthermore, it strengthens the credibility of the organisation towards the international mine action community as well as the national authorities and partners in the countries where Norwegian People's Aid is operational.

### 11.2 Landmine surveys and assessments

This evaluation has found that the application and development of a variety of surveying tools has increased the effectiveness and efficiency of many of Norwegian People's Aid's operations. The organisation's ways of combining technical and non-technical surveys and apply the Task Impact Assessment methodology have led to effective solutions adjusted to the specific context of a given country. In addition, the introduction of the Land Release Concept has in most cases reduced the Suspected Hazardous Areas and hence focussed the use of resources on



significantly smaller areas than prior to the introduction of the Land Release Concept. Norwegian People's Aid has clearly demonstrated world class competency in continuously refining and improving the survey tools and combining them in effective ways.

The evaluation team finds that the **Task Impact Assessment** approach developed by Norwegian People's Aid is potentially a highly effective instrument for assessing the impact of mine action programmes, but that it is currently not being utilised to its full potential. Integration of participatory rural appraisal methods, rights based analysis, and gender-sensitive survey methods and indicators, could potentially enhance the documentation of impact to a level not seen in many other organisations. Involving more staff with socio-economic expertise would no doubt facilitate this process.

In relation to **Land Release**, Norwegian People's Aid has taken a leading and innovative role in seeking to constantly improve the methodology to enhance the quality and pace of land released. This evaluation found that the organisation is doing this with considerable success and has gained respect from the national authorities in the programme countries and in the mine action community at large. The evaluation team observed examples of the achievements in land released in Jordan, Sudan and Ethiopia. Supported by the research work undertaken by the Geneva International Centre for Humanitarian Demining, there is no doubt that Norwegian People's Aid represents world class capacity in this field.

As outlined above, a more stringent use of TIA will help to improve and document the socio-economic impact of many of the mine action programmes. The team **recommends** that the mine action programmes more directly integrate mine action operations with development interventions where possible. It furthermore **recommends** that the TIA method could be strengthened by integrating elements of applied socio-economic methodologies such as Participatory Rural Appraisal (which is e.g. used by the Norwegian People's Aid's own Relief and Emergency Response programme in South Sudan).

One way to improve identification and design would be to use TIA more systematically at an earlier stage and to ensure that the data produced by the TIA are appropriate for use in setting priorities and direction in the design phase. The team **recommends** that socio-economic expertise be brought in to improve the use of TIA and other tools to ensure that the right kind of information is collected to make adequately informed decisions in this phase.

### 11.3 Humanitarian demining tools

Norwegian People's Aid is one of the leading actors in the mine action community, well respected and with a globally recognised brand. The organisation applies a "toolbox" approach to mine clearance for humanitarian purposes. This may be a combination of one or more technologies or concepts and can include: manual mine clearance, mechanical systems and mine detection dogs. In addition, survey techniques are important to assist in focussing the resources on those areas where they are most needed.

The majority of programmes analysed by the team showed Norwegian People's Aid to not only be a leader with regards to the integration of several different types of technologies, but also an organisation keen to share its understanding with the mine action community. This has been demonstrated through not only its own commitment to internal development and lessons learnt, but through its commitment to being part of a broader contribution to improving mine action through membership and contribution to concept development groups within the mine action community.

The evaluation team has found that Norwegian People's Aid's mine action programmes in the three countries visited are highly effective in releasing and clearing land. Programme reports document reductions of suspected areas by thousands of square meters, thereby allowing programmes to focus expensive resources on actual clearing of much smaller areas than previously anticipated. This obvious and very visible progress is appreciated by the national mine action authorities in the three countries as the likelihood of meeting their Mine Ban Treaty obligations on deadline has been significantly improved. In particular, the team found that Norwegian People's Aid's direct support and encouragement and support to Jordan has clearly contributed to the adoption and implementation of the Mine Ban Treaty by both Iraq and Kuwait, two of the three most recent States to accede to the Treaty (both in 2008). It was also found that the application of approaches and tools in Sudan and Ethiopia has been skilfully adjusted to the context and the capacity present at local and national level.

As regards the effectiveness of Norwegian People's Aid mine action, the three programmes where detailed analysis was undertaken have all by and large been able to achieve the objectives set. Analysing the efficiency of the three programmes visited was more difficult due to significant variance in programmes, but based on the evidence seen by the team; it appears that the innovation and willingness to experiment has resulted in significant benefits to the efficiency of the organisation. The team found that overall comparable data on effectiveness of the mine action did not exist in Norwegian People's Aid's database, and it is **recommended** that the documentation of results is improved and systematised in order to give justice to the good results achieved in the mine action programmes.

One area, however, where the team was concerned about Norwegian People's Aid's efficiency, was the Global Training Centre in Bosnia, where we found that there are serious concerns about the viability of the project. The team **recommends** that a review and business plan be developed to safeguard the sustainability of this important centre.

#### **11.4 Cooperation with and capacity building of relevant national authorities/local personnel,**

The overall analysis of the 14 Norwegian People's Aid Humanitarian Mine Action country programmes shows that the programmes in general have achieved or will achieve their capacity building objectives. Thus, the evaluation team finds that the interventions, to a large extent, have fostered development of local capacities.

In Sudan, the capacity of Norwegian People's Aid's own national staff is being developed through formal training and on-the-job training, and they benefit from the income they gain from the programme. There is a progressive transfer of responsibilities in the programme from international to national staff in all departments, and with the exception of the Programme Management, all other international staff are in advisory positions.

In Ethiopia, the evaluation team finds that new competence and capacity have been built in Ethiopian Mine Action Office with respect to both components of the project: Technical Survey and Mine Detection Dogs. These new capacities are used effectively in the field and complementary to Ethiopian Mine Action Office's other assets; and while the agency still faces some dependence on outside technical support, this is expected to be overcome in the ongoing extension of the programme. While Ethiopia Mine Action Office envisions that *"the human capital created in EMAO Programme could assist neighbouring countries and any other mine affected state to tackle problems related to land mines"* once the mine problem in Ethiopia is solved, the evaluation team would have liked to see a strategy or business plan for the Ethiopia Mine Action Office capacity and assets - not least for the Entoto Training Centre - as documentation for future relevance and sustainability of the investments of Norwegian People's Aid. It is hence **recommended** that a business plan, including a financial plan is carried out to safeguard and document the sustainability of capacity and assets.

When it comes to Jordan, the close partnership between National Committee on Demining and Rehabilitation and Norwegian People's Aid and the strong ownership taken by the National Committee on Demining and Rehabilitation in Jordan are very positive factors for future sustainability of technical skills and organisational competencies. Following Norwegian People's Aid's exit, the National Committee on Demining and Rehabilitation will be left with a high level of capacity. The question is what purpose the capacity is relevant for, and how relevant it is to sustain this capacity once the programme has been finalised. The evaluation team finds it fair to ask: given the risk of this capacity becoming redundant, has it been a good investment?

Based on the lesson learnt from Jordan, it is **recommended** that an overall strategy for capacity building including the need for sustained capacity in countries where Norwegian People's Aid plans to pull out in the foreseeable future. In **Jordan**, the team also **recommends** that a process towards closing down the Amman office be initiated and that clarity of funding to distinguish between advocacy, operations and capacity development be improved.

### **11.5 Development of new methodologies and techniques for mine action projects.**

One of the more impressive elements of Norwegian People's Aid's programmes has been the investment in staff development and concept development.

It is the clear impression of the evaluation team - through own observations and interviews with stakeholders - that Norwegian People's Aid has been at the forefront

of much of the methodological development, which has also been a stated objective of the organisation. Norwegian People's Aid has since it started its mine action activities focused on becoming a leading actor and catalyst of global co development, both technically and politically, to ensure an efficient and realistic attempt at reaching an end state of the global mine problem.

The methodology development and training undertaken by Norwegian People's Aid places the organisation in a leading position worldwide. Norwegian People's Aid has established a brand that has achieved a high level of quality and standardisation throughout all programmes.

Since its initial involvement in mine action in 1992, Norwegian People's Aid played a significant role in the process that led to the signing of the Mine Ban Treaty in 1997, by bringing its operational field experience into political involvement within the International Campaign to Ban Landmines.

Norwegian People's Aid has been capable of living up to its stated objective of being a key player on the arena of technical methodological and policy development<sup>48</sup>. It has succeeded in keeping abreast of available technologies and contributing to the development of new technologies and methodologies which has been recognised in and come to the benefit of large parts of the Mine Action sector.

Equally, it is assessed that Norwegian People's Aid - through its internal monitoring system - has been good at looking critically at its own operations and at identifying procedures and equipment that have worked well and integrated the best elements into its programmes.

At the political level, Norwegian People's Aid's close linkages with the Norwegian government as well as civil society have allowed the organisation to, if not directly influence, but certainly form part of the informed debate around enormous political issues such as the Mine Ban Treaty and the Convention on Cluster Munitions.

Norwegian People's Aid is a strong and vocal actor in international advocacy and public debate on demining. There is no doubt that the combination of Norwegian People's Aid's concrete experience from the field, and Norway's central role in humanitarian diplomacy, gives high credibility when Norway speaks out on mine action and Mine Ban Treaty issues. The evaluation team has moreover found that Norwegian People's Aid's contribution to international advocacy to strengthening the rights of civilians to protection against landmines, and to encouraging still more countries to sign the Mine Ban Treaty is commendable.

## **11.6 Overall management issues**

The evaluation team has highlighted issues related to organisational coherence and programme management that in different ways stand in the way of the full realisation of Norwegian People's Aid's potential. They include

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<sup>48</sup> Norwegian People's Aid. Mine Action Strategy, 2008.

- The challenge of establishing coherence between the mine action programmes and the long-term development programmes of Norwegian People's Aid.
- Balancing centralised and decentralised management in the Mine Action Department.
- Consistent use of objectives, indicators and logical framework.

The team **recommends** that the Mine Action Department initiate a process of organisational review and renewal with the objective of establishing a management structure fitting the large organisation the department is today. This organisational review should build on the **lesson learnt** that coherence with the development programmes is not easy due to different focus areas and clarify potentials for cooperation and synergies in that context. It should also consider the **lesson learnt** regarding the dominance of operational technical staff in the mine action programmes and explore ways of strengthening humanitarian and socio-economic competencies.

It is moreover **recommended** that managers with a socio-economic background be added to the programmes in addition to the managers having a technical mine clearance background. At what management level these managers should be added will depend on where in the life cycle a particular programme finds itself.

As part of the organisational review, the team also **recommends** that the management and decision-making structure is reviewed and adjusted between headquarters and field, and between mine action staff and country directors. In order to mitigate the anomaly between a separate mine action department at headquarters and a united organisational structure in the field, Norwegian People's Aid might need to review and adjust the profiles of country directors to include more management and programme expertise.

Finally, it is **recommended** that the entire system of objectives, indicators and logframe formats used in the Mine Action Department is improved in terms of consistency and quality at all levels and that all staff are trained accordingly. At the country level, the Sudan example shows that a coherent system and hierarchy of strategies and other directional documents would improve clarity of programme direction and focus.

### 11.7 Conclusions in relation to evaluation criteria

The evaluation of Norwegian People's Aid's activities against the evaluation criteria is summarised below and illustrated in the figure below.

**Relevance:** The evaluation team finds that the core elements of Norwegian People's Aid's mine action programmes reflect the organisation's commitment to assist countries in the implementation of the Mine Ban Treaty, and the Norwegian People's Aid programme objectives must be said to be in full alignment with the treaty.

It is the assessment of the evaluation team that Norwegian People's Aid has been and is contributing significantly to the international work to strengthening the rights of civilians from unacceptable risks related to landmines, cluster munitions and

other Explosive Remnants of Wars. As such, Norwegian People's Aid 's efforts must be considered highly relevant for the promotion of the Mine Ban Treaty.

Based on the findings in the different programmes outlined below, the evaluation team finds that Norwegian People's Aid makes concrete and successful efforts to align its programmes and operations with the policies of the partner countries. Also the evaluation team finds that Norwegian People's Aid's activities are relevant in relation to poverty reduction and gender equality aspects.

Overall, Norwegian People's Aid 's interventions are coherent with the international conventions and obligations and priorities of the relevant national governments.

The weaker aspects of Norwegian People's Aid 's interventions in terms of relevance to Norwegian /international policies are that the aims of contributing to participation of affected populations, socio-economic analysis in connection with the support, the impact of mines on human rights, and gender aspects are not sufficiently considered. If all these aspects are taken into account in a systematic way, and if links are established to development actors, the prospects of an improved assistance that maximises desired impact of the direct mine action will be enhanced.

Norwegian People's Aid's interventions are relevant in terms of need, as mines and Unexploded Ordnance generally have a significant negative societal impact and can be highly disempowering.

**Effectiveness:** The assessment of effectiveness is hampered by the lack of consistency in the way objectives are formulated and the lack of indicators at objectives level in Norwegian People's Aid. The organisation's own progress reports and reports to donors indicate a fairly good level of achievement of short term objectives, whereas the contribution to long term objectives is less specified.

Most long-term objectives include intentions of 'facilitating return' or 'contributing to improved living conditions', whereas there is little sign of Norwegian People's Aid doing anything substantial to fulfil such objectives in practice.

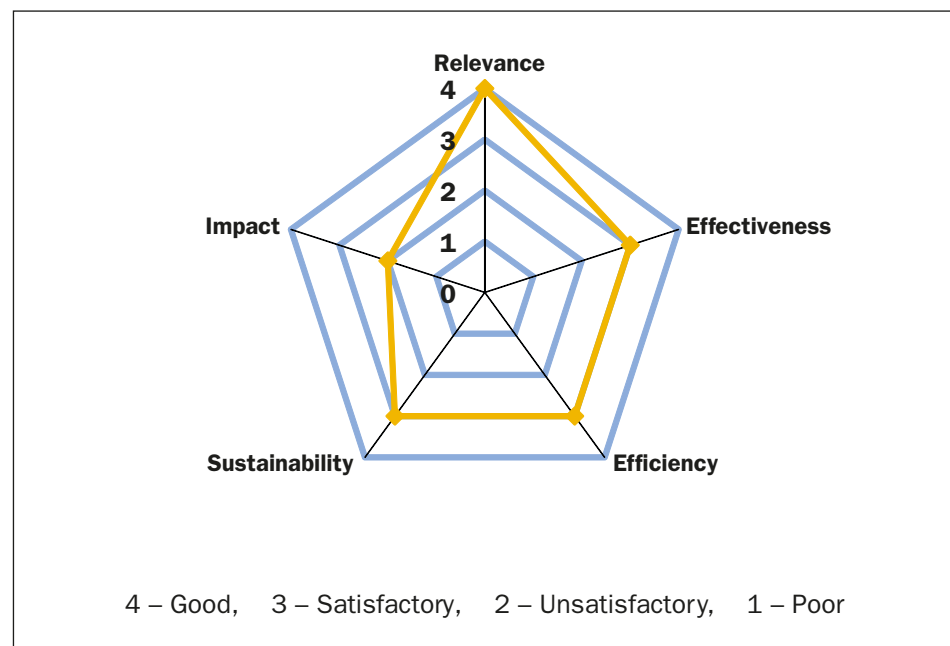
**Efficiency:** Norwegian People's Aid mine action programmes tend to deliver quality focussed solutions rather than "cheap" solutions. Results on the ground generally appear to be very solid and professional, although it might have been possible in some instances to obtain a similar result (with perhaps some sacrifice to quality) for lower cost. The main issue needing consideration at management level within the organisation is the level of funding that the Mine Action department and programmes are required to contribute to the organisation as a whole and the benefits resulting from this.

Norwegian People's Aid Mine Action claims to have a focus on linking development with mine action, yet actions on the ground do not support this principle, despite a large potential for synergies within 'the big' Norwegian People's Aid.

**Sustainability:** Norwegian People's Aid is very conscious about the 'end state' that it wishes to reach before exiting a country and usually does not leave until a given country has fulfilled its obligations vis-à-vis the Mine Ban Treaty. The question arising is what amount of capacity will be required in a post-clearance situation. There is a risk that national mine action authorities are left with an 'over-capacity' and a big challenge of financial sustainability.

**Impact:** There is a discrepancy between Norwegian People's Aid's rhetoric on the importance of socio-economic impact and the actual work done to ensure and document high socio-economic impact in the areas of operation. The organisation has developed a rather unique methodology - the Task Impact Assessment - to cater for socio-economic aspects of prioritisation and keep track of the impact during and after operations in a particular area. The way the Task Impact Assessment is used varies quite a lot from country to country, and often the reporting on socio-economic impact achieved by the programmes is surprisingly limited or non-existent.

**Figure 11.1: Assessment against evaluation criteria**







# Annexes





# Annex I

## Terms of Reference

### Evaluation of the Humanitarian Mine Action Activities of Norwegian People's Aid

#### 1 Background and Description of the Evaluation Objective

##### 1.1 Background

The humanitarian consequences of landmines resulted in the mobilisation of states, NGOs, and individuals towards a ban of the use of landmines during the 1990s. Norwegian People's Aid (NPA) played an active role in the mobilisation that led to the adoption of the Mine Ban Convention<sup>49</sup> in 1997. Today 155 countries have signed the convention.

The convention commits member states to “put an end to the suffering and casualties caused by antipersonnel landmines”. Their obligations fall under two broad headings: those that prevent future landmine problems and those that aim to solve the existing landmine problem. The latter referring to the successful implementation of Article 5 of the Mine Ban Convention: “Destruction of anti-personnel mines in mined areas.”

Norway was one of the first countries to sign the Mine Ban Convention in 1997 and has played a central role in its implementation since it entered into force in March 1999. Norway has also been one of the largest donors, providing an annual average of 200 million Norwegian Kroner (NOK) a year since 1997, mainly to support mine clearance and victim assistance activities.

Norwegian NGOs are important collaborating partners for the Norwegian Ministry of Foreign Affairs (MFA) in its implementation of the Mine Ban Convention. NPA is today MFA's main partner in this work. During the period 1999-2007, MFA has allocated more than NOK 700 millions to NPA's humanitarian mine action activities worldwide. It is now considered timely to take a closer look at how NPA has developed and implemented its mine action interventions during the above-mentioned period and whether any changes are called for.

##### 1.2 Norwegian People's Aid

Norwegian People's Aid<sup>50</sup> is a humanitarian organisation formed in 1939, which, since 1992, has become one of the largest NGOs, involved in humanitarian mine, action worldwide. NPA is currently undertaking mine action programmes in 12

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49 The Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction.  
50 Norsk Folkehjelp.

countries, Angola, Bosnia, Cambodia, Croatia, Ethiopia, Jordan, Laos, Northern Iraq, Serbia, Sri Lanka, Sudan and Vietnam. The programme in Mozambique was closed after 13 years of operation in December 2006, and an emergency programme in Lebanon was set up in October the same year. NPA is or has been engaged in shorter programmes in Malawi, Rwanda and Zambia. One of the key elements of NPA's mine related efforts at country level is the transfer of competence to local structures in the affected country.

At the international level, NPA is participating actively in the political efforts to maintain a political focus on the problem of anti-personnel landmines and ERW (Explosive Remnants of War). NPA is a member of the Co-ordination Committee of the ICBL<sup>51</sup>, in the Core Group of the continuing Landmine Monitor initiative, and actively engaged in the Cluster Munitions Coalition (CMC).

### **1.2.1 Humanitarian Mine Action**

Humanitarian mine action as implemented by NPA, encompasses the following elements:

- Survey (Landmine Impact Surveys, general, technical)
- Manual demining (manual deminers clearing the land with landmine detectors, prodders etc)
- Mine detection dogs (MDD)
- Mechanical demining
- Advisory roles (advocacy and training of national authorities)
- Technical assistance (supporting the technical capacity of national authorities)
- Mine risk education (mostly as part of survey work and to a limited degree)
- Political, as part of the global fight against landmines and cluster munitions
- Political/ technical, as part of the global efforts to increase efficiency, effectiveness and quality of operations
- Management structures and processes; strategies and planning, monitoring & evaluation

### **1.2.2 Land Release Concepts**

Today a major portion of time and resources are being used on clearing areas where no mines are found. This is largely due to the fact that general and impact survey tend to overestimate the extent of contaminated areas and sometimes record suspected areas that turn out not to contain explosive threats.

To mitigate and correct this long-lasting trend, NPA is currently in the process of developing new methods and approaches to demining. NPA argues that land can be released through three different actions:

- Cancellation – the process in which an area is released based on information gathered and analysis only. No mine clearance tools are used in this process.
- Reduction – the process in which one or more mine clearance tools have been used to gather information about the presence/absence of mines. The method is used to increase NPA's confidence that there are no mine threats in the area.

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51. The *International Campaign to Ban Landmines* (ICBL) is a network of more than 1200 non-governmental organizations in 60 countries, working for a global ban on landmines.

The tools/methods used are not recognised as a full clearance method according to international and national standards for mine action.

- Clearance – the procedures in which one or more mine clearance tools are used to (physically) clear an area, defined as “full clearance” according to international and national standards for mine action.

NPA is currently working with operators, national authorities and international institutions in order to develop frameworks under which area cancellation and area reduction become fully accepted as legitimate methods for releasing land previously considered suspect.

## **2 The Evaluation Purpose, Questions, Scope and Methodology**

### **2.1 Purpose**

The purpose of this evaluation is:

- To provide information about the results of NPA’s humanitarian mine activities; and
- To outline lessons that can be used in future identification, design, and implementation of humanitarian mine activities.

The main users of the findings of the evaluations will be MFA, NPA, Norad and other stakeholders who have direct or indirect interest in design and implementation of demining activities as well as beneficiaries in the partner countries. In this context, *MFA* refers to its officials and the Norwegian Embassies in countries with demining operations. *NPA* refers to its officials in Oslo and in country programmes. In addition, the *stakeholders* include governmental partners and other partners (local and international) involved in demining activities. *Beneficiaries* include individuals, communities, and relevant local and national institutions that benefit directly or indirectly from the interventions.

### **2.2 Objective and Scope**

The main evaluation objectives are to:

- Assess NPA’s humanitarian mine actions, both at country and international level in achieving intended outputs and outcomes.
- Based on findings and conclusions identify lessons learned and give operational recommendations that are relevant for current implementation and future programming of NPA’s humanitarian mine activities.

To fulfil its purpose and objectives the evaluation should cover – but not necessarily be limited to – the following main components of NPA’s humanitarian mine actions:

- landmine surveys and assessments
- humanitarian demining (manual, mechanical and by using mine-detection dogs)
- cooperation with and capacity building of relevant national authorities/local personnel
- development of new methodologies and techniques for mine action projects

The evaluation will use all information documented in earlier reports and evaluations, together with data collected in this evaluation to measure the outputs and outcomes. *Field-studies* to two countries where NPA has been engaged in humani-

tarian mine actions (possible Mozambique and Jordan), are envisaged in this evaluation. The time for the analysis will be from 1999 i.e. from the time the Mine Ban Convention was put into force, up to date.

The evaluation shall be limited to activities financed by MFA under the Norwegian bilateral assistance. Assistance delivered through the multilateral channels shall be outside the scope of this evaluation.

### **2.3 Evaluation Criteria**

The evaluation will apply the evaluation criteria of relevance<sup>52</sup>, effectiveness<sup>53</sup>, sustainability<sup>54</sup> and efficiency<sup>55</sup>. To the extent possible, aspects of impact<sup>56</sup> should also be included.

The evaluation will document the degree and the manner in which NPA's humanitarian mine activities has been:

- **Relevant** in relation to:
  - The International Mine Ban Convention and other codes and guidelines related to international humanitarian demining activities.
  - Partner countries' needs and priorities as expressed in national recovery and development strategies and/or other relevant documents.
  - Crosscutting issues related to gender; e.g. to what extent are both women and men included in landmine surveys, assessments and training?
- **Effective, resulting in desirable outputs and outcomes.** To what extent are the objectives of the intervention achieved? The assessment may cover, but should not be limited to the following issues:
  - To what extent is the release of land according to planned objectives? How has NPAs work to develop a new approach to land release been integrated in country level work?
  - To what extent are the interventions fostering development of local capacities?
  - To what extent are activities previously hindered by landmines, in operation?
  - What can be done to make the interventions more effective?
  - To what extent is NPA making use of previous experiences in planning and implementation of new interventions?
- **Sustainable in terms of capacity building and advocacy activities**
  - At the host country level the question is the extent to which the operations have led to development of national organisational capacity that is technically equipped to handle the domestic mine clearance problems in the absence of NPA. This requires assessment of responsiveness to local concerns, local ownership and participation in design and implementation of the NPA activities, and an assessment of the capacity of the host countries

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52 Definition of relevance: "The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies" (Glossary of Key Terms in Evaluation and Results Based Management, OECD/DAC).

53 Definition of effectiveness: "...an aggregate measure of (or judgement about) the merit or worth of an activity, i.e. the extent to which an intervention has attained, or is expected to attain, its major relevant objectives" (ibid.).

54 Definition of sustainability: "The continuation of benefits from a development intervention after major development assistance has been completed" (ibid.).

55 Definition of efficiency: "A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results" (ibid.).

56 Definition of impact: "Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended" (ibid.).

to take full advantage of the NPA assistance. In cases where capacity is lacking, identify the extent the NPA mechanisms can be supplemented by specific provisions for developing and strengthening capacity of the national ownership.

- At the international level, this requires an assessment of the NPA activities such as: Promotion of public debate on de-mining policy issues, promotion of policy dialogue; sharing of information between donors and their partners, promotion of inter-agency coordination, both the multilaterals and the bilateral donors, harmonisation of donor efforts, promotion of participation of civil society in the policy dialogue
- **Efficient** compared to alternative ways of delivering assistance in the identified activities. Were there any lower-cost options that could have achieved similar results? Addressing these issues requires assessment of the process, organisation, management, monitoring systems employed and the performance of MFA and partner country authorities. Of importance in this context is also to examine the coherence and complementarities between the activities and the coherence with other Norwegian or international humanitarian and/or development assistance programs in the partner countries.
- **Resulting in impacts** (intended or unintended). Discuss possible long-term impacts of the interventions e.g. to what extent has the living condition of the mine-affected population improved?

It is expected, that the evaluation will analyse the political, social and institutional contexts in which NPAs humanitarian mine activities operates. In particular, the evaluation will document the performance of MFA and the partner country, where it is considered a decisive factor in determination of the outcomes and to the extent possible, the impacts identified in this study.

For the activities in progress, the evaluation will answer the above questions based on assessment of the design, features, and implementation of the current programs, and the likelihood of the outcomes in the near future. The analysis will outline lessons that are useful for result-oriented implementation and future programming of NPAs humanitarian mine activities.

## **2.4 Methodology**

It will be part of the assignment to develop a detailed methodological framework to ensure an objective, transparent and impartial assessment of the issues to be analysed in this evaluation as well as ensuring that the learning element of the evaluation is met.

Nonetheless, the following methods should at a minimum, be considered:

- Document analysis (relevant policies and other regulatory documents, programme documentation, previous evaluations, etc.).
- Interviews of key stakeholders (NPA (HQ and country offices); MFA, Norad, partner countries authorities and organisations).
- Comparative analysis of NPA and similar programmes and modalities based on existing evaluations and studies during the time period 1999-2007.

It is important that the consultants collect data and are explicit about which benchmarks are used when assessments are made about NPA's humanitarian mine activities. Without a clear sense of benchmarks or comparators it is difficult to assess what performance can reasonably be expected of NPA, and which improvements should be made in the future

The final choice of case countries will be made in consultation with the client during the inception phase of the evaluation. The country cases selected should represent different geographic regions and illustrate different contexts and ways of working including the time/length of NPA's interventions in the country and modalities for collaboration with national governments and other actors.

*Guiding principles:* Triangulate and validate information, assess and describe data quality in a transparent manner (assess strengths, weaknesses, and sources of information). Data gaps should be highlighted. Assessments shall be based on factual findings and findings shall be based on reliable and credible data and observations.

#### **2.4.1 Data collection**

The evaluation team is responsible for data-collection. Access to archives will be facilitated by MFA and NPA.

The evaluation team might consider using national consultants/research assistants in data collections for assessments on achievements at outcome/impact level.

Validation and feedback workshops shall be held in the two case countries before departure, involving those that have provided information, and others who are relevant.

Where relevant, gender shall be accounted for in the report, in the data collection, the analysis and the findings and recommendations.

### **3 Organisation and requirements**

#### **3.1 Evaluation Team**

The evaluation team will consist of a minimum of three persons, and will report to Norad through the team leader. The team must have the following qualifications:

##### *Team leader*

- Proven successful team leading; the team leader must document relevant experience with managing and leading evaluations.
- Advanced knowledge and experience in evaluation principles and standards in the context of international development.
- Experience in reviewing principles and standards in the context of humanitarian responses.

##### *Team as a whole*

- Competence and expertise in demining, experience in evaluation and/or research of such programmes



- Expertise on global humanitarian architecture, working principles and instruments
- Knowledge of Norwegian development cooperation policy and instruments.
- Knowledge about relevant countries/regions and cultural contexts.
- To the extent possible, regional experts who are mastering relevant expertise should complement the team.
- Gender balances in the team is an asset.
- Languages: English, Norwegian and other relevant language for possible case countries.

### **3.2 Organisation**

An independent team of consultants will carry out the evaluation. The Evaluation Department (Norad), will issue the contract according to standard procurement procedures. Evaluation management will be carried out by the Evaluation Department. The Team Leader shall report to the Evaluation Department on the team's progress on a regular basis, including any problems that may jeopardize the assignment.

The team is entitled to consult widely with stakeholders pertinent to the assignment. All decisions concerning ToR, inception report, draft report and reports are subject to approval by the Evaluation Department. A stakeholder group will be established, chaired by the Evaluation Department, to advice and comment on the evaluation process and the quality of products. The evaluation team must take note of the comments from stakeholders. Where there are significantly diverging views between the evaluation team and stakeholders, this should be reflected in the report.

### **3.3 Budget**

The evaluation is budgeted with a maximum input of *45 consultant person weeks*, excluding possible national research assistants/enumerators. The tender shall present a total budget with stipulated expenses for field works planned and other expenses envisaged. The budget and work plan should allow sufficient time for feedback and presentations of conclusions and recommendations, including preliminary findings to relevant stakeholders in the countries visited and a presentation of the report in Oslo.

### **3.4 Timetable**

<b>ACTIVITY</b>	<b>DEADLINE</b>
Announcement of tender	05.09.08
Deadline for submission of tenders	23.10.08
Contract signature	17.11.08
Inception Report	15.12.08
Draft Final Report	25.05.09
Final Report	06.07.09
Printing, distribution	August 2009
Presentation Seminar	September 2009

### 3.5 Reporting

The Consultant shall submit the following reports to Norad's Evaluation Department:

1. An *inception report* providing an interpretation of the assignment. This includes a detailed description of the methodological design to be applied such as sampling strategies, methods of investigation and data collection, and analytical approach. The system of quality assurance shall be described and the competence for this work documented in the team/tender. The inception report should include an assessment of relevant programmes and modalities for the comparative analysis. The inception report should be of no more than 15 pages excluding necessary annexes. The inception report will be subject to discussions within the stakeholders group and to the approval of Norad's Evaluation Department.
2. A *draft report* presenting the preliminary findings. The draft report shall be subject to discussions with the stakeholders.
3. Within three weeks of receiving the stakeholders' comments on the draft report, a *final report* shall be submitted to Norad's Evaluation Department for approval. The final report shall include the conclusions and recommendations, as well as an Executive Summary. The final report should not exceed 60 pages, excluding annexes. The evaluation report must be presented in a way that directly enables publication. For more specifications regarding the final report, see Annex 3 Guidelines for Reports.

All reports shall be written in English. The Consultant is responsible for editing and quality control of language.

The evaluation team is expected to adhere to the DAC Evaluation Quality Standards<sup>57</sup> as well as the Norad Evaluation Guidelines.<sup>58</sup>

Any modification to these terms of reference is subject to approval by the Norad Evaluation Department.

## Annex 1

### Specifications for preparing technical proposal

Technical proposal not exceeding 15 pages should provide the following information:

#### *Competence -Qualifications and technical competence*

The technical proposal should provide:

- Information about the experience and technical competence of the tenderer firm, its sub contractors (where relevant), and the evaluation team to demonstrate that they satisfy the qualification and competence requirements specified in the ToR for this evaluation.
- A summary of the competencies of the team members shall be provided in a tabular form as follows:

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57 See: <http://www.oecd.org/dataoecd/43/54/35336188.pdf>

58 See: [http://www.norad.no/default.asp?V\\_ITEM\\_ID=5704](http://www.norad.no/default.asp?V_ITEM_ID=5704)

Evaluation Team					
	Leader	Member	Member	Member	Member
Name					
Affiliation (Main employer)					
Country					
<b>Competence</b>					
Academic					
Discipline					
Evaluation					
Sector					
Development					
Cooperation					
Country/region					
Other					
Language fluency					
English					
Norwegian					
Other					

- Detailed CVs should be attached in the annex to the tender.

#### *Approach and methodology*

- The tenderer's understanding of the purpose, role and subject matter of the assignment.
- The proposed research strategy, design for the study, methodological choices, strategy with respect to concretisation of the issues, and as far as possible indicators and data sources to be used to answer the main questions posed in this evaluation.
- Tenderers are invited to make well founded comments or alternative suggestions where relevant to methodological specifications, evaluation issues and questions outlined in the ToR.

#### *Quality assurance system*

- A description of the tenderer's quality assurance system to ensure that the assignment will be performed in accordance with the technical proposal and plans outlined in the tender. The description should outline the tenderer's policy concerning control of scientific quality of the deliverables, together with routines with respect to document control, reporting of deviations from agreed plans and corrections thereof, auditing of inputs, communication with the client, and competence development of its staff.

### *Price*

The tenderer shall quote a total price for the assignment. All fees and costs shall be quoted in NOK, exclusive of VAT, and the total price shall specify:

- The hourly fee, and hours for each member of the staff proposed for the assignment.
- Travel costs. Travel costs will be reimbursed according to the regulations set out by the Norwegian government.
- Other costs

### *Availability*

The technical proposal should include a tentative work-plan that also gives a specification of the time set out for each member of the team for the fulfilment of the assignment. The division of work between the team should be in line with the competencies of the individual team members. The tentative work-plan should reflect timely completion of the deliverables in the assignment.

The time-schedule for the project is fixed as given in *Part I Section 2* of this document. Tenderers may however, propose a revised time-schedule for project deliverables. Maximum acceptable delay in project completion is 2 months. Tenders offering delivery within the specified time- scheduled will be credited according to the availability criterion as specified in *Part I Section 4- Award criteria* in this document.

## **Annex 2**

### **Specifications for preparing the tender**

Tenders shall be structured as follows:

#### *Part A. Covering letter and Declarations*

A covering letter for the tender (with the signature of an authorised person on the front page) declaring that:

- the tenderer accepts all the conditions specified in this tender document. Reservations if any to any of the conditions must be explicitly stated in the declaration, specifying the relevant condition and the terms of the reservation
- that neither the tenderer, nor any of the members of the evaluation team have any existing, or potential conflict of interest in undertaking the tendered assignment

#### *Part B. Technical Proposal*

- Prepared according to the specification in annex A 1 of this document

#### *Annexes*

- All the documentation specified in *Section 3 Qualification requirements of Part I -Tender specification* of this document must be enclosed.

## Annex 3

### Guidelines for Reports and Field Work

#### A3.1 Guidelines for Inception Report and field work

The report will be based on a desk review of documents including: Baseline surveys, project design and appraisal documents, mid-term reviews, annual plans, previous monitoring and evaluation reports, project completion and review reports, and other relevant (donor) documentation, and relevant literature. The evaluation team will establish contact with key informants in the Ministry of Foreign Affairs, and Norad, in Oslo and may establish contact per email or telephone with other key informants in Norway and overseas.

The inception report shall give a detailed description of the research strategy and methodology, data collection and sources and the analytical approach preferably with a prototype of the analysis to be performed in the study. The report will also give a summary of the information collected to date. Information gaps will be identified and strategy to fill the gaps, including the plans for the **field-work** will be outlined. The inception report will specify the list of informants to be contacted in the case countries, the methods to be used to collect required information, preliminary draft of the questions to be asked of the informants, and itinerary for the field visit.

A detailed **work plan**, specifying the roles and responsibilities for each evaluation team member, and a **preliminary outline of the final report** format will be included as an appendix in the inception report.

It is the obligation of the selected firm and the team-leader to ensure ethical standards are maintained in conduct of the field-work, and data collection is conducted under free and informed consent of the key informants.

#### A3.2 Guidelines for Final Evaluation Report

The final report shall normally not exceed 60 pages, excluding the annexes. The report shall convey insights in an informative, clear and concise manner. Use of abbreviations and acronyms, footnotes and professional terminology shall be limited to the minimum, and explanations shall be given for all such terms used in the report. The consultant is expected to adhere to the DAC Evaluation Quality Standards<sup>59</sup> and the same will be reflected in the report. (a special reference is made to the incorporation of stakeholders' comments, § 8.1).

The text shall preferably be written in Microsoft Word. The font of the body matter shall be Times New Roman 12 points or equal. The margins shall be 2.5 cm. The report shall be delivered edited, language vetted, and proofread and ready for publication. The Evaluation Department does nevertheless retain the right to make linguistic and numerical corrections, including editing that does not change the contents of the report in which case the consultant shall be informed about the

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<sup>59</sup> See <http://www.oecd.org/dataoecd/34/21/38686856.pdf>

corrections. The reports shall be submitted to the Evaluation Department electronically, together with a hard copy.

The final report shall be developed in two phases: a draft final report, and the final report. The draft final report shall contain all the main elements and major arguments, findings, conclusions and recommendations that are to appear in the final report. The final report shall be prepared subsequent to the approval of the draft by EVAL. The structure of the reports shall be as follows:

### **Front page/title page**

The front page shall contain

The title of the evaluation

### **Table of Contents**

#### *Acknowledgements*

This page shall provide the following information

- Name of the team leader and the team members
- Division of work between the team members
- Name of the firm(s) responsible for the report
- Reference group members where relevant
- A declaration stating “Responsibility for the contents and presentation of findings and recommendations rest with the evaluation team. The views and opinions expressed in the report do not necessarily correspond with those of Norad”

### **Executive Summary**

The executive summary shall be a maximum of 4 pages. The summary shall emphasise on main findings and recommendations, and shall function as an independent excerpt free of references to other parts of the report. Use of acronyms, abbreviations, and technical terms shall be minimised in the summary.

### **Acronyms and abbreviations**

#### *Chapter 1. Introduction or Background*

The introduction should include a presentation of the purpose, main users, objectives, scope, and evaluation questions. The object of evaluation, including relevant references to policy documents should be presented in this section. The description of the object or evaluated intervention should contain: its purpose, logic, history, organisation and stakeholders, as well as an overview of budgets involved.

#### *Chapters 2 Methodology and analytical framework*

This chapter should provide a detail description of the research strategy, method and analytical framework used in the evaluation. All data and survey instruments shall be provided in annex 1 of the report. EVAL is committed to making evaluations publicly available and it is important that the details provided in this chapter and annex 1. are sufficient to enable the replication and extension of results by other researchers.

### *Chapters presenting findings and conclusions*

The findings should focus on outcomes and impacts, and the conclusions should be well documented in the preceding chapters. The recommendations if mandated should be policy relevant, supported by the analysis, findings and conclusions of the report. As far as possible the recommendations should identify the *modus operandi* for implementation of the suggestions.

### **Annexes**

- Annex 1: Definitions, data and survey instruments
- Annex 2 : Other information on need basis
- Annex 3: Details of the field work elaborating the itinerary and the list of informants consulted
- Annex 4: Terms of Reference (TOR)

### **References**

The references shall preferably follow Oxford's Manual of Style: In the text, the last name of the author, followed by the year of publishing, shall be presented in parenthesis. At the very end of the report, the references shall be presented in alphabetical order, according to the author's name and year of publishing as referred to in the text.

## Annex II

### List of persons consulted

#### Norway

Name	Position	Organisation
Susan Eckey	Deputy Director General	Ministry of Foreign Affairs
Steffen Kongstad	Director General	Ministry of Foreign Affairs
Petter Eide	Secretary General	Norwegian People's Aid
Per Nergaard	Head of Mine Action Dept.	Norwegian People's Aid
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Community members in Loka	Farmers	
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<b>Name</b>	<b>Position</b>	<b>Organisation</b>
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Keita Sugimoto	Programme Advisor for Mine Action	UNDP
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Name	Position	Organisation
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Olaf Jurgensen	Chief Technical Advisor	UNDP/NCDR
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Heinie Truter	Project Manager	Norwegian People's Aid, Jordan
Stephen Bryat	Programme Manager	Norwegian People's Aid, Jordan
Mohammed Abu Dalou	Technical Advisor	Norwegian People's Aid, Jordan
Rolf Egil Øye	Finance Manager	Norwegian People's Aid, Jordan
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Bilal Bashir	PH.D. - Deputy Chief Commissioner for Economic Dev. & Investment Affairs	Aqabazone, Special Economic Zone Authority

<b>Name</b>	<b>Position</b>	<b>Organisation</b>
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Christopher Clark	Operational Advisor.	UN MAS

### Kenya

<b>Name</b>	<b>Position</b>	<b>Organisation</b>
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Eva Veble	Head of Humanitarian Mine Action	Danchurchaid

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# Annex IV A

## Country case notes – Sudan

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## Acronyms

AP	Anti-Personnel Mine
AT	Anti-Tank Mine
BAC	Battle Area Clearance
CPA	Comprehensive Peace Agreement
DRC	Danish Refugee Council
EOD	Explosive Ordnance Disposal
ERW	Explosive Remnants of War
HMA	Humanitarian Mine Action
IDP	Internally Displaced Person
IMSMA	Information Management System for Mine Action
MA	Mine Action
MAG	Mines Advisory Group
NPA	Norwegian People's Aid
NRC	Norwegian Refugee Council
SSDA	South Sudan Demining Authority (used interchangeable with SSDC)
SHA	Suspected Hazardous Area
SSDC	South Sudan Demining Commission (used interchangeable with SSDA)
TIA	Task Impact Assessment
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	The United Nations Children's Fund
UNMAO	United Nations Mine Action Office
UNMIS	United Nations Mission in Sudan
UXO	Unexploded Ordnance

# 1. Introduction

COWI A/S has been commissioned by Norad's Evaluation Secretariat to undertake an evaluation of Norwegian support to NPA's mine action (NPA MA) programmes all over the world.

The purpose of the evaluation is to:

- Provide information about the results of Norwegian People's Aid's (NPA) humanitarian mine activities.
- Outline lessons that can be used in future identification, design, and implementation of humanitarian mine activities.

The main evaluation objectives are to:

- Assess NPA's humanitarian mine actions, both at country and international level in achieving intended outputs and outcomes in relation to effectiveness, relevance, efficiency, sustainability and impact.
- Based on findings and conclusions identify lessons learnt and give operational recommendations that are relevant for current implementation and future programming of NPA's humanitarian mine activities.

The evaluation covers the time period from 1999 to the present.

An important part of the evaluation was country case studies in Sudan, Ethiopia and Jordan.

The field visit to Sudan was carried out in the period from 21 and 28 April 2009 by a team consisting of:

- Team Leader and Humanitarian Expert, Elsebeth Krogh
- Mine Action Expert, Tim Lardner
- Evaluation Expert, Caroline Hartoft-Nielsen
- George Awu Awile, South Sudan Demining Commission

The team managed to meet with authorities, UN agencies and other stakeholders in the mine action sector in South Sudan.

The team would like to thank NPA's MA team in South Sudan for a very well arranged field visit. Thanks are also extended to Per Håkon Breivik from NPA Oslo for accompanying the team during the visit and sharing knowledge and experience.

This country case note includes the findings and assessment of the evaluation team as well as reflections for consideration. Findings from the country visit have feed into the global evaluation.

## 2. Findings

### 2.1 Overall

- The evaluation team has found that NPA MA Sudan is a **highly significant player** in mine action in South Sudan and is the favoured partner of United Nation's Mine Action Office (UNMAO).
- The organisation has achieved **remarkable results** under difficult conditions and is setting the operational standard in the region. NPA MA Sudan has demonstrated very effective utilisation of a wide range of operational assets.
- NPA MA Sudan is recognised as an **innovative organisation** and has led the way in land release principles and application in South Sudan.
- NPA MA Sudan has achieved a **high level of national capacity** at senior as well as middle levels within the programme which is beginning to filter out to the mine action community in general.
- The cooperation between NPA MA Sudan and development actors (NPA internal and external) is limited and could be explored to enhance impact at community level.

### 2.2 NPA Mine Action in South Sudan

- The programme is implemented in a post war situation in the context of a fragile peace agreement.
- The government of South Sudan has signed the Geneva call and is also under the roof of Sudan's signature of the Ottawa treaty (identified in NPA MA's strategic documents).
- There is a problem of landmines and unexploded ordnances stemming from 20 years of armed struggle. The Land Impact Survey finds that 45% of all located SHA's are within Central Equatoria; 77 of 93 identified affected communities and 100% of recorded casualties in the last 2 years are located in Central Equatoria.
- Major mine action actors in NPA's area of operations are:
  - UN Mine Action Office (UNMAO) (primary role of supporting United Nations Mission in Sudan (UNMIS))
  - South Sudan Demining Commission/Authority
  - UNDP (although they have essentially been absent for the last two years)
  - Mines Advisory Group (MAG)
- Major humanitarian and development action actors in NPA's area of operations are:
  - UNHCR
  - UNICEF
  - Danish Refugee Council

- Ibis
- Danish Association for International Cooperation - MS
- Norwegian Refugee Council
- A number of other international, national and local organisations.
- NPA MA Sudan started in 2004 just before the signing of the Comprehensive Peace Agreement (CPA) and was supported in the set up by the NPA development programme that had been operating since 1985. NPA MA operates primarily in Central Equatoria but has also operated in Western Equatoria and Jonglei states.

### 2.3 Objectives and focus of NPA Mine Action in Sudan

Objectives and goals of the programme have gone through annual reformulations. The 'Intermediate objectives and tools' as formulated in a recent programme overview to NFMA are:

- South Sudan Demining Authority (SSDA) meets its obligations under article 5 of the Mine Ban Treaty (deadline 01 April 2014); NPA to implement Survey and Clearance operations in support of this objective
- NPA Mine Action Sudan to support South Sudan Demining Authority in Capacity Development- in line with the UN Mine Action Office -South Sudan Demining Commission (SSDC) Transition Plan
- NPA Mine Action Sudan to lead on other NPA Mine Action operations within the Central Africa region.

### 2.4 Operations

- NPA has a variety of teams available for use:
  - 8 x Manual teams (6 male, 2 female)
  - 4 x Survey teams
  - 1 x Task Impact Assessment (TIA) team
  - 2 x Explosive Ordnance Disposal teams
  - 2 x Battle Area Clearance team (for cluster clearance)
  - 1 x Mechanical team comprising:
    - 1 x combined MineWolf with tiller and flail
    - 1 x MineWolf Bagger
    - 1 x Mini MineWolf currently en route
- Depending on the type of task, NPA uses manual teams trained and standardised in one method of clearance, manual teams in support of mechanical equipment and BAC & EOD (Battle Area Clearance & Explosive Ordnance Disposal) teams in conventional manners with nothing significant to note.
- NPA has shown significant innovation in the development and use of land release methodologies having realised that conventional approaches would merely scratch the surface of the problem in south Sudan. Early on in the programme, much thought was put into how to take the survey methodologies and apply them within a realistic and pragmatic risk management philosophy. It is worth noting that the United Nations Mine Action Office is just about to formalise a land release policy at a national level and much of the thinking appears to follow the NPA *modus operandi*.
- It is also worth noting that operations have been undertaken in the most hostile of environments with huge logistical, operational and managerial challenges to

be overcome. At the same time, levels of tension, from the perspectives of both political and security, have ranged from medium to high, and operations have had to have been delayed, teams have been targets of attacks and planning has been seriously affected.

## **2.5 Capacity Building**

- NPA MA Sudan is undertaking capacity building of the South Sudan Demining Authority/South Sudan Demining Commission.
- The Capacity Building Plan 2007 to 2011 - as well as the annual capacity building plan for 2008 - outlines planned activities in the areas of programme management, operations, quality management, survey/task impact assessment, team leaders/site managers, manual and mechanical demining, Battle Area Clearance (BAC), Explosive Ordnance Disposal (EOD), medical department, logistics and ICT.
- The objectives for 2008 were to:
  - Reduce the number of expatriate staff
  - Strengthen administrative, financial and logistical capacity
  - Improve Operations Room capacity
  - Establish and consolidate a functioning internal quality management system
  - Identify, train and develop Site Managers
  - Strengthen and motivate support departments
  - Assist UNDP with capacity-building of the South Sudan Demining Commission
- A new capacity building plan for 2009 is under preparation.

## **2.6 Documentation and accountability**

NPA MA Sudan's main tools for documentation of results are:

- The Tech Base system keeping continuous track of data on land cleared, results of technical and non-technical survey, land released, and no. of anti-tank mines/anti-personnel mines/unexploded ordnances/cluster munitions found.
- The Task Impact Assessment compiling socio-economic data before, during and after mine clearance/land release.
- In addition, progress and monitoring reports are prepared on a regular basis to individual donors and for internal use in accordance with NPA Mine Action's overall monitoring system.

## **2.7 Beneficiaries**

The beneficiaries of NPA's MA programme in Southern Sudan are

- South Sudanese authorities, UN agencies and other national and international organisations, INGOs and NGOs which have benefitted from the re-opening of the roads system enabling the implementation of humanitarian and social projects by NGOs, increased commercial exchanges and the rehabilitation of infrastructures and other activities.
- Authorities receiving training in MA management and operations; this is in particular the South Sudan Demining Commission which has also been assisted under its establishment and is benefitting from close dialogue with NPA.
- NPA's own national staff which is being capacity built through formal training, on-the-job training and financially supported in undertaking further education.

National staff are in addition, benefitting from the programme in that they are making a living from the programme.

- At community level, beneficiaries of NPA's MA activities are returnees (internally displaced people (IDPs) and refugees), resident farmers, nomads, young people and children.



## 3. Assessment

### 3.1 Relevance

#### **International conventions (Ottawa treaty/Geneva call)**

The Ottawa treaty requires Sudan to be free from mines by 2014 and the work NPA is undertaking at both operational and capacity development levels is very relevant to the obligations of the convention. The Geneva call declaration, although holding less legal bearing, mirrors the desires and principles of the treaty.

#### **Partners' priorities (Government of South Sudan/South Sudan Demining Commission & United Nations Mine Action Office)**

The apparent absence of a national mine action strategy of the government makes it difficult to assess relevance of NPA's priorities in this regard. A new UNMAO Multi-Year Plan for the entire MA sector including NPA has been released but seems to be based on data gathered from the LIS without consideration for data available from other actors. NPA ensures relevance through regular dialogue with South Sudan Demining Commission and United Nations Mine Action Office.

#### **Beneficiaries**

Relevance of NPA MA Sudan activities are ensured through:

**Resident communities, returning refugees and IDPs:** community meetings, since 2007 Task Impact Assessment (TIA) methodology.

**SSDC:** Training based on requests from South Sudan Demining Commission to NPA (demining, GIS, driving).

**National staff:** Based on programme needs and capacity building plan. Staff can also apply for support with external training.

### 3.2 Effectiveness

Ideally, effectiveness is assessed against programme objectives presented in NPA reports to Norwegian Ministry of Foreign Affairs. Yearly changes in long term and immediate goals since 2004 make a consistent assessment difficult. As from 2007, NPA MA Sudan reports effectiveness against objectives.

Despite external and internal (NPA) obstacles, a well-functioning administrative and operational programme has been established, staff trained to a high level of professionalism, improved methodology tested, implemented and disseminated, capacity building programs for national authorities delivered, and roads and land released.

By end of April 2009, NPA MA Sudan has succeeded in releasing **5,088,619 m<sup>2</sup>** land, clearing **3,701,361 m<sup>2</sup>** land, removing **1,123** anti-personnel mines mines, **437** anti-tank mines, **79,413** unexploded ordnances in 49 dangerous areas and 238 spot tasks; Estimated number of communities assisted are 45 with 5,409 beneficiaries. Number of NPA staff trained 2,435 on 52 separate courses, and 59 South Sudan Demining Commission staff have been trained on 6 different courses.

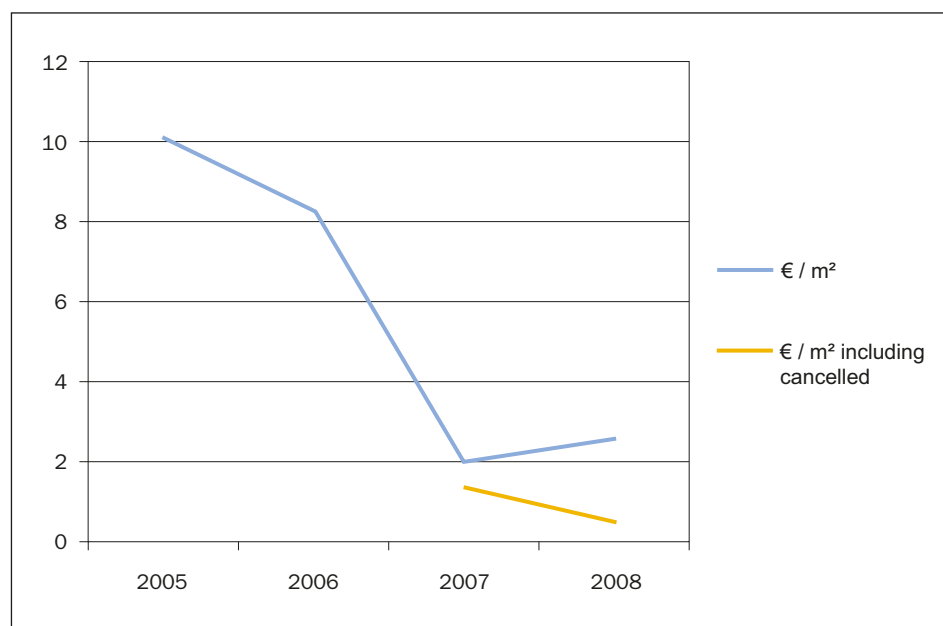
***Against the immediate objectives of the Sudan MA strategic plan (2008-2011):***

	<b>Immediate objective</b>	<b>How to assess</b>
1	Facilitate the rehabilitation of social and economic infrastructure	Social: Access to schools etc. Economic: Transport, telecom, markets
2	Strengthen NPA MA Sudan national capacity in order to establish a sustainable programme	Recruitment and training of national staff in operational, administrative and management skills Reducing no. of expatriates and transfer of MA staff to authorities
3	National ownership and improved leadership from national mine action bodies	Training provided to South Sudan Demining Commission in demining, GIS and defensive driving
4&5	Provide conditions for the restoration of the agricultural economy within the region AND Release land for the Government of South Sudan return and resettlement programmes	Release of land for agriculture and resettlement

### **3.3 Efficiency**

The NPA mine action programme has expanded over the last 5 years and has also been subject to serious operational setbacks. Due to a number of factors, it is difficult to place precise figures on the cost efficiency of the NPA clearance operations. The annual budget has steadily increased from 26 million NOK in 2005, through to more than 40 million NOK in 2008. The annual output in terms of land classified as safe through one methodology or another has also steadily increased, although the inclusion of land release in the reporting systems complicates the definitions. Table 1 shows the total programme costs divided by the land cleared – and for the last two years, includes costs with released land included in the calculations – not necessarily a good measure as huge swathes can be released often with little effort through non-technical survey. It does appear reasonable to draw a trend line (purple colour) to indicate the clear downward trend in cost per square metre of land outputted by the programme. While Table 1 is a reasonable indicator, this does not take into account the inputs and outputs related to capacity development issues – the training course for staff; Task Impact Assessment analysis; support for South Sudan Demining Commission staff etc. In particular, it is worth noting that the apparent increased costs in 2008 (excluding cancelled land) are likely to have been significantly affected by an operational deployment to support the Rwandan mine action programme and it is likely that the trend has continued downwards.

**Table 1 - Cost efficiency of NPA operations in South Sudan**



Source: NPA MA Programme Manager

In the general scale of mine action, the current figures of around 2/m<sup>2</sup> (indicated for 2008, less land cancelled) are relatively high however, given the Sudanese context the figures for NPA's operations seem reasonable and could be considered to be good value. The mitigating factors include:

	2005	2006	2007	2008
€	€3.035.636	€3.330.177	€3.533.606	€4.509.677
m <sup>2</sup>	301641	405367	1818673	1739486
€/m <sup>2</sup>	10,063738	8,21521485	1,94295841	2,592534231
Cancelled			789084	8153578
€/m <sup>2</sup> including cancelled			1,355036531	0,455842295

- Operating in a highly difficult and complex environment;
- Logistically challenging operational support;
- Security constraints and losses from instability; and
- Significant capacity development element included in the base costings.

There are a number of reasons that would lead to the general trend in increased cost efficiency. Inevitably, any programme becomes more focussed after inception and NPA seem to have made consistent efforts to improve, innovate and deliver high value and high quality results. There has been a gradual reduction in the numbers of expatriates in the programme, but not apparently at the expense of programme quality.

From the team's perspective, one of the key issues contributing to the efficiency of the programme has been the development and implementation of a land release concept. There is still significant confusion as to the degree of contamination throughout Sudan, partly due to a complex and confusing database situation. A recently initiated Landmine Impact Survey (LIS) has attempted to clarify the issue but appears to have muddied the waters even more. However, in the three states NPA have been and are operational in, NPA have undertaken a systematic resurvey process including both non-technical and technical survey. 8 square kilometres of land was released from the database in 2008 through NPA's work.

### 3.4 Impact

For this evaluation, impact has been measured against the immediate objectives of the Sudan MA strategic plan (2008 - 2011) (Headings below in bold and italics).

Because United Nations Mine Action Office's main objective is support to the United Nations Mission in the Sudan (UNMIS), the main justification for NPA mine clearance programme is the re-opening of primary and secondary roads in order to facilitate development and (since 2006) repatriation and the rebuilding of infrastructure such as agricultural areas, water posts, health posts and schools by opening up areas that has been mined.

#### ***How does NPA try to achieve maximum impact?***

NPA MA Sudan is continuously trying to improve the impact of the work they are undertaking - both in regard to square metres released/cleared per year and in regard to the socio-economic impact. This is done by a continuous focus on how to improve methods, systems and tools applied.

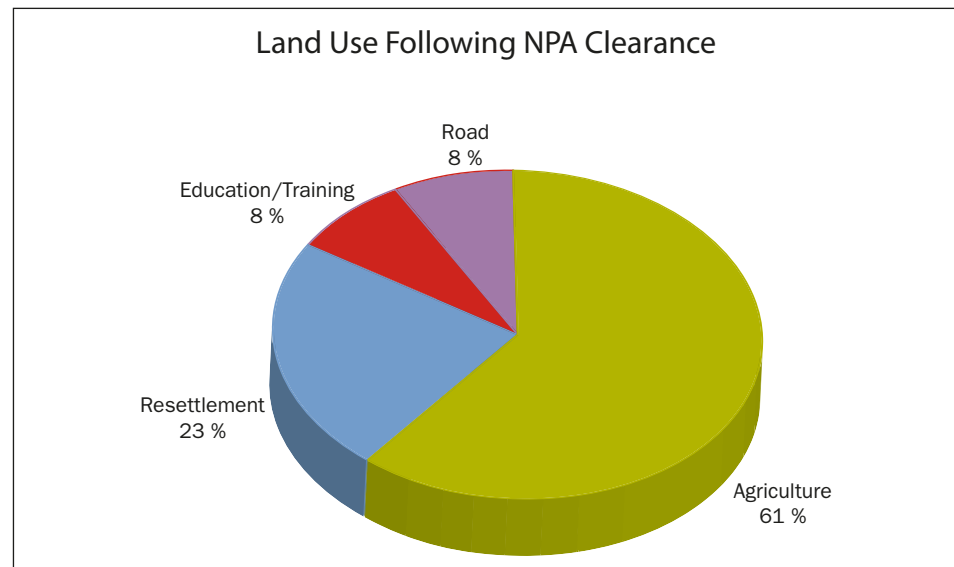
In the early days of the programme, NPA was keen to develop effective manual mine clearance capacities. During the first three years, the programme developed to a point where it was using four separate types of manual drills. While these drills undoubtedly improved the productivity of each of the individual teams, the programme reached a point where the complexity of managing four different processes became too much and in early 2008, all manual teams were trained on one standard manual mine clearance drill. This is a very clear example of the open minded innovative approach applied to operational techniques, yet also recognition that simplicity may also be a contributor to effective operations.

In other areas too, NPA has demonstrated a desire to improve things and this is clear in analysis of the development of land release thinking. At the beginning of the programme, there was a recognition that clearance of all areas identified as SHAs was not the solution to the problem in Sudan. NPA then began a series of developments, initially at the technical survey level, and further at the non-technical survey level, to allow land to be released without clearance techniques being applied. This process was being undertaken in parallel with the (still ongoing) development of International Mine Action Standards for land release and the United Nations Mine Action Office development of a national policy on land release for Sudan. NPA appears to not only have learned from these processes, but also to have contributed to them to a significant degree.

Although there are a number of other areas that could be discussed, it is worth finally noting the work that NPA has undertaken in resurveying and documenting the scale of the problem within their area of operations - something that they have used to gain a much clearer view and to allow the beginnings of a clearer planning process. The results from the resurvey, while very positive, do not yet appear to have been fully utilised for their own planning purposes, nor taken and utilised by the United Nations Mine Action Office. The data do not yet appear to have been integrated into the IMSMA (Information Management System for Mine Action) database managed by United Nations Mine Action Office.

Socio-economic impact is thought improved and documented - since 2007 - by applying the Task Impact Assessment (TIA) methodology. The reports to date are generally very positive.

Example TIA Post-clearance 2004 - 2007: Use of land for resettlement, agriculture, education/training, roads, water, humanitarian intervention.



The Post Clearance Assessment 2008 carried out by the programme provided information on the social and economic benefits of landmine clearance for the areas cleared since January – October 2008. The assessment applied a comprehensive methodology comprising interviews with village leaders and households as well as village meetings in the 15 communities visited. While documenting good impact in a number of communities with immediate usage of cleared land, the report also points out that the socio-economic benefits of land clearance could have been much higher. Some factors that have limited the impact include:

- Communication to villagers following clearance could be improved to ensure that all villagers understand, and have been informed of, the areas that are free from danger and any areas that still pose a threat.
- Poor knowledge of target group requirement and lack of communication with target group prior to clearance is a weakness in the demining process.
- There is a lack of post-clearance assistance, which hinders the potential clearance impact benefits. 'None Mine Problems' identified include problems in

access to water, agricultural tools, seeds, and construction materials. These needs might have been addressed by development organisations operating in the area. In the period covered by the report, no development agencies had signed a partnership statement for post-clearance assistance action.

It is also stressed in the Task Impact Assessment that the problem of cleared areas released and found not in use cannot be ignored. The importance of coordination between national, local authorities and development agencies level is underlined to ensure that this problem is addressed and action is taken.

As a comment to the point on poor knowledge of target group requirements, the Task Impact Assessment may benefit from integrating methods from recognised approaches to socio-economic analysis, such as Participatory Rural Appraisal. Thereby, the risk of distortions in selection of informants, and insufficient knowledge of interests of different community groups and gender aspects such as female headed households may be mitigated.

**Facilitate the rehabilitation of social and economic infrastructure** NPA has made impressive achievements regarding its objectives of providing conditions for infrastructural rehabilitation and development, and eliminating the risk of mine / explosive remnants of war (ERW) /unexploded ordnances (UXO) accidents. Infrastructure development carried out by other organisations has for certain generated growth in economic development and enabled the mobility of national and international return programmes. These activities will continue to improve access and reduce logistical costs and the release of cleared land for development may mitigate localised land conflicts.

**Strengthen NPA MA Sudan national capacity in order to establish a sustainable programme:** NPA has made impressive achievements regarding its objective of building capacity of South Sudanese within its organisation. Both operational skills as well as management and support skills have been build and improved over the years through the conduction of courses targeted at the Finance, Logistics, Workshops and ICT departments of NPA MA Sudan. More and more functions previously undertaken by expat staff have been handed over to national staff.

**National ownership and improved leadership from national mine action bodies:** While United Nations Mine Action Office and NPA have made progress in building South Sudan Demining Commission's capacity in spite of the failure of UNDP to fulfil its capacity building role, South Sudan Demining Commission has not yet reached a position of providing effective leadership and guidance to the mine action community and has recently been undermined and overshadowed by the institutional impasse caused by the global financial crisis and political conflict. Lack of a functioning national IMSMA (Information Management System for Mine Action) database that was expected to equip South Sudan Demining Commission with tools necessary for a leadership role, as well as lack of financial resources, human skills and capabilities to allow for informed priority setting, means that mine action in Southern Sudan will continue to lack overall strategic direction and may risk to result in an unsatisfactory piecemeal approach.

***Provide conditions for the restoration of the agricultural economy within the region AND Release land for the Government of South Sudan return and resettlement programmes:***

The team gained the impression that clearance and release of land will provide potential social and economic benefits for communities. Socio-economic data and monitoring is however, meagre despite the Task Impact Assessments. Although the number of mines cleared are relatively low, it is the impression of the evaluation team that mine removal has resulted in some socio-economic and economic gain for some affected populations at the micro-level (access to land for resettlement, access to cultivation of land, access to schools and health services). The economic impact in this regard should however, not be over-estimated as follow-on interventions in terms of linking mine action up with development interventions is missing.

The task of Bungu is a good example (See box)

**Box 2-1: Example of Bungu**

Over 30 hectares of land were handed over to the community in November 2007 – this was the result of an extensive manual and mechanical operation. At the time of writing (15 May 2008), some 260 households (representing approximately 2600 persons) have returned to the Bungu Payam. These households have resettled and have started cultivating the land. The community has been particularly well organised in terms of their development needs. The community has made a successful application to WFP for Food for Work now that they have resettled; land has been allocated for the construction of a Primary Health Care Unit, for an Administrative office and for trading establishments; and lastly UNICEF has been approached to provide shelter for a primary school.

Source: Final Report for NMFA, 2007.

### 3.5 Sustainability

- NPA MA Sudan operates with the concept ‘end state’ instead of ‘exit strategy’.
- The team finds the concept of ‘end state’ useful in terms of ensuring sustainability after NPA exit.
- End state for NPA MA Sudan: 1) Government of South Sudan has a clear picture of the mine problem and an established clearance capacity; 2) mines/unexploded ordnances no longer hinder development within the NPA area of responsibility.
- The new framework agreement with Norwegian Ministry of Foreign Affairs will ensure multi-year funding of the programme and facilitate longer term planning and management.

### 3.6 Gender mainstreaming

- NPA MA Sudan has in its own understanding a strong focus on gender mainstreaming and has employed female demining teams as the only organisation in South Sudan.
- At programme level 26% of the staff is female.
- It appears that gender mainstreaming is understood as ‘involvement of women’ rather than integration of roles and needs of both genders in the organisation as well as in involvement of beneficiaries in programme activities.

- Gender mainstreaming is not systematically applied in relation to beneficiary communities, and the Task Impact Assessment reports at project/site level do not cover differences in gender roles and needs in the communities.

### **3.7 Learning and innovation**

- NPA MA Sudan is recognised as an innovative organisation focussing on the development of new methods and approaches in the interest of optimising resources and improving effectiveness. Innovation often starts from field level experience and is scaled up through the organisation.
- Experience is gathered and compiled through the monitoring systems of NPA MA (global).
- Learning is ensured through exchange of experience and ideas between NPA MA programmes in different countries, through programme management meetings, operational management workshops, information management workshops, etc. NPA national staff also attend key workshops in the areas of mechanical support, Explosive Ordnance Disposal (EOD) and other crucial areas.
- The Task Impact Assessment, the Land Release Concept and the Tech Base are methods developed in other NPA programmes and subsequently adapted to the South Sudan context.
- Cross-fertilisation with other NPA programmes in Sudan seems to be limited.



## 4. Reflections

- The team finds that impact could be increased if NPA MA Sudan more directly would seek to integrate MA operations with development interventions in the NPA MA programme area.
- In particular, the team finds it obvious that closer links to other NPA programmes in South Sudan could be explored to enhance the potential impact.
- The Task Impact Assessment method could be strengthened by integrating elements of applied socio-economic methodologies such as Participatory Rural Appraisal (which is used by the NPA Relief and Emergency Response programme).
- The team finds that a coherent system and hierarchy of strategies and other directional documents would improve clarity of programme direction and focus. This might also facilitate better management, follow-up and communication of results.
- The programme could benefit from formulating multi-year goals and objectives rather than shifting the focus from year to year (e.g. overall and immediate objectives as reported in Norwegian Ministry of Foreign Affairs reports 2004-2008).

## Annex 1: Itinerary

Date(s)	Event	Responsible
Tuesday 21.04.08	<b>ARRIVAL AND INTRODUCTON</b>	
	<b>Session 1:</b> Visit preparations in Juba	<b>Mawa</b>
	<b>Session 2:</b> Visitors arrive, picked up at airport and driven to the hotel – White Nile Lodge.	<b>Mawa</b>
	Programme Presentation	<b>Kjell I/Batali/Mawa</b>
	Brief for next day	<b>Kjell I</b>
	<b>Session 3:</b> Dinner at Queen of Sheba together with NPA Sudan Country Director and available NPA Sudan Programme Managers.	<b>Mawa</b>
Wednesday 22.04.08	<b>STAKEHOLDERS DAY - JUBA</b>	
	<b>Session 1 &amp; 2:</b> 0830-0930: Visit NPA Juba Office 1000-1200: Visit UNMAP 1400-1500: Meeting at Norwegian Consulate 1500-1700: Visit SSDC; UNDP	<b>Kjell I/Batali/Mawa</b>
	Brief for next day	<b>Kjell I</b>
	<b>Session 3:</b> Dinner	<b>Mawa</b>

<b>Date(s)</b>	<b>Event</b>	<b>Responsible</b>
Thursday 23.04.08	<p><b>CLEARANCE DAY</b></p> <p><b>Session 1:</b> Transport Juba – Yei. See Juba / Kajo Keji resurvey. Mechanical demining at Kenyi Lunch in Kenyi</p> <p><b>Session 2:</b> BAC / EOD in Kegulu  Brief for next day</p> <p><b>Session 3:</b> Dinner in Logobero</p>	<p><b>Kjell I/Batali</b></p> <p>Kjell I/<b>Bruce</b>/Batali</p> <p><b>Kjell I/Bruce</b>/Batali</p> <p><b>Kjell I</b></p> <p>All expats + senior national staff</p>
Friday 24.04.08	<p><b>MANAGEMENT DAY</b></p> <p><b>Session 1:</b> Programme Strategy 2008 to 2011 LFA 2008 Project Management tools</p> <p><b>Session 2:</b> Programme Finance and Administration Medical capacity  Brief for next day</p> <p><b>Session 3:</b> Dinner in Logobero</p>	<p><b>Kjell I</b></p> <p>Kjell I/<b>Jane</b> Kjell I/<b>John T</b></p> <p><b>Kjell I</b></p>
Saturday 25.04.08	<p><b>HANDOVER LOKA SECONDARY SCHOOL</b></p> <p><b>Session 1:</b> Handover ceremony</p> <p><b>Session 2:</b> TIA interview, and a chance for auditors to interview beneficiaries from NPA MA work.  Brief for next day</p> <p><b>Session 3:</b> Dinner in Logobero</p>	<p>Kjell I/<b>Bruce/Batali</b></p> <p>Kjell I/<b>Bruce/Batali</b></p> <p><b>Kjell I</b></p> <p>All expats + Yei guests</p>

<b>Date(s)</b>	<b>Event</b>	<b>Responsible</b>
Sunday 26.04.08	<b>GIS / IMSMA, REPORTING AND OPERATIONAL OUTPUT DAY</b>  <b>Session 1:</b> Maintenance  <b>Session 2:</b> Tech Base – Information Management GIS and IMSMA challenges in Sudan Reporting and operational output Planning tools  SOP and Land Release Presentation  Brief for next day  <b>Session 3:</b> Dinner in Logobero	   <b>Ikram</b>   <b>Bruce</b>  <b>Kjell I</b>
Monday 27.04.08  Group 2	<b>EVALUATION / SUMMARY DAY</b>  <b>Session 1:</b> Visitors to decide  <b>Session 2:</b> Visitors to decide  <b>Session 3:</b> Dinner in Logobero	<b>Kjell I</b>
Tuesday 28.04.08	<b>DEPARTURE</b>  <b>Session 1:</b> Yei – Eagle Air to Entebbe	<b>Mawa</b>

## Annex 2: List of persons met

Name	Position	Organisation
Batali Gabriel Modi	Operations Manager	Norwegian People's Aid Sudan Programme
Boboya James Edimond	Programme Assistant	Norwegian People's Aid Sudan Program
Community members in Kenyi	Farmers	
Community members in Loka	Farmers	
Don Lucey	Construction Advisor	Danish Refugee Council, Sudan
Elias Mitslale Girma	Country Director	Norwegian People's Aid Sudan Programme
Emily Akalu	MRE Advisor	MAG, Sudan
Ezana Kassa	Programme Manager NPA RD	Norwegian People's Aid Sudan Programme
George Awu Awile	QA officer	South Sudan Demining Authority / Commission, Yei Sub Office
Helga Einarsdottir	NGO coordinator	Royal Norwegian Consulate General, Sudan
Ikram Shehu	GIS / IMSMA Technical Advisor	Norwegian People's Aid Sudan Programme
Jan Ledang	Consul General	Royal Norwegian Consulate General, Sudan
Johan Maree	Operations officer	UN Mine Action Office, Sudan
Jurkuch Barac Jurkuch	Commissioner	South Sudan Demining Authority / Commission
Kresimir Santak	Technical Advisor	MineWolf
Ken Miller	Programme Manager NPA RER	Norwegian People's Aid Sudan Programme
Kjell Ivar Breili	Programme Manager NPA MA	Norwegian People's Aid Sudan Programme

<b>Name</b>	<b>Position</b>	<b>Organisation</b>
Linda Thu	Programme Manager NPA D	Norwegian People's Aid Sudan Programme
Mike Rashid	IMSMA officer	South Sudan Demining Authority / Commission
Monica Sanchez Bermudez	Project Coordinator	Norwegian Refugee Council, Sudan
Per Håkon Breivik	Desk Officer NPA MA	Norwegian People's Aid
Peter Duku	Executive Director	South Sudan Demining Authority / Commission
Sunday Roseline	Administrator	South Sudan Demining Authority / Commission, Yei Sub Office
Taban	Commissioner	South Sudan Demining Authority / Commission
Winnie Betty	TIA team leader	

## Annex IV B

### Country case notes – Ethiopia

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## Acronyms

AP	Anti-Personnel Mine
AT	Anti-Tank Mine
BAC	Battle Area Clearance
ELIS	Ethiopian Landmine Impact Survey
EMAO	Ethiopian Mine Action Office
EOD	Explosive Ordnance Disposal
ERP	Emergency Recovery Project
ERW	Explosive Remnants of War
GICHD	Geneva International Centre for Humanitarian Demining
GTC	Global Training Centre (NPA's MDD training centre in Sarajevo)
HMA	Humanitarian Mine Action
IMSMA	Information Management System for Mine Action
MA	Mine Action
MAG	Mines Advisory Group
MAP	Mine Action Programme
MDD	Mine Detection Dog
MRE	Mine Risk Education
NPA	Norwegian People's Aid
RRT	Rapid Response Team
SHA	Suspected Hazardous Area
TIA	Task Impact Assessment
TS	Technical Survey
UNDP	United Nations Development Programme
UNMAS	United Nations Mine Action Service
UXO	Unexploded Ordnance



# 1. Introduction

COWI A/S has been commissioned by Norad's Evaluation Secretariat to undertake an evaluation of Norwegian support to NPA's mine action programmes all over the world.

The purpose of the evaluation is to:

- provide information about the results of Norwegian People's Aid's (NPA) humanitarian mine activities; and
- outline lessons that can be used in future identification, design, and implementation of humanitarian mine activities.

The main evaluation objectives are to:

- Assess NPA's humanitarian mine actions, both at country and international level in achieving intended outputs and outcomes in relation to effectiveness, relevance, efficiency, sustainability and impact.
- Based on findings and conclusions identify lessons learnt and give operational recommendations that are relevant for current implementation and future programming of NPA's humanitarian mine activities.

The evaluation covers the time period from 1999 to the present.

An important part of the evaluation was country case studies in Sudan, Ethiopia and Jordan.

The country study to Ethiopia was carried out in the period from 28 April to 1 May 2009 by a team consisting of:

- Team Leader and Humanitarian Expert, Elsebeth Krogh
- Mine Action Expert, Tim Lardener
- Evaluation Expert, Caroline Hartoft-Nielsen
- Independent consultant, Senait Seyom

The visit was focussed on compiling information on NPA's role in capacity building of authorities in Addis Ababa as well as the development of the Mine Detection Dogs Training Centre in Entoto.

In the short time available, the team managed to meet key NPA and Ethiopian Mine Action Office (EMAO) staff, UNDP, the NPA Country Director, the Norwegian Embassy, as well as to observe activities in the Mine Detection Dogs Training Centre in Entoto.

The country case note includes the findings and assessment of the evaluation team as well as reflections for consideration. The findings from the country visit feed into the findings of the global evaluation.

The team would like to thank NPA's mine action team in Ethiopia and EMAO for a very well arranged country visit. Thanks also to Per Håkon Breivik from NPA Oslo for accompanying the team during the visit and sharing knowledge and experience.

## 2. Findings

### 2.1 Overall

- Overall, the evaluation team found that NPA Mine Action Programme Ethiopia is a **recognised and essential partner** of the Ethiopian Mine Action Office, in particular in the areas of Mine Detection Dogs and Technical Surveys.
- The **partnership** between NPA and Ethiopian Mine Action Office (EMAO) has evolved since 2005; and despite difficulties in the first years of the programme, a fruitful partnership seems to have been established based on mutual respect and dialogue. NPA is to a still higher degree taking upon itself an advisory role - in contrast to an operational role.
- NPA has succeeded in developing a **high level of capacity** within the EMAO within both pillars of the NPA MA Ethiopia programme, i.e. the Mine Detection Dog and Technical Survey components. In December 2007, NPA handed over equipment and personnel to EMAO. It is envisaged by EMAO and NPA that the human capital created in EMAO can assist neighbouring countries and other mine affected countries in the future.
- Both the Mine Detection Dog teams and the Technical Survey teams have produced **good results**. The production rates of the MDD teams have been good given the high quality/safety approach employed by NPA and endorsed by EMAO. Although the evaluation team did not have time to visit the operational elements of EMAO, it seems clear, based on discussions with stakeholders in Ethiopia and on previous experience of the Technical Survey teams, that the teams are strong and capable and have managed to achieve significant results in a relatively short period of time.
- **Data management** is an area requiring significant improvement. The IMSMA database is not functioning as designed and there are a number of other databases that have been designed and built as add-ons, which complicate the situation.
- The **cooperation between NPA MA Ethiopia and development actors** (NPA internal and external) is limited and could be explored to enhance impact at community level.
- The **gender perspective** is non-existent in the NPA MA Programme Ethiopia.

### 2.2 NPA Mine Action in Ethiopia

- Ethiopia signed the 1997 Mine Ban Convention 3 December 1997, ratified the convention 17 December 2004 and became a State Party to the convention on 1 June 2005. Ethiopia has until 1st June 2015 to comply with Article 5 of the Convention of clearing all known minefields in the country within 10 years. The Government of Ethiopia have recently stated that it has destroyed all its

stockpiles of anti-personal mines in accordance with Article 4 of the Convention.

- Ethiopia is significantly affected by landmines and Unexploded Ordnances. The reasons for contamination are: The Ethiopian - Eritrean War (1998-2000), border wars with Somalia and Sudan, the Italian occupation (1935-1941), as well as the internal struggle against the Derg (1975-1991).
- In 2001, NPA started cooperation with the Survey Action Centre (SAC) on mapping mine-affected areas in Ethiopia. This survey - the Ethiopian Landmine Impact Survey - was completed in March 2004 at a cost of USD 5 million and was completed in accordance with the norms accepted by the mine action community at the time.
- The Landmine Impact Survey identified 1,492 Suspected Hazardous Area throughout the country - the most severe contamination being in Afar, Tigray, and Somali regions (82% of affected communities were in these three regions). However, it is now recognized that the Ethiopian Landmine Impact Survey data are not fully representative and do not provide a full picture of the mine contamination in Ethiopia. A more recent technical survey (catalysed by the Ethiopian Government's disbelief in the scale of the landmine problem indicated in the Landmine Impact Survey) by EMAO focused on where the situation appears manageable and areas are clearly identifiable. Although Afar, Tigray and Somali regions undoubtedly bear the brunt of the contamination, there will be a requirement to deal with the more dispersed locations in the remaining regions.
- Following the conflict with Eritrea, the Government of Ethiopia instituted a national mine action programme using its own resources and financing from a World Bank loan. It also turned to the UN Development Programme (UNDP) and the UN Children's Fund (UNICEF) for technical assistance and capacity building.
- In 2001, the Ethiopian Government established EMAO by decree. EMAO was given the mandate to conduct mine clearance and mine risk education. EMAO's operational capability currently consists of six manual clearance companies and their affiliated mine risk education and community liaison personnel; 12 Mine Detection Dogs teams (35 operational dogs); six ground preparation machines; and five technical survey/rapid response teams.
- EMAO undertakes demining operations in the Tigray, Afar and Somali regions under the 2007-2008 mine action project endorsed by the Government of Ethiopia and UNDP, with major financial support from the European Commission. With an additional contribution from the EC, the project continues until the end of 2009. A funding gap of USD 5 million is however, problematic.
- With funding from Norad, the Dutch Ministry of Foreign Affairs and the Finnish Ministry of Foreign Affairs, the NPA MA Programme Ethiopia was established in May 2005 and is still running: Phase 1: 2005 - 2007; phase 2: 2008 - 2010. The aim of NPA's MA programme (both phases) is to strengthen EMAO's operational capabilities through a Mine Detection Dog and a Technical Survey component. NPA MA Ethiopia operates primarily in Afar, Tigray and Somali regions.
- A re-survey of the Ethiopia landmine and explosive remnants of war problem is almost complete. The results will be used as the foundation for all future operational planning and the new EMAO MA plan.
- NPA MA Ethiopia now counts to 6 staff with the following positions: programme manager, senior Mine Detection Dog advisor, Administration officer, Finance

officer, Logistics assistant/driver, Project assistant/driver. The office has 2 expatriate staff and 4 local staff.

### 2.3 Objectives and focus of NPA Mine Action

- The NPA MA programme was agreed in mid-2005 with NPA to focus on Mine Detection Dogs and Technical Survey capacities (the latter supplemented with socio-economic survey/analysis which NPA terms Task Impact Assessment (TIA)).
- Project objectives have been specified in 2008 - 2010, however, the focus is maintained:
- NPA will continue supporting the MDD capacity and supply more dogs to EMAO. NPA will continue building the competence of EMAO's Mine Detection Dog personnel to a level where they can train Mine Detection Dogs themselves. This includes the start-up of a puppy project in 2009, where the Global Training Centre based in Sarajevo delivers puppies which will complete their training at Entoto during 2010.
- NPA will continue to fund and assist EMAO with the development of the technical survey teams and, together with EMAO, develop the methodology for the planned rapid response teams, i.e. mobile and flexible demining capacities for smaller emergency projects.
- NPA's role in the partnership with EMAO will slightly change during this project period to a more advisory rather than implementing role. This also includes advising the EMAO Operations Department on information management, task planning procedures and more effective use of assets available.

### 2.4 Operations

- The NPA MA Ethiopia is not an operational programme. NPA is providing advisory assistance to support EMAO's capacity development efforts with regard to MDDs and Technical Surveys.
- During the first phase, NPA funded 102 EMAO staff within the MDD and Technical Survey components. These staff were transferred back to EMAO by the end of 2007.
- Although EMAO are following their own national standards (based on the IMAS) and specifically state that their MDD shall be accredited by a third party, in reality, the EMAO Mine Detection Dogs are accredited by the EMAO training wing. This is clearly in breach of own rules and is a problem that needs to be addressed. It is recommended that NPA discuss this issue with EMAO and discuss options for resolution.

### 2.5 Capacity Building

NPA has built the following capacity within EMAO:

- NPA began operations in 2005 bringing in Mine Detection Dogs and handlers from Bosnia and Herzegovina in order to rapidly deploy in the field while simultaneously training EMAO staff as dog handlers. To date, 35 Mine Detection Dogs with handlers have been trained.
- 5 Technical Survey<sup>60</sup> Teams were trained and equipped by NPA at the beginning of 2007, and all the teams are currently operational conducting a national

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<sup>60</sup> It should be noted that EMAO define technical survey in a significantly different manner to the majority of the mine action community – and to the way that IMAS currently defines technical survey. EMAO view technical survey as essentially the whole survey

survey, still ongoing but almost complete. The national survey involves covering more than 900 communities, mapping the impact of landmines and explosive remnants of war (building on the Ethiopian land mine impact survey data) as well as technical assessments aimed at identifying the real borders of the minefields and creating clearly defined minefield polygons. The survey provides EMAO with a complete picture of the mine and explosive remnants of war problem and its impact. Based on this information, EMAO will produce a new national Mine Action strategy. As part of this process, training has been conducted in

- Basic computer applications and ArcView GIS 3.2a IMSMA functionality, GPS and MapSource, basic Survey procedures – TS SOP.
- Technical survey phase one (tasking order, task folder analysis (of impact survey), deployment planning, preparation & deployment to task area; Information gathering, analysis and risk assessment and based on the findings categorize Suspected Hazardous Areas into low, medium, high risk levels and areas released from any database as being believed to be free of mines/unexploded ordnances. Significant amounts of land can be reduced using this process.
- Technical survey phase two (Systematically verifying uncertain part of Suspected Hazardous Area by utilizing Mine Detection Dogs, manual or mechanical assets or a combination of those assets.). Significant amounts of land can be reduced using this process.
- Task Impact Assessment for prioritization purpose, create conducive conditions for survey and clearance activities, keep communities safe from mine/unexploded ordnances accidents, for assessing impact.

A key area to note within the EMAO/NPA programme has been the use of land release principles and concepts. In many ways, Ethiopia, with the assistance of NPA, has been at the vanguard of the movement towards the use of land release principles. It appears that acceptance of risk is more acceptable in the Ethiopian culture, and this has perhaps led to the rapid and effective use of land release principles – which are essentially a risk management process. This has resulted in the complete acceptance of a policy which, over the last 5 years, has reduced the generally accepted figure of Suspected Hazardous Areas from 2,500 km<sup>2</sup> to the current planning figure of around 36.7 km<sup>2</sup> (with still some limited survey results to come in) – an impressive application of ideas championed by EMAO and NPA.

## 2.6 Documentation and accountability

NPA MA Ethiopia's main tools for documentation of results are:

- Information Management System for Mine Action (IMSMA)<sup>61</sup>
- The Task Impact Assessment compiling socio-economic data before, during and after mine clearance/land release. A format for collecting socio-economic information has been developed.
- In addition, progress and monitoring reports are prepared on a regular basis to individual donors and for internal use in accordance with NPA Mine Action's overall monitoring system.

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process from what is normally considered to be non-technical survey, through technical survey to a TIA process.  
61 Although it should be noted that significant problems with the functionality of IMSMA currently exist.

- NPA is considering introducing their internal Tech Base system in EMAO in order to improve the database situation. The Tech Base is a broad database developed by NPA in order to keep continuous track of data on land cleared, results of technical and non-technical survey, land released, and number of Anti-tank/Anti-personnel/unexploded ordnances/clusters found as well as internal programme management issues. The Tech Base is applied with success in other NPA MA programmes.
- Although in theory, the presence of IMSMA should support clarity of the situation, the database, the situation is complicated by the inability of the system to function as intended. Notwithstanding the support of a full-time advisor for more than 2 years (initially supported by UNDP and subsequently supported by NPA), the system is currently not fully populated with data which would allow the programme to undertake any form of reliable planning. This situation is compounded by the fact that over the last few years, EMAO (and to a lesser extent, NPA) have designed and built additional databases to allow data to be managed. This has resulted in a situation where several databases are being operated parallel to each other, with data being entered into several databases with no apparent quality management systems in place.
- The format for collection of socio-economic data could be improved as the format is not build up consistently and there is a risk of overlap of information. The evaluation team considers that better documentation and utilisation of data from TIA could improve accountability towards donors as this would allow for better demonstration of impact

## 2.7 Beneficiaries

The beneficiaries of NPA's MA programme in Ethiopia are:

- EMAO staff - in particular Mine Detection Dog handlers and trainers, technical survey staff as well as staff in the Operational Department.
- NPA's own national staff who are being capacity built through training/ on-the-job training in administrative, financial and logistical issues. National staff are in addition benefitting from the programme in that they are making a living from the programme.
- Indirect beneficiaries are vulnerable rural and urban communities defined as being highly impacted by mines and unexploded ordnances which are targeted by Mine Detection Dog/Technical Survey clearance operations. However, the impact of landmines and mine clearance on communities or social economic development in the affected areas is not thoroughly assessed. It is therefore difficult to say anything firm about the beneficiaries.

## 2.8 Learning and innovation

Cross-fertilisation and exchange of experience and ideas are ensured between NPA MA Programmes in different countries through cross-cutting meetings such as:

- Annual managers meetings
- Operations managers meetings
- Workshops on information management, technical issues, explosive ordnance disposal, dog training etc.

Among interesting outcomes of this in Ethiopia can be mentioned:

- Transfer of knowledge and lessons learned from the Global Training Centre in Sarajevo in relation to the establishment and training methods of Entoto Mine Detection Dog Training Centre.
- Introduction of the land release concept.
- Introduction of the Task Impact Assessment method - inspired from Sri Lanka.
- Plan to introduce the TechBase in order to ensure coherent and structured data management.



## 3. Assessment

### 3.1 Relevance

#### International conventions:

- The treaty requires Ethiopia to be free from mines by 2015. The work NPA is undertaking in terms of building capacity within EMAO, its advisory role to EMAO and its support to the establishment of the Entoto training centre is very relevant to the obligations of the convention. In addition, the areas cleared by the mine detection dogs and the Technical Survey/Rapid Response Teams are contributing to fulfilling the obligations of the convention.

#### Partner's priorities (EMAO):

- NPA ensures relevance through dialogue with EMAO and on the basis of request from EMAO on where the organisation needs capacity building. The NPA Ethiopia MA programmes were established based on agreed project documents (2005 - 2007 and 2008 - 2010) between EMAO and NPA.
- According to EMAO, "Due to the dispersed nature of remaining mined area and request for mine clearance for humanitarian as well as development reason make the mine detection dogs and the Technical Survey/Rapid Response Teams' capacity more valuable as time goes on"<sup>62</sup>.
- Further, it is the vision of EMAO that the human capital build in EMAO will be used to assist neighbouring countries and any other mine affected state to tackle problems related to land mines. EMAO also has ambitions for future regional AU peace keeping missions as the humanitarian Mine Action component. The Evaluation Team would have liked to see a "business plan" or a strategy for the Entoto training centre including these plans in order to support the relevance of the capacity build.

### 3.2 Effectiveness

- It is the impression of the Evaluation Team that most planned activities and outputs for the 2005 - 2007 programme have been realised. This is also the conclusion of the "End Review of the NPA's MA programme in Ethiopia 2005 - 2007". Furthermore, it is the impression of the Evaluation Team that the present programme is proceeding according to plan and budget:
- The **Mine Detection Dog (MDD) Training Centre** in Entoto is up and running with core training facilities and is currently being expanded with an office and training building, dormitories, a storage building, and additional kennels and training localities. Training is based on the NPA Global Training Centre methodol-

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62 Presentation to the evaluation team.

ogy which has proven effective in Ethiopia. Base Camps for Mine Detection Dogs in Somali and Tigray regions have been established.

- The **Mine Detection Dog project** has to date produced 35 trained mine detection dogs and another 11 mine detection dogs are under training. As of Autumn 2008, EMAO is operating with 15 mine detection dogs in Togowchale (on the Somali border), 10 mine detection dogs in Byie Gurgur to the North of Dire Dawa, and 6 mine detection dogs in Gemahlo on the Eritrean Border. From 2005 until 2007, about 2 ½ million square metres was cleared by mine detection dogs in Ethiopia. The number in 2008 was around 1,6 million. For 2009, the aim is to clear 2 million square metres.
- The **Technical Survey project** has resulted in a comprehensive survey approach including an adapted version of the Task Impact Assessment. The integration of technical and socio-economic parameters in priority-setting and impact assessment provides a good potential for documenting how MA is likely to contribute to wider development processes in Ethiopia. This potential is currently not fully utilised.
- Responsibilities held by NPA are gradually being transferred to EMAO and NPA is taking on a more advisory role, e.g. the NPA operational Manager was made redundant in February 2008 and operational teams are now managed by EMAO with advisory support from NPA.

It is generally considered that NPA programme documents, strategies, etc. are in alignment with one another. Programme documents apply the Logical Framework Approach-logic however, the Evaluation Team has identified a few problems in that regard:

- Objectives are formulated as *processes* and not as the *situation* that the project should result in. This makes it difficult to determine when the objectives have been reached and it implies that what are called the immediate objectives are rather outcomes than objectives.
- Further, the description of outputs and activities is not structured in a way that makes it obvious which activities leads to a certain output. Indicators are not directly linked to outputs, either and are at times not measurable or quantifiable.

**Table 2-1: Long term and immediate objectives of the 2005 - 2007 and 2008 - 2010 NPA MA Ethiopia programmes.**

2005 - 2007 programme	2008 - 2010 programme
<b>The Long term development objective</b>	<b>The Long term development objective</b>
-	Landmines and Explosive Remnants of War are no longer an obstacle to development of impacted communities in Ethiopia.
<b>Immediate development objectives</b>	<b>Immediate development objectives</b>
In Ethiopia, priority emphasis will be placed on supporting and further strengthening the capacities of EMAO.	To consolidate the progress made during the first project by continuing to support EMAO with strengthening and further developing: <ul style="list-style-type: none"> <li>• The Mine Detection Dog project (including the establishment of a puppy project)</li> <li>• Technical Survey/Rapid Response Team methodology and field operations</li> <li>• The Mine Action Training Centre at Entoto</li> <li>• The operations Department regarding planning, effective and efficient use of operational assets and information management.</li> </ul>

### 3.3 Efficiency

NPA's close partnership with EMAO has been established since 2001 when they implemented the Ethiopian Landmine Impact Survey (ELIS). As the ELIS process came to a close, NPA positioned themselves to provide support to EMAO in the form of advisory services on survey (including Task Impact Assessment) and assistance with the provision of a mine detection dog capacity.

#### Survey

EMAO were concerned with the results of the Ethiopian Landmine Impact Survey (ELIS) at its completion at the end of 2004 and began discussions with NPA to attempt to gain a clearer view on the situation. The ELIS identified 1,916 suspected hazardous areas in the country's 1,492 impacted communities, and with an estimated area of 2,500km<sup>2</sup>. The Ethiopian Authorities rejected the scale of the situation and worked with NPA to begin a resurvey process to allow a clearer view of the situation to be found. The results of the resurvey were the reduction of the total number of suspected hazardous areas identified in the ELIS from 2,500 km<sup>2</sup> to a more manageable 37 km<sup>2</sup>.<sup>63</sup> The current assessment of the situation not only gives a clearer perspective, but also allows detailed strategic planning to be effectively undertaken.

Further to the strategic perspective provided by the ELIS and the resurvey, in October 2006, EMAO and NPA agreed to Technical Survey Standard Operational

<sup>63</sup> Although there is, to date, still a small amount remaining un-resurveyed and this will almost certainly result in a small increase.

Procedures. The Technical Survey Standard Operational Procedures takes the globally accepted principles of land release and plays an important part in developing a more effective and cost-efficient way of solving the landmine and explosive remnants of war problem in Ethiopia.

Although the Ethiopian Landmine Impact Survey (ELIS) undertaken by NPA in Ethiopia has been substantially discredited, the more recent survey activities have allowed ground to be regained. The ELIS can certainly not be counted as an efficient use of resources, but it was implemented reasonably well – but the thinking at the time has more recently been found to have been flawed and most Landmine Impact Surveys have subsequently been found to be less value than expected.

### **Mine Detection Dogs**

NPA took on the role of providing mine detection dog training, support and operations to EMAO in late 2005. Since the start of the focus on dogs, NPA has trained 35 dogs, 20 handlers and 2 team leaders. The implementation of the Mine Detection Dog project within EMAO has been a successful element of the project with the operational teams producing an average of more than 900m<sup>2</sup>/team/day.

In addition to the operations, NPA have worked closely with EMAO, and assisted with, the development of a local capacity that is almost self sustaining. There are currently two Bosnian dog handlers and they will shortly be reduced to one. All mine detection dog training and operations are backstopped by the Global Training Centre in Sarajevo - NPA's central facility for mine detection dogs. This does present an element of risk to NPA which is discussed elsewhere.

There is a concern regarding the quality assurance of the mine detection dogs, which is done by the same organisation as deploys them, despite assurances from EMAO that a separate body must be used.

### **Land Release**

NPA have developed the land release concept globally but it is the impression of the Evaluation Team that the application within Ethiopia by EMAO has been one of the major successes. The revised technical survey procedures allow for a survey team to designate an area as being "without obvious risk" and thus released from suspicion. The inclusion of such a principle has undoubtedly had a profound effect on the operational effectiveness of the programme. Although there is no doubt that NPA has invested significant resources into this work in Ethiopia, it should also be noted that EMAO itself has been a significant catalyst to this process and the Ethiopian acceptance of a degree of residual risk enabled this to be undertaken.

### **Information Management**

Support for EMAO's information management system was initially provided by the UNDP in the form of a technical advisor. At the end of this advisor's contract, he was transferred to a NPA contract for 2 years. It is the impression of the Evaluation Team that currently, the information management function in EMAO is poor with three separate databases being operated, with some degree of overlap and little quality management.

### 3.4 Impact

- The Evaluation Team finds that the project has contributed with new assets that complement existing capacities within EMAO, thus increasing overall efficiency and effectiveness of EMAO MA activities.
- This again, has - according to EMAO and NPA, although not thoroughly documented:
  - relieved communities from mine/UXO threat and accident,
  - decreased the number of accidents and/or victims,
  - enabled people to safely access resources such as water points, roads, farm and grazing lands, etc. without fear,
  - enabled people to participate and contribute as much as possible in the socio-economic development of the country,
  - verified the true mine contamination picture of the country in a very short period of time,
  - freed or released huge land and its resources quickly without conducting clearance activity which is tedious, time consuming and costly,
  - facilitated the progress of projects taking place in areas suspected of mine contamination.
- There is a potential for greater integration of the Task Impact Assessment component into EMAO's overall work which could increase and/or make more visible impacts. It is the impression of the Evaluation Team that NPA/EMAO is in the possession of an immense amount of socio-economic data stemming from the Task Impact Assessment that is not being capitalised in terms of documenting impact e.g. vis-à-vis donors.

### 3.5 Sustainability

- NPA MA Ethiopia operates with the concept 'end state' instead of 'exit strategy'.<sup>64</sup>
- The team finds the concept of 'end state' useful in terms of ensuring sustainability after NPA exit.
- End state for NPA MA Ethiopia is "... an EMAO which independently manages the Operations Department, the Mine Detection Dog project, the Technical Survey/Rapid Response Teams and the Entoto Mine Action Training Centre effectively and efficiently in order to complete the process of making Ethiopia a country where landmines and explosive remnants of war no longer represent an obstacle to development for the impacted communities and the Ethiopian obligations to the Mine Ban Convention, Article 5 are met".
- The evaluation team finds that there is a sound basis for ensuring sustainability of the NPA MA interventions in Ethiopia:
  - All assets were transferred to the EMAO after 2007 and EMAO has demonstrated good application of the resources. Currently, NPA's MA programme Ethiopia consists of 2 international staff and 5 national staff. NPA staff is gradually being scaled down.
  - The objective of the 2008 - 2010 programme is to further build capacity in EMAO and to ensure sustainability of the investments through:
    - Increase the number of operational mine detection dogs

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<sup>64</sup> Instead of a fixed time frame for when NPA's interventions should be finalised, NPA works with the concept of "end-state" defining the results which NPA wish to have achieved before finalising its interventions.

- Make the Mine Detection Dog component sustainable through
  - EMAO mine detection dog trainers
  - EMAO Puppy trainers
  - EMAO direct cooperation with NPA's Global Training Centre in Sarajevo
  - Veterinary
- Make the mine detection dog capacity more mobile
- Further training of the Technical Survey Teams
- Update the standard operational procedures (SOP) to new Land Release international mine action standards
- Expand Entoto from being a mine detection dog training facility to a Mine Action Training Centre for all capacities:
  - Mechanical demining
  - Manual demining
  - Demining by mine detection dogs
  - Training Department
- All staff will be EMAO

Still, there are some issues that need to be addressed in order to ensure sustainability:

- To a large extent, the Entoto Training Centre will still rely on external capacity and support from the Global Training Centre in Sarajevo.
- EMAO will have to raise its own funding for mine action operations in the future. Currently, there is a funding gap of EUR 5 mio. and EMAO lacks a strategic approach to fund raising.
- EMAO envisions that “the human capital created in the EMAO Programme could assist neighbouring countries and any other mine affected state to tackle problems related to land mines”. The Evaluation Team would have liked to see a strategy/a “business plan” for the EMAO capacity and assets build - not least for the Entoto Training Centre - as documentation for future relevance and sustainability of the investments of NPA.

### 3.6 Gender mainstreaming

- Gender mainstreaming is not an integral part of NPA MA Ethiopia programme. It has not been an issue in the capacity building of staff later transferred to EMAO,
- NPA could play a role in terms of advocating for women in mine action (e.g. female deminers, etc) vis-à-vis EMAO.
- It appears that gender mainstreaming is understood as ‘involvement of women’ rather than integration of roles and needs of both genders in the organisation as well as in involvement of beneficiaries in programme activities.
- The Task Impact Assessment reports at site level do not cover differences in gender roles and needs in the communities.

### 3.7 Learning and innovation

- NPA MA Ethiopia - and for that matter, NPA in general - is differentiating itself on a number of issues, such as:
  - The Land Release Concept: The nature of the mine problem in Ethiopia caters for the integration of mine detection dogs in the Land Release Concept.

- The Task Impact Assessment: The Task Impact Assessment method as developed in Sri Lanka has been customised to the Ethiopian context.
- The Tech Base may be introduced with the purpose to solve the current data management problem.
- Experience is gathered and compiled through the monitoring systems of NPA MA.
- Learning is ensured through exchange of experience and ideas between NPA MA programmes in different countries, through programme management meetings, operational management workshops, information management workshops, etc. NPA national staff also attends key workshops in the areas of mechanical support, explosive ordnance disposal and other crucial areas.
- The Task Impact Assessment method, the Land Release Concept and the TechBase are methods developed in other NPA programmes and subsequently adapted to the Ethiopian context.
- Cross-fertilisation with other NPA programmes in Ethiopia seems to be limited.

## 4. Reflections

- The team finds that impact could be increased if NPA MA Ethiopia more directly would seek to integrate MA operations with development interventions in the NPA MA programme area. In particular, the potential for enhancing impact by linking up to other NPA programmes in Ethiopia could be explored further.
- It is recommended that the Task Impact Assessment produce more solid documentation. This is the case both at country level but also at an overall level. The Task Impact Assessment method could be strengthened by integrating elements of applied socio-economic methodologies such as Participatory Rural Appraisal.
- Following from this, it is the impression that data could be improved by the conduction of a data-needs-assessment. This would make it clear which types of data is needed for what purposes and in what format it should be reported and stored. All in all, NPA MA Ethiopia should consider options to improve the current database situation
- NPA MA Ethiopia should focus on how data collected could be better utilised vis-à-vis donors and other stakeholders.
- NPA MA Ethiopia, together with the Global Training Centre in Sarajevo, should consider options to support EMAO to achieve their mine detection dog quality assurance requirements (in accordance with International Mine Action Standards (IMAS)).
- NPA Global MUST look at sustainability and options for the continuation of the Global Training Centre.



## Annex 1: Itinerary

<b>Wednesday 29.04.09</b>	
08:00 – 10:00	Meeting/ briefing NPA MA Programme Manager
10:00 – 12:00	Meeting/briefing EMAO Management
	Lunch on the way to Entoto
13:00 – 15:00	Visit Entoto MA Training Centre (focus on construction)
15:00 – 16:00	General discussion on IMSMA, NPA Tech Base, LIS
16:00 – 17:00	General introduction to Survey SOP, training, equipment and methodology (land release context)
	Dinner at Sheraton Hotel (NPA, EMAO, COWI)
<b>Thursday 30.04.09</b>	
08:00 – 12:00	Visit Entoto MDD Training Centre <ul style="list-style-type: none"> <li>• Meeting/briefing by NPA MDD STA and EMAO MDD Coordinator on MDD</li> <li>• MDD training methodologies and test/training areas</li> <li>• MDD accreditation and licensing procedures</li> <li>• MDD operational concepts demonstration (Long/short lead)</li> </ul>
	Lunch on the way down from Entoto + discuss the GTC/NPA Ethiopia/EMAO cooperation
15:00 – 17:00	Visit the Royal Norwegian Embassy
17:00 – 18:00	Briefing from EMAO IMSMA/ TS/ MRE/ TIA <ul style="list-style-type: none"> <li>• Presentation of the new national survey and the results and discussion</li> </ul>
<b>Friday 01.05.09</b>	
12:00	Summary and conclusions

## Annex 2: List of persons met

Name	Position	Organisation
Rune Kristian Andresen	Programme Manager	Norwegian People's Aid Ethiopia Programme
Gebriel Lager	Deputy Director/ OIC,	Ethiopia Mine Action Office
Zewdu Derebe	Assistant to the Director	Ethiopia Mine Action Office
Ermias Yihedgo	IMSMA Head	Ethiopia Mine Action Office
Daniel Haile	Technical Survey/Rapid Response Coordinator	Ethiopia Mine Action Office
Nega Desta	TIA/ MRE Acting Head	Ethiopia Mine Action Office
Målfrid Ånestad	Country Director	Norwegian People's Aid
Midhat Bajric	Field Advisor MDD	Norwegian People's Aid
Tesfu Gebreegziabher	MDD Coordinator	Ethiopia Mine Action Office
Nedim Fejzic	Senior MDD Coordinator	Norwegian People's Aid Ethiopia Programme
Keita Sugimoto	Programme Advisor for Mine Action	UNDP
Grainne C. Stevenson	Programme Officer (development Co-operation)	Royal Norwegian Embassy, Addis Ababa

# Annex IV C

## Country case notes – Jordan

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## Acronyms

AP	Anti-Personnel Mine
AT	Anti-Tank Mine
BAC	Battle Area Clearance
EOD	Explosive Ordnance Disposal
HMA	Humanitarian Mine Action
IDF	Israeli Defence Forces
JAF	Jordanian Armed Forces
LRS	Landmine Retrofit Survey
MDD	Mine Detection Dogs
NCDR	National Committee on Demining and Rehabilitation
NPA	Norwegian People's Aid
REC	Royal Engineer Corps
TIA	Task Impact Assessment
UNDP	United Nations Development Programme
UXO	Unexploded Ordnance

# 1. Introduction

COWI A/S has been commissioned by Norad's Evaluation Secretariat to undertake an evaluation of Norwegian support to NPA's mine action programmes all over the world.

The purpose of the evaluation is to:

- Provide information about the results of Norwegian People's Aid's (NPA) humanitarian mine activities;
- Outline lessons that can be used in future identification, design, and implementation of humanitarian mine activities.

The main evaluation objectives are to:

- Assess NPA's humanitarian mine actions, both at country and international level in achieving intended outputs and outcomes in relation to effectiveness, relevance, efficiency, sustainability and impact;
- Based on findings and conclusions identify lessons learnt and give operational recommendations that are relevant for current implementation and future programming of NPA's humanitarian mine activities.

The evaluation covers the time period from 1999 to the present.

An important part of the evaluation was country case studies in Sudan, Ethiopia and Jordan.

The field visit to Jordan was carried out in the period from 10-15 May 2009 by a team consisting of:

- Team Leader and Humanitarian Expert, Elsebeth Krogh
- Mine Action Expert, Tim Lardener
- Evaluation Expert, Anders Richelsen.

The team would like to thank NPA's MA team in Jordan for a very well arranged field visit.

## 2. Findings

### 2.1 Overall

- A major achievement of NPA's MA programme in Jordan has been the political support for the Mine Ban Treaty globally. Through assisting Jordan with achieving Ottawa compliance NPA has provided evidence to support Jordan's role as a leading actor in the Middle East.
- Under the given circumstances NPA MA Jordan has implemented the planned projects satisfactorily.
- NPA MA Jordan has demonstrated very effective utilisation of a wide range of operational assets including dogs, machines, metal detectors, rakes and mine grabbers.
- NPA MA Jordan has introduced, developed and guided NCDR on a national land release policy. The land release approach has been very effectively implemented in all projects and has been a key factor in the successful focus on Ottawa implementation.
- NPA MA Jordan has developed a strong partnership with the NCDR and has contributed to the capacity of the organisation. However, it is unclear how this capacity is to be utilised in the future.
- NPA MA Jordan has provided employment and skills to individuals within Jordan through recruitment and training of de-miners and other project staff.
- Compared to other MA programmes of NPA the Jordan programme seems to have limited socio-economic impact.

### 2.2 Objectives and focus of NPA Mine Action

The objectives of NPA Mine Action in Jordan have evolved over time. In the strategy for 2007-2009 it reads:

*“Long-term objective: Mine affected countries within the Middle East adopt and implement the MBT so that mine contamination is no longer an obstacle to social and economic development and strengthening of international relations*

*Immediate objective: To assist and ensure Jordan reaches the obligations under the MBT so that landmines no longer impact communities nor are an impediment to further social and economic development while considering the environmental effect of NPA's work”*

## **2.3 Operations**

NPA MA began operations in Jordan in June 2006 with the implementation of a clearance project in Wadi Araba and Aqaba between the Red Sea and the Dead Sea and completed the project in June 2008.

Parallel to this, NPA undertook a Landmine Retrofit Survey which was completed in 2007 and gave the NCDR reliable data to allow prioritisation to be undertaken on the remaining tasks.

Following the completion of the tasks in the South of the country, NPA were then asked to implement a clearance task of the northern border minefields (93 specific delineated minefields over a frontage of 103km). This task was started in October 2007 and is expected to be completed by the end of 2010. Manual clearance expected to be finished end 2010, residual verification with machines, MDD and small manual capacity expected to carry on to mid 2011.

The operational element of the project is very clearly focussed and implemented under tight guidelines and procedures. Given the number of mines and hazardous items that have been dealt with, the safety record of the programme is very good – further suggesting tight control.

## **2.4 Documentation and accountability**

Jordan is in an almost unique position in the mine action world in that all mines laid in Jordanian territory were relatively well recorded by the JAF and Israeli Defence Forces (IDF). Although this gives the Jordanian programme a significant advantage, some challenges do occur because of this (what happens if not all mines recorded are found?).

Operating under the constraint of the NCDR means that NPA sometimes feel constrained by the bureaucracy that requires them to be subject to quality control and inspections by staff who, in their opinion, know significantly less about mine clearance operations than NPA do.

Notwithstanding this, the operational relationship with NCDR and the REC, the other field partner, is solid and could be classified as a nurturing relationship on NPA's behalf for the most part.

## **2.5 Beneficiaries**

The objective claims that landmines should no longer impact communities nor be an impediment to further social and economic development. However, the impact of landmines on communities or social economic development in the affected areas is not thoroughly assessed. It is therefore difficult to say anything firm about the beneficiaries.

However, most of the mine affected areas are quite sparsely populated with limited economic activity.

In Aqaba, the released land has been incorporated in the so called *Special Economic Zone*. The land will be used for construction of hotels, (expensive) apartments and a marina. The MA carried out will undoubtedly contribute to the economic development in the area. However, the direct beneficiaries belong to a social segment which is quite unusual compared to the beneficiaries in other mine affected countries.

## **2.6 Learning and innovation**

The symbiotic relationship between NPA and NCDR appears to have been a positive one over the years. Although there have inevitably been ups and downs, the team believes that NPA have had a very strong positive contribution to both the operational capacity of mine clearance in Jordan, but also in the political assistance to Jordan in its role as a leading actor in the mine ban treaty process.

Throughout the process of demining in Jordan, it appears that NPA have remained open and keen to develop learning within their own organisation, as well as to share that learning with their partners. That has extended to the interchange of personnel between NPA and NCDR with several of the key members of NCDR being recruited for key posts within NPA. Although this may be a strong element for the development of NPA and for the individuals concerned, this was the one area where we thought that the benefits to NCDR may not have been as strong as NPA supposed.

Operationally, there is no question that NPA are an innovative organisation focussed on development and learning. Details are at 2.7.



## 3. Assessment

### 3.1 Relevance

**International conventions (Ottawa Treaty):** Following the extension request accepted and endorsed by the States Parties, the treaty requires Jordan to be free from mines by 2012 and the work NPA is undertaking at both operational and capacity development levels is very relevant to the obligations of the convention.

**Norwegian priorities:** The Jordan programme is aligned with the Norwegian objectives and obligations under the Ottawa Treaty, but does not contribute directly to humanitarian objectives of Norwegian foreign assistance.

**Partners' priorities (NCDR):** The programme is in line with the NCDR goal to be mine-free before 2012, as laid down in the national mine action plan 'Safeguarding Life and Promoting Development'. The contribution of NPA to other more development-oriented goals is more limited.

**Beneficiaries:**

*General population:* Due to the sparse population in the mine affected regions the impact of the programme on the general population is limited.

*Other beneficiaries:* From a broad perspective, commercial development projects benefit from the programme, which in turn is likely to impact on Jordan's broader economic development (tourism, facilitating investments in free economic zone in the North).

### 3.2 Effectiveness

*STRATEGY 2007 - 2009:* **Long-term objective:** Mine-affected countries within the Middle East adopt and implement the MBT so that mine contamination is no longer an obstacle to social and economic development and strengthening of international relations.

**Comment: NPA's direct impact is quite limited but programme no doubt contributes to this.**

*PROJECT FINAL REPORTS (Feb & April 2009):* **Long-term objectives:** To assist and ensure Jordan reaches its revised obligations under the Ottawa Mine Ban Treaty so that land mines no longer impact communities, nor are an impediment to further social and economic development.

**Comment: In full alignment**

*PROJECT FINAL REPORTS (Feb & April 2009):* **Immediate Development Objectives:** To release all suspected hazardous areas on Jordan's northern border with Syria for future infrastructure projects, agriculture, manufacturing and services and the capacity development of national staff.

**Comment: Releasing SHAs in full alignment. Impact on future development of areas unknown.**

### 3.3 Efficiency

The NPA MA programme has expanded and developed since its inception in 2006. Although \$/m<sup>2</sup> could be calculated for the programme, this may not be the full picture as it is not easy to separate the funds allocated for operational activities and advocacy related funds and as such, we have not made this calculation, particularly given the key position of Jordan in relation to the mine ban treaty.

There was a large question in the team's mind with regards to the efficiency of inputs at the advocacy level. While resources allocated and utilised in the clearance of the operational tasks seemed to be well focussed and responsive to the needs of the stakeholders, the resources allocated and utilised within the role of advocacy were much more difficult to determine. Currently, significant resources are allocated to the advocacy role, although these are not separated from operation capacity in budgets. The team question the requirements for two senior managers – one in Amman and one in the field on the Northern Border Project. Additionally, NPA should review the requirement for the large overheads (offices and accommodation in Amman) unless they are able to more clearly delineate and justify the operational and advocacy roles.

On the ground, on the ongoing Northern Border Project, we believe that innovation and lateral thinking has contributed to an efficient use of resources in the field of operational demining – and this can be considered to be factors such as the application of rakes, grabbers, double shifts, MDD etc. In addition, the extensive development and implementation of land release principles has enabled Jordan to work within much more clearly defined, and finite, boundaries to allow completion of the MBT obligations to be a reality.

### 3.4 Impact

Jordan's National Mine Action Plan 2005 - 2009 focuses on the following impacts of landmines:

- Rich agriculture land has remained uncultivated, irrigation and hydro projects delayed and housing constructions postponed
- 500,000 people are estimated to be affected by mines corresponding to 8% of the population
- Since 1967 there have been 529 reported landmines and UXO incidents. Of this number 111 were fatalities.

Although these are serious events, the impact on the population and the socio-economic impact seems limited compared to the impact in other mine affected countries.

Thus, the number of casualties is low and there is no direct impact of the mine actions on poverty alleviation.

The programme will release land for economical development, especially in relation to the Free Trade Area in Aqaba.

Further, the programme may facilitate the establishment of the “Red Sea - Dead Sea Canal” which will enable refilling of the Dead Sea, desalination of water making potable water available more widely and production of hydro electricity.

### **3.5 Sustainability**

Capacity has been developed in NCDR. The question is if and how to sustain this capacity once the programme has been finalised.

Related to Jordan:

- Given the risk of this capacity becoming redundant, has it been a good investment?

Related to Middle East:

- There are plans within NCDR to establish a regional capacity to support broad mine action activities including advocacy within the region. The evaluation team has however not obtained sufficient information on these plans to assess the feasibility.

### **3.6 Learning and innovation**

- NPA MA Jordan is an innovative organisation focussing on the development of new methods and approaches in the interest of optimising resources and improving effectiveness.
- Experience is gathered, compiled and passed on through the monitoring systems of NPA MA.
- Learning is ensured through exchange of experience and ideas between NPA MA programmes in different countries, through programme management meetings, operational management workshops, information management workshops, etc.
- NPA national staff have - and are - moving to other programmes to utilise the skills and experience they have gained.
- The Land Release Concept and the Tech Base are methods developed in other NPA programmes and subsequently adapted and implemented in the Jordanian context. Land release lessons learned are significant and have contributed to NPA global thinking
- The Information Management capacity is extremely positive, beginning from grass roots level but with significant support from headquarters. NPA have clearly recognised the capacity nurtured in the Jordan programme.

## Annex 1: Itinerary

<b>Sunday 10.05, 09</b>	
Per Nergaard and COWI team arrival in Amman, check-in accommodation	
<b>Monday 11.05.09</b>	
09:30	NPA MAP Jordan Office in Amman <ul style="list-style-type: none"> <li>• Brief from Per Nergaard, NPA reason for working in Jordan and the start of operations</li> <li>• Current situation and country brief by NPA PM</li> <li>• Brief on Land release and Landmine retrofit survey by NPA PM</li> </ul>
12:00	Meeting with NCDR TBC Meeting with UNDP advisor TBC
13:00	Lunch at NPA
14:30	Meeting with CEO Ayla Oasis, Mr. Sahl Dodeen
20:00	Dinner at “to be decided”
<b>Tuesday 12.05.09</b>	
09:30	Meeting with Norwegian Embassy
10:30	NPA office in Amman <ul style="list-style-type: none"> <li>• Brief from NPA PM on financial/donor status</li> <li>• Programme Management, admin, finances and logistics – meet with key staff in Amman</li> </ul>
14:30	Meeting with German Embassy (time TBC)
20:00	Dinner (to be decided)
<b>Wednesday 13.05.09</b>	
07:30	Visit to North border project <ul style="list-style-type: none"> <li>• Manual and Mechanical demining</li> <li>• Mine Detection dogs</li> <li>• Technical Survey</li> <li>• Land release and evaluation of risk on north border project</li> </ul>
13:00	Lunch at NPA-Jabber
13:30	Meeting with Sarhan Mayor
14:30	Meeting with Mafraq Governor , Dr. Zaid Zreiqat
15:30	Meeting with Commander of the military Eastern sector and CO of REC Eastern sector (TBC)

**Thursday 14.05.09**

17:00 Meeting with ASEZA in Amman. Dr. Bilal (Deputy of chief, Mr Peter Marji & Mrs Sura Abu Zaid (business and marketing development)

**Friday 15.05.09**

Summary of visit in NPA Amman office  
Any other issues or people that the COWI team would like to meet  
Departure of visitors

## Annex 2: List of persons met

Name	Position	Organisation
Mohammad Breikat	National Director	NCDR
Olaf Jurgensen	Chief Technical Advisor	UNDP/NCDR
Mette Ravn	Ambassador	Royal Norwegian Embassy, Jordan
Christina Øvestad Eikeland	First Secretary Deputy Head of Mission	Royal Norwegian Embassy, Jordan
Heinie Truter	Project Manager	Norwegian People's Aid, Jordan
Stephen Bryat	Programme Manager	Norwegian People's Aid, Jordan
Mohammed Abu Dalou	Technical Advisor	Norwegian People's Aid, Jordan
Rolf Egil Øye	Finance Manager	Norwegian People's Aid, Jordan
Sahl Dudin	Managing Director	Ayla Oasis Development Co.
Bilal Bashir	PH.D. - Deputy Chief Comissioner for Economic Dev. & Investment Affairs	Aqabazone, Special Economic Zone Authority
Peter S. Marji	Business Development & Marketing Officer	Aqabazone, Special Economic Zone Authority
Sura Abu Zaid	Division Head Business Development & Marketing	Aqabazone, Special Economic Zone Authority

## Annex V

### NPA objectives table

Country	Long term objectives	Immediate objectives
Angola	Contribute to the sustainable development of living conditions for the vulnerable population by reducing threats of mines and UXO.	Contribute to the reduction of mines and UXO accidents. Facilitate physical rehabilitation. Increase number of national staff with the view to fully nationalise. Introduce and develop the land release concept.
Bosnia & Herzegovina	Implementation of MAP and facilitate the safe return of refugees and IDPs and assist the government in fulfilling its obligations towards the MBT.	Land clearance by using the tool box instruments. Cooperate with the demining authorities on surveys.
Cambodia	Cambodia free from the threat of mines, UXO and cluster munitions.	Reduce the risk of mine related accidents. Involve communities in the prioritisation and planning. Improve the capacity of provincial and national demining authorities. Strengthen link between technical clearance and socio-economic impact and enhance accountability between operators, authorities, communities and donors.
Croatia	Facilitate the return of refugees and IDPs and enable the population to safely resume activities free from the threat of mines/UXO.	Survey and clear land by using the tool box instruments.
Ethiopia	Strengthen the national HMA capacity, contribute to the reduction of mine/UXO accidents and facilitate access to land and safe settlement for target group.	Build the national capacity for MDD and technical survey work. Work towards nationalising the programme. Clear land by using the toolbox instruments.

<b>Country</b>	<b>Long term objectives</b>	<b>Immediate objectives</b>
Jordan	Contribute to clear the Wadi Araba area to improve the prospects for development and improved living conditions.	Release all suspected hazardous areas in W.A. region for settlement and use of the land and build capacities of the national staff.
Kosovo	Allow the resumption of normal activities free from the threat of mines/UXO.	Clear mines and UXO in contaminated areas to allow refugees and IDPs to return and local population to resume normal activities.
Laos	The provinces of Attapeu and Sekong are cleared of UXO.	Programmes in provinces to be run with only local staff. Capacity building of national staff on management and EOD.
Lebanon	Increased participation, growth and fair distribution of natural resources experienced by land mine affected communities.	
Malawi	Malawi free from the threat of mines.	GoM and signatories to the Mine Ban Convention have a complete picture of the mine situation in M.
Mozambique	Sustainable improvement of socio-economic conditions and a reduction in accidents from mines and UXO.	Increased awareness about dangers of mines/UXO among affected constituencies. Increase capacity in areas such as management and victim assistance. Reduction in number of mine related accidents.
Northern Iraq	Improve the socio-economic living conditions and reduce suffering from mines/UXO accidents.	
Serbia	Contribute to the demining of the border area with Croatia, enable the local population to safely resume normal activities free from the threat of mines/UXO and build national demining capacities too define cluster munitions/UXO problem.	Clear land using the tool box instruments. Assessment of cluster UXU situation. Capacity building of cluster survey teams.
Sri Lanka	Remove mines/UXO to reduce threats and obstacles for development in Vanni region. Focus on support to facilitate the return of refugees and IDPs and enable the population to resume normal activities.	Improve the capacity of the local demining authority to address the mines/UXO problem. Assist in the provision of emergency HMA in areas with large influx of IDPs using the tool box instruments.



Country	Long term objectives	Immediate objectives
Sudan	To assist the South Sudan Demining Commission (SSDC) in meeting its obligations under Article 5 of the Mine Ban Treaty (deadline 01 April 2014).	<p>Develop national capacity within the programme.</p> <p>Contribute to capacity-building of national mine action bodies.</p> <p>Provide conditions for the restoration of the agricultural economy within region.</p> <p>Release land for Government of South Sudan return and resettlement programmes.</p> <p>Facilitate the rehabilitation of social and economic infrastructure.</p> <p>Work in accordance with the national recovery and development strategy.</p>

Sources: NPA country programme plans and reports



## EVALUATION REPORTS

- 5.96 Evaluation of the Yearbook "Human Rights in Developing Countries"
- 1.97 Evaluation of Norwegian Assistance to Prevent and Control HIV/AIDS
- 2.97 «Kultursjokk og Korrektiv» – Evaluering av UD/NORADs Studiereiser for Lærere
- 3.97 Evaluation of Decentralisation and Development
- 4.97 Evaluation of Norwegian Assistance to Peace, Reconciliation and Rehabilitation in Mozambique
- 5.97 Aid to Basic Education in Africa – Opportunities and Constraints
- 6.97 Norwegian Church Aid's Humanitarian and Peace-Making Work in Mali
- 7.97 Aid as a Tool for Promotion of Human Rights and Democracy: What can Norway do?
- 8.97 Evaluation of the Nordic Africa Institute, Uppsala
- 9.97 Evaluation of Norwegian Assistance to Worldview International Foundation
- 10.97 Review of Norwegian Assistance to IPS
- 11.97 Evaluation of Norwegian Humanitarian Assistance to the Sudan
- 12.97 Cooperation for Health Development WHO's Support to Programmes at Country Level
- 1.98 "Twinning for Development". Institutional Cooperation between Public Institutions in Norway and the South
- 2.98 Institutional Cooperation between Sokoine and Norwegian Agricultural Universities
- 3.98 Development through Institutions? Institutional Development Promoted by Norwegian Private Companies and Consulting Firms
- 4.98 Development through Institutions? Institutional Development Promoted by Norwegian Non-Governmental Organisations
- 5.98 Development through Institutions? Institutional Development in Norwegian Bilateral Assistance. Synthesis Report
- 6.98 Managing Good Fortune – Macroeconomic Management and the Role of Aid in Botswana
- 7.98 The World Bank and Poverty in Africa
- 8.98 Evaluation of the Norwegian Program for Indigenous Peoples
- 9.98 Evaluering av Informasjonsstøtten til RORGene
- 10.98 Strategy for Assistance to Children in Norwegian Development Cooperation
- 11.98 Norwegian Assistance to Countries in Conflict
- 12.98 Evaluation of the Development Cooperation between Norway and Nicaragua
- 13.98 UNICEF-komiteen i Norge
- 14.98 Relief Work in Complex Emergencies
- 1.99 WID/Gender Units and the Experience of Gender Mainstreaming in Multilateral Organisations
- 2.99 International Planned Parenthood Federation – Policy and Effectiveness at Country and Regional Levels
- 3.99 Evaluation of Norwegian Support to Psycho-Social Projects in Bosnia-Herzegovina and the Caucasus
- 4.99 Evaluation of the Tanzania-Norway Development Cooperation 1994–1997
- 5.99 Building African Consulting Capacity
- 6.99 Aid and Conditionality
- 7.99 Policies and Strategies for Poverty Reduction in Norwegian Development Aid
- 8.99 Aid Coordination and Aid Effectiveness
- 9.99 Evaluation of the United Nations Capital Development Fund (UNCDF)
- 10.99 Evaluation of AWEPA, The Association of European Parliamentarians for Africa, and AEI, The African European Institute
- 1.00 Review of Norwegian Health-related Development Cooperation 1988–1997
- 2.00 Norwegian Support to the Education Sector. Overview of Policies and Trends 1988–1998
- 3.00 The Project "Training for Peace in Southern Africa"
- 4.00 En kartlegging av erfaringer med norsk bistand gjennom frivillige organisasjoner 1987–1999
- 5.00 Evaluation of the NUFU programme
- 6.00 Making Government Smaller and More Efficient. The Botswana Case
- 7.00 Evaluation of the Norwegian Plan of Action for Nuclear Safety Priorities, Organisation, Implementation
- 8.00 Evaluation of the Norwegian Mixed Credits Programme
- 9.00 "Norwegians? Who needs Norwegians?" Explaining the Oslo Back Channel: Norway's Political Past in the Middle East
- 10.00 Taken for Granted? An Evaluation of Norway's Special Grant for the Environment
- 1.01 Evaluation of the Norwegian Human Rights Fund
- 2.01 Economic Impacts on the Least Developed Countries of the Elimination of Import Tariffs on their Products
- 3.01 Evaluation of the Public Support to the Norwegian NGOs Working in Nicaragua 1994–1999
- 3A.01 Evaluación del Apoyo Público a las ONGs Noruegas que Trabajan en Nicaragua 1994–1999
- 4.01 The International Monetary Fund and the World Bank Cooperation on Poverty Reduction
- 5.01 Evaluation of Development Co-operation between Bangladesh and Norway, 1995–2000
- 6.01 Can democratisation prevent conflicts? Lessons from sub-Saharan Africa
- 7.01 Reconciliation Among Young People in the Balkans An Evaluation of the Post Pessimist Network
- 1.02 Evaluation of the Norwegian Resource Bank for Democracy and Human Rights (NORDEM)
- 2.02 Evaluation of the International Humanitarian Assistance of the Norwegian Red Cross
- 3.02 Evaluation of ACOPAMAn ILO program for "Cooperative and Organizational Support to Grassroots Initiatives" in Western Africa 1978 – 1999
- 3A.02 Évaluation du programme ACOPAMUn programme du BIT sur l'« Appui associatif et coopératif aux initiatives de Développement à la Base » en Afrique de l'Ouest de 1978 à 1999
- 4.02 Legal Aid Against the Odds Evaluation of the Civil Rights Project (CRP) of the Norwegian Refugee Council in former Yugoslavia
- 1.03 Evaluation of the Norwegian Investment Fund for Developing Countries (Norfund)
- 2.03 Evaluation of the Norwegian Education Trust Fund for African the World Bank
- 3.03 Evaluering av Bistandstorgets Evalueringsnettverk
- 1.04 Towards Strategic Framework for Peace-building: Getting Their Act Together. Overview Report of the Joint Utstein Study of the Peace-building.
- 2.04 Norwegian Peace-building policies: Lessons Learnt and Challenges Ahead
- 3.04 Evaluation of CESAR's activities in the Middle East Funded by Norway
- 4.04 Evaluering av ordningen med støtte gjennom paraplyorganisasjoner. Eksemplifisert ved støtte til Norsk Misjons Bistandsnemda og Atlas-alliansen
- 5.04 Study of the impact of the work of FORUT in Sri Lanka: Building Civil Society
- 6.04 Study of the impact of the work of Save the Children Norway in Ethiopia: Building Civil Society
- 1.05 – Study: Study of the impact of the work of FORUT in Sri Lanka and Save the Children Norway in Ethiopia: Building Civil Society
- 1.05 – Evaluation: Evaluation of the Norad Fellowship Programme
- 2.05 – Evaluation: Women Can Do It – an evaluation of the WCDI programme in the Western Balkans
- 3.05 Gender and Development – a review of evaluation report 1997–2004
- 4.05 Evaluation of the Framework Agreement between the Government of Norway and the United Nations Environment Programme (UNEP)
- 5.05 Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997–2005)"
- 1.06 Inter-Ministerial Cooperation. An Effective Model for Capacity Development?
- 2.06 Evaluation of Fredskorpset
- 1.06 – Synthesis Report: Lessons from Evaluations of Women and Gender Equality in Development Cooperation
- 1.07 Evaluation of the Norwegian Petroleum-Related Assistance
- 1.07 – Synteserapport: Humanitær innsats ved naturkatastrofer: En syntese av evalueringsfunn
- 1.07 – Study: The Norwegian International Effort against Female Genital Mutilation
- 2.07 Evaluation of Norwegian Power-related Assistance
- 2.07 – Study Development Cooperation through Norwegian NGOs in South America
- 3.07 Evaluation of the Effects of the using M-621 Cargo Trucks in Humanitarian Transport Operations
- 4.07 Evaluation of Norwegian Development Support to Zambia (1991 - 2005)
- 5.07 Evaluation of the Development Cooperation to Norwegian NGOs in Guatemala
- 1.08 Evaluation: Evaluation of the Norwegian Emergency Preparedness System (NOREPS)
- 1.08 Study: The challenge of Assessing Aid Impact: A review of Norwegian Evaluation Practice
- 1.08 Synthesis Study: On Best Practice and Innovative Approaches to Capacity Development in Low Income African Countries
- 2.08 Evaluation: Joint Evaluation of the Trust Fund for Environmentally and Socially Sustainable Development (TFESSD)
- 2.08 Synthesis Study: Cash Transfers Contributing to Social Protection: A Synthesis of Evaluation Findings
- 2.08 Study: Anti-Corruption Approaches. A Literature Review
- 3.08 Evaluation: Mid-term Evaluation the EEA Grants
- 4.08 Evaluation: Evaluation of Norwegian HIV/AIDS Responses
- 5.08 Evaluation: Evaluation of the Norwegian Research and Development Activities in Conflict Prevention and Peace-building
- 6.08 Evaluation: Evaluation of Norwegian Development Cooperation in the Fisheries Sector
- 1.09 Evaluation: Joint Evaluation of Nepal's Education for All 2004-2009 Sector Programme
- 1.09 Study Report: Global Aid Architecture and the Health Millennium Development Goals
- 2.09 Evaluation: Mid-Term Evaluation of the Joint Donor Team in Juba, Sudan
- 2.09 Study Report: A synthesis of Evaluations of Environment Assistance by Multilateral Organisations
- 3.09 Evaluation: Evaluation of Norwegian Development Cooperation through Norwegian Non-Governmental Organisations in Northern Uganda (2003-2007)
- 3.09 Study Report: Evaluation of Norwegian Business-related Assistance Sri Lanka Case Study
- 4.09 Evaluation: Evaluation of Norwegian Support to the Protection of Cultural Heritage
- 5.09 Evaluation: Evaluation of Norwegian Support to Peacebuilding in Haiti 1998–2008

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