

*"There is no greater sorrow on earth
than the loss of one's native land."
— Euripides, 431 B.C.*



UNHCR

MINE ACTION OPERATIONAL FRAMEWORK

September 2005

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1. Purpose

The purpose of this document is to present UNHCR's position with regard to mine action, in the light of its mandate, as it relates to the UN Mine Action Policy¹ and based upon UNHCR's most recent operational experience. It is intended as an information document providing guidance to Country Offices and Regional Bureau who may be engaged or planning a Mine Action strategy and/or specific activities in support of refugee, IDP and returnee programmes.

Mine Action – UN Vision

The vision of the United Nations is a world free of the threat of landmines and explosive remnants of war² (ERW), where individuals and communities live in a safe environment conducive to development and where the needs of mine and ERW victims are met and they are fully integrated into their societies.

The United Nations is committed to ensuring that its support to mine and ERW-affected countries is strategic, effective, and efficient and delivered in a timely manner. To this end, the United Nations will bring its experience in the areas of coordination, resource mobilization, local capacity development and institutional support, information management, training of personnel, and quality management to bear in all five pillars of mine action:

- (1) **Landmine and ERW clearance** including technical survey, mapping, marking, clearance, post-clearance documentation, and community mine action liaison and the handover of cleared land.³
- (2) **Mine risk education**, including educational activities which seek to reduce the risk of injury from landmines and ERW by raising awareness and promoting behavioral change including public information dissemination, education and training and community mine action liaison.
- (3) **Victim assistance**, including rehabilitation and reintegration⁴.
- (4) **Stockpile destruction**.
- (5) **Advocacy** in support of a total ban on anti-personnel landmines; and to promote the development of, and compliance with, international legal instruments that address the problems of landmines and ERW, and promote the human rights of affected people.

¹ Mine Action and Effective Coordination: The United Nations Inter-Agency Policy

² The term "explosive remnants of war" refers to unexploded ordnance (UXO) and abandoned explosive ordnance. See Protocol V of the CCW.

³ International Mine Action Standards, (4.10), 2nd Edition dated 1 January 2003, para. 3.42.

⁴ The term "victim" as commonly understood in mine action, refers generally to those who have been injured or killed by a landmine or ERW explosion, and also their families who suffer emotional, social and financial loss and the communities that lose access to land and other resources due to the presence of landmines or ERW. The term "survivor" refers to any individual who has been directly injured by a landmine or ERW explosion and has survived the accident. In the context of this policy, "victim assistance" refers to all care and rehabilitation activities that aim to meet the immediate and long-term needs of landmine and ERW survivors, their families, and affected communities.

2. United Nations Mine Action Policy

2.1 Vision and Objectives

The vision of the United Nations is a world free of landmines and explosive remnants of war (ERW), where individuals and communities live in a safe environment conducive to development and where the needs of mine and ERW victims are met and they are fully integrated into their societies.

The objectives of the policy are:

- To ensure that all United Nations mine action team members are operating with the same purpose, in accordance with clearly articulated policies.
- To clarify the way in which decisions are made and coordination is achieved among United Nations mine action team members and with other stakeholders.
- To describe the United Nations role as a contribution to mine action, including the role and responsibilities of individual team members.

In line with this policy, the United Nations mine action team members formulate five-year strategies for mine action that contain the broad goals for mine action in general and identify the specific objectives that the United Nations intends to achieve during the pertinent period.

2.2 Inter-agency coordination and decision making

Fourteen United Nations departments, programmes, funds and agencies are involved in mine action to varying degrees, in accordance with their mandates, areas of expertise and comparative advantages. These are: the Department of Peacekeeping Operations (DPKO), the United Nations Mine Action Service (UNMAS), the Department of Disarmament Affairs (DDA), the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Office of Project Services (UNOPS), The Food and Agriculture Organization (FAO), the Office for the Coordination of Humanitarian Affairs (OCHA), the Office of the Special Advisor on Gender Issues (OSAGI), the Office of the High Commissioner for Human Rights (OHCHR), the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP), the World Health Organization (WHO) and the World Bank. They coordinate their activities in the context of the Inter-Agency Coordination Group for Mine Action (IACG-MA), chaired by the Under-Secretary General for Peace-Keeping Operations at the Principals level and the Director of UNMAS at the working level. All mentioned departments, programmes, funds and agencies are members of the IACG-MA except for the World Bank which acts as an observer.

In the context of United Nations reform, the Secretary-General designated UNMAS as the focal point for mine action within the United Nations system in 1997. This decision was welcomed by the General Assembly.

2.3 Inter-Agency Coordination Group for Mine Action

The IACG-MA is the forum for the coordination of the United Nations mine action policies, strategies and initiatives at the global level; monitoring the threat of landmines and ERW around the world; reviewing the United Nations mine action response in a given country and approving the Information Management System for Mine Action (IMAS) and other guidelines and policies on behalf of the United Nations system as a whole. The IACG-MA provides options and recommendations for consideration by the Senior United Nations Officials in specific countries for an appropriate response to mine and ERW problems. UNMAS communicates the decision and recommendations of the IACG-MA to all appropriate stakeholders. The IACG-MA may set up ad hoc groups to tackle particular country-specific or thematic issues. These groups report back to the IACG-MA which takes decisions by consensus.

Mine action considerations may also be addressed as appropriate, in humanitarian and development coordination mechanisms, including the Inter-Agency Standing Committee (IASC), the executive committees of the United Nations - the Executive Committee on Humanitarian Affairs and the Executive Committee on Peace and Security – and the United Nations Development Group. Mine action considerations relevant to peacekeeping operations are addressed in the appropriate task forces and working groups of the United Nations.

2.4. United Nations Mine Action in the Field

United Nations mine action is carried out in the field under the overall coordination of the Senior United Nations Official and the United Nations Country Team (UNCT). When confronted with a landmine or ERW problem, the Senior United Nations Official is encouraged to seek advice from UNMAS, which refers the matter for discussion in the IACG-MA. The Senior United Nations Official may also consult with competent staff of United Nations mine action team members present in the country of region. If the problem is of sufficient importance, the Senior United Nations Official and the UNCT may designate a sectoral lead agency for mine action and assign responsibilities within the UNCT for different aspects of mine action, taking into account the competences and comparative advantage of the different United Nations partners (Refer to Annex 1: The UN Inter-Agency Policy for detailed information on UN agency competences).

3. Department of Peace Keeping Operations (DPKO)

UNHCR's High Commissioner and DPKO's Under-Secretary met in New York on 3rd November 2003, to discuss enhanced cooperation between the two organizations. A number of areas where enhanced cooperation between UNHCR and DPKO was considered important were agreed upon, including Mine Action (Refer Annex 2: UNHCR and DPKO Agreement).

UNHCR Emergency & Security Service

It was agreed that the safety of refugees, IDP's and returnees as well as humanitarian and peacekeeping staff, in mine and ERW contaminated environments is a serious concern. From UNHCR's side, mine action is a key factor in ensuring the safe and sustainable return of refugees and IDP populations. DPKO and UNHCR agreed to work towards a more systematic collaboration, particularly in the areas of information sharing, contingency planning, advocacy and asset management. In terms of the field, the collaboration between the UNMAS Mine Action Centre in Kosovo and UNHCR was considered to be an ideal example. The Emergency and Security Service (ESS) was designated as the UNHCR HQ-level departmental focal point for DPKO and has since provided a focal point for Mine Action, who regularly liaises with UNMAS (Geneva, New York and regional offices).

4. United Nations Mine Action Service (UNMAS)

The United Nations Mine Action Service (UNMAS) is a division of the United Nations Department of Peacekeeping Operations (DPKO), and is the focal point for mine action in the United Nations system. UNMAS is responsible for developing mine action programmes in humanitarian emergency situations and/or as part of peacekeeping operations. Key responsibilities are:

- Mine action policy development and coordination (based on the UN Inter-Agency Policy for Mine Action and Effective Coordination 2005)
- Assessment and monitoring of the global landmine threat e.g. publication of a yearly project document Portfolio on Mine Action Projects (www.mineaction.org)
- Supporting the yearly International Campaign to Ban Landmines – Landmine Monitor Report (www.icbl.org/lm). This is a yearly publication containing information on every country in the world that is affected by mines including use, production, transfer, clearance, mine risk education, casualties and victim assistance
- International Mine Action Standards (IMAS) that are to assist national mine action authorities, programmes or projects to develop national mine action standards
- Advocacy and consciousness-raising activities

5. UNHCR Emergency and Security Service (ESS)

The Emergency and Security Service takes a lead role in providing action focal point service to the Regional Bureau and country programmes and is supported by UNHCR New York. UNHCR policy on mine action is reflected within the new UN Policy document, however there is still much to be done in more precisely defining the extent of UNHCR's operational involvement in this area of expertise and future developments, including budgetary support. The focus of UNHCR's efforts remain on partnership with the key actors in the field and ensuring that their programmes and activities cater for the needs of refugees, IDP's and returnees.

UNHCR Emergency & Security Service

Mine Action for UNHCR refugee programmes has in the past been arranged and contracted by individual country offices with the support of Headquarter Bureau. This to a large extent was a very decentralized and uncoordinated approach and in some cases resulting in a lack of more comprehensive input and the provision of specialist support.

With UNMAS taking a more pragmatic and coordinated approach and with the support of the UN Security Council and DPKO, UNHCR has become more proactive in Mine Action issues and activities. This has included membership of the Inter Agency Coordination Group on Mine Action (IACG-MA) and full participation in reviewing and strengthening United Nations Mine Action Policy.

UNHCR has entered into dialogue with various UN Agencies and Non Government Organizations on how to improve cooperation and coordination in support of UNHCR returnee programmes in various parts of the world. On-going discussions are taking place on how UNMAS can best support UNHCR with professional advice and seconded staff on request of Bureau and Country Offices. NGO's are also very interested and willing to provide support from their headquarters on particular mine action issues relevant to their experience and operational background.

The Emergency and Security Service (ESS) maintains a Mine Action Focal Point who will assist UNHCR develop Mine Action policy and operational engagement. ESS provides specialist support to the Bureau and country programmes where mine and explosive remnants of war (ERW) contaminate the country. ESS also cooperates with UNMAS and other UN agencies, international organizations and NGOs.

A Mine Action Resource Kit (MARK) will be developed and distributed to all country offices where landmine or ERW threat exists. The MARK will be developed with the support of UNMAS UN agencies and NGO's and will include all mine action topics including staff awareness training and landmine and ERW safety briefings.

6. UNHCR Strategy

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| UNHCR's involvement in mine action ranges from the provision of advice, staff awareness training (landmine safety briefings), contracting of implementing partners involved with Mines Risk Education, Mine/ERW clearance and training, advocacy against the use of anti-personnel mines and victim assistance. |
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Following consultation with UNMAS, UNICEF, UNDP and WFP, UNHCR will focus on the following areas of activity:

- Dissemination of information regarding UNHCR's role in mine action
- Expanding the knowledge base of mine action challenges and constraints

UNHCR Emergency & Security Service

- Assisting Bureau and Country Offices with technical support relating to future mine action programmes in support of refugee , IDP and returnee programmes
- Collaboration with all Mine Action actors and with local government authorities on Mine Action in support of refugee, IDP and returnee programmes.
- Active partnership in the Inter-Agency Coordinating Group on Mine Action

Interacting, monitoring and reporting on the following forums and projects as an active member of the UN mine action team:

- Intersessional meeting on the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction
- UNMAS Inter Agency Coordination Group monthly meetings
- UNMAS Principals biannual meetings (policy)
- UNMAS Portfolio of Mine Action Projects (from 2005)
- UNMAS Rapid Response Plan (RRP)
- UN Mine Action Strategy – 5 year plan
- UN Agency Mine Action Policy Matrix

7. Recent Operations

UNHCR operational involvement with mine action since 2004 has been minimal with funding support to projects carried out by other UN agencies or implementing partners in support of refugee return e.g. Angola.

During 2005, UNHCR has contributed to a programme in Burundi implemented by Danish Church Aid, supporting the NGO community in mine clearance and mine risk education campaigns for the repatriation of refugees from Tanzania to settlements in Northern and Southern Burundi. The activity involves protection of refugees in transit areas and areas of intended resettlement, which could be affected by the presence of mines and explosive remnants of war (ERW). The project will also help the National Mine Action Coordination Authority (NMACA) to ensure that all Burundian refugees, particularly women and children, are informed about landmines and ERW, prior to mine clearance and repatriation.

UNHCR Emergency & Security Service

UNHCR is also in the early stages of Mine Action in South Sudan and has support from the UN Mine Action Service (UNMAS) in the form of a seconded mine action advisor. The intention is to create a Mine Action Coordinating Office within UNHCR Juba serving the region including asylum countries. The Danish Refugee Council is also supporting this office with a secondee as the assistant to the Mine Action Advisor. Both advisors will be traveling within the region to consult with UNHCR programme and protection officers on the prioritization of mine action projects in support of refugee and IDP return to South Sudan.

8. UNHCR's Requirement for Mine Action

UNHCR has many operations that are in or close to mine affected areas. There are therefore a number of key requirements for UNHCR in relation to Mine Action. They are as follows:

- **Staff Training**
To ensure that UNHCR staff are fully aware of the dangers and undergo the *Land Mine And ERW Safety Briefing* provided by UNMAS. This briefing should be in conjunction with staff security training prior to deployment, organized by the Field Staff Safety Section.
- **Management Advice**
The availability and access to advice and material to allow managers to analyze potential mine/UXO threats and where appropriate, incorporate a mine action component into a UNHCR project.
- **Safety for refugees, returnees and IDPs**
To ensure that the protection of persons of concern to UNHCR is taken into consideration when planning for refugee emergencies, repatriation or care and maintenance programmes. The provision of Mine Risk Education to target groups maybe a priority before commencement of any repatriation or relocation operation.
- **Safety of UNHCR facilities**
Assessment, survey and if necessary the clearance of mines and UXO found in facilities that are required for UNHCR operations.
- **Planning and Interagency Coordination**
To coordinate with UN agencies, governments, local authorities and NGOs, to maximize operational efficiency, within mine action activities.

Usually UNHCR Mine Action activities are related to two scenarios: emergency or post-conflict. Large demining programmes (including MRE) in support of refugee/IDP return have been undertaken by NGO implementing partners with local government assistance e.g. Angola, Bosnia & Herzegovina and Cambodia.

UNHCR Emergency & Security Service

UNHCR generally tries to avoid Mine Action programmes where there is already an established capacity (provided by NGOs or UN /National Mine Action projects). However, in the past UNHCR has implemented its own mine action programmes where there is a lack of national or international demining capacity or where UNHCR priorities are not being taken into consideration to the detriment of its refugee/returnee caseload. UNHCR usually implements through recognized and experienced NGOs both national and international.

UNHCR can also call upon the expertise of UNMAS and the Geneva International Centre for Humanitarian Demining (GICHD) to provide technical and consultancy advice prior to making a decision on mine action activity and scope.

9. Resource Material

A range of resource material is available on the internet and also in hard copy on request from various UN agencies and GICHD. They are as follows:

- Landmine Monitor Report 2004 (www.icbl.or/lm)
- The Portfolio of Mine Action Projects 2005 (www.mineaction.org)
- United Nations/CARE Landmine & UXO Safety Handbook 2000 available in hardcopy from UNMAS New York
- Landmine & UXO Safety Briefing (in various languages) from UNMAS New York (CD, Video and Overhead Projector)
- GICHD Guide to Mine Action – available in English, French, Spanish, Arabic and Russian (www.gichd.ch)
- GICHD Information and Training Services 2005 (www.gichd.ch)
- Gender Guidelines for Mine Action Programmes February 2005 from UNMAS New York (CD)
- Action for the Rights of Children (ARC) October 2002 (CD)

UNHCR Emergency & Security Service holds limited stocks of items and can provide information on availability of resource material.

10. List of Key UN or International Organizations Participating in Mine Action

- United Nations Children Fund (www.unicef.org)
- United Nations Development Programme (www.undp.org/bcpr/mineaction)
- United Nations Mine Action Service (www.mineaction.org)
- United Nations Office for Project Services (www.unops.org)
- United Nations World Food Programme (www.wfp.org)
- Geneva International Centre for Humanitarian Demining (www.gichd.ch)
- International Committee of the Red Cross (www.icrc.org)

Mine Action and Effective Coordination: The United Nations Inter-Agency Policy



Endorsed by the Inter-Agency Coordination Group on Mine Action on 6 June 2005

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ACRONYMS

APMBT – Anti-Personnel Mine Ban Treaty
CAP – Consolidated Appeals Process
CCW – Convention on Certain Conventional Weapons
DDA - Department of Disarmament Affairs
DPKO – Department of Peacekeeping Operations
ERW – Explosive remnants of war
FAO - Food and Agriculture Organisation
GICHD – Geneva International Centre for Humanitarian Demining
IACG-MA – Inter-Agency Coordination Group on Mine Action
IASC – Inter-Agency Standing Committee
ICBL – International Campaign to Ban Landmines
ICRC – International Committee of the Red Cross
IMAS – International Mine Action Standards
IMSMA – Information Management System for Mine Action
MACC – Mine Action Coordination Centre
MASG – Mine Action Support Group
MRE – Mine risk education
NGO – Non-governmental organisation
OCHA - Office for the Coordination of Humanitarian Affairs
OHCHR - Office of the High Commissioner for Human Rights
OSAGI - Office of the Special Advisor on Gender Issues
SCMA – Steering Committee on Mine Action
SRSG – Special Representative of the Secretary-General
UNDP – United Nations Development Programme
UNHCR – United Nations High Commissioner for Refugees
UNICEF – United Nations Children’s Fund
UNIDIR – United Nations Institute for Disarmament Research
UNOPS - United Nations Office for Project Services
UNMAS – United Nations Mine Action Service
UXO – Unexploded ordnance
WFP – World Food Programme
WHO - World Health Organization

PREFACE

This document updates and replaces the document entitled “Mine action and effective coordination: the United Nations policy”, endorsed by the Inter-Agency Coordination Group on Mine Action (IACG-MA) in 1998 and amended in 1999. The policy seeks to apply General Assembly and Security Council resolutions and presidential statements to the work of the United Nations in the area of mine action. It is informed by relevant international treaties, the International Mine Action Standards (IMAS), and 15 years of collective knowledge, expertise, and lessons learned of the United Nations mine action team¹, governments, non-governmental organisations (NGOs), international organisations and regional organisations.

The present document:

- Defines the vision and core commitments of United Nations mine action.
- Outlines the legal framework within which United Nations mine action takes place.
- Elaborates the common positions that derive from the vision and core commitments.
- Describes the coordination mechanisms, and individual roles and responsibilities of United Nations actors in mine action.

The document was approved by the IACG-MA at the Principals level, chaired by the Under-Secretary-General for Peacekeeping Operations, on 6 June 2005, and subsequently shared with the governing bodies of IACG-MA members. It may be further amended by the IACG-MA meeting at the Principals’ level.

Jean-Marie Guéhenno
Under-Secretary-General
Chair of the Inter-Agency Coordination Group
on Mine Action
United Nations
New York

¹ The term “United Nations” refers to the United Nations system of the secretariat, specialized agencies, funds and programmes as a whole, while the term “United Nations mine action team” refers to members of the Inter-Agency Coordination Group on Mine Action (IACG-MA), namely the Department of Peacekeeping Operations (DPKO), the United Nations Mine Action Service (UNMAS), the Department of Disarmament Affairs (DDA), the United Nations Development Programme (UNDP), the United Nations Children’s Fund (UNICEF), the United Nations Office of Project Services (UNOPS), the Food and Agriculture Organisation (FAO), the Office for the Coordination of Humanitarian Affairs (OCHA), the Office of the Special Advisor on Gender Issues (OSAGI), the Office of the High Commissioner for Human Rights (OHCHR), the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP) and the World Health Organization (WHO). The World Bank is an Observer on the IACG-MA.

I. VISION AND OBJECTIVES

1. The vision of the United Nations is a world free of the threat of landmines and explosive remnants of war² (ERW), where individuals and communities live in a safe environment conducive to development and where the needs of mine and ERW victims are met and they are fully integrated into their societies.

2. The objectives of the policy are:

- To ensure that all United Nations mine action team members are operating with the same purpose, in accordance with clearly articulated policies.
- To clarify the way in which decisions are made and coordination is achieved among United Nations mine action team members and with other stakeholders.
- To describe the United Nations' role in, and contribution to, mine action, including the roles and responsibilities of individual team members.

3. In line with this policy, the United Nations mine action team members formulate five-year strategies for mine action that contain the broad goals for mine action in general and identify the specific objectives that the United Nations intends to achieve during the pertinent period.³

4. The United Nations is committed to ensuring that its support to mine and ERW-affected countries is strategic, effective, efficient and delivered in a timely manner. To this end, the United Nations will bring its experience in the areas of coordination, resource mobilisation, local capacity development and institutional support, information management, training of personnel, and quality management to bear in all five pillars of mine action:

- (1) **Landmine and ERW clearance** including technical survey, mapping, marking, clearance, post-clearance documentation, community mine action liaison and the handover of cleared land.⁴
- (2) **Mine risk education**, including educational activities which seek to reduce the risk of injury from landmines and ERW by raising awareness and promoting behavioural change including public information dissemination, education and training and community mine action liaison.
- (3) **Victim assistance**, including rehabilitation and reintegration⁵.
- (4) **Stockpile destruction.**

² The term “explosive remnants of war” refers to unexploded ordnance (UXO) and abandoned explosive ordnance. See Protocol V of the CCW.

³ Report of the Secretary-General to the General Assembly on Assistance in Mine Action (A/58/260 and A/58/260/Add.1 dated 8 August 2003).

⁴ International Mine Action Standards, (4.10), 2nd Edition dated 1 January 2003, para. 3.42.

⁵ The term “victim” as commonly understood in mine action, refers generally to those who have been injured or killed by a landmine or ERW explosion, and also their families who suffer emotional, social and financial loss and the communities that lose access to land and other resources due to the presence of landmines or ERW. The term “survivor” refers to any individual who has been directly injured by a landmine or ERW explosion and has survived the accident. In the context of this policy, “victim assistance” refers to all care and rehabilitation activities that aim to meet the immediate and long-term needs of landmine and ERW survivors, their families, and affected communities.

- (5) **Advocacy** in support of a total ban on anti-personnel landmines; and to promote the development of, and compliance with, international legal instruments that address the problems of landmines and ERW, and promote the human rights of affected people.

II. CONTEXT

5. Millions of scattered and unrecorded landmines and ERW in more than forty countries threaten lives and physical well-being and impede economic activity every day, largely in the developing world.⁶

6. Advocacy by non-governmental organisations (NGOs), the International Committee of the Red Cross (ICRC), governments and the United Nations on the negative humanitarian and developmental impact of landmines and ERW led to a number of initiatives by governments, civil society organisations, the United Nations and others. Legislative initiatives included the adoption of the Anti-Personnel Mine Ban Treaty (APMBT)⁷ and the Convention on Certain Conventional Weapons (CCW)⁸. Mine-affected countries, with assistance from the United Nations, regional organisations, national and international NGOs and private companies, developed comprehensive mine action programmes, including survey, marking, clearance, victim assistance, and MRE. In addition, the development of International Mine Action Standards (IMAS), begun in 1997, culminated in the adoption in 2001 by the Inter-Agency Coordination Group on Mine Action (IACG-MA) of sector-wide standards on safety and appropriate professional practice, procurement, and quality assurance.

7. The momentum generated by parties to the APMBT and the CCW and the commitment of a wide range of donors continues to contribute to the destruction of millions of stockpiled landmines and a dramatic reduction in the use, production, transfer and deployment of landmines. The number of new victims in many of the most severely mine- and ERW-affected countries continues to fall significantly.⁹

8. Many challenges remain. In 2004, at least six countries and a number of non-state actors were still using anti-personnel landmines. Approximately one-quarter of the world's countries are not yet committed to banning this weapon, including several of the world's most powerful states. Victims and persons living in fear of landmines will require supportive interventions for many years after a legal ban is universally achieved. Vast areas of land needed for productive use and development remain to be cleared.

⁶ The Landmine Monitor Report 2003 states that a total of 82 countries are affected by the presence of landmines. Of this number, United Nations programmes have been established in more than 30 countries and territories, starting with Afghanistan in 1989 and Cambodia in 1992. Landmines have an impact on the lives of significant numbers of people in about 40 countries.

⁷ *Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on their Destruction* opened for signature in Ottawa on 3 December 1997.

⁸ *Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons which may be deemed to be Excessively Injurious or to have Indiscriminate Effects (CCW)* (1980), *Amended Protocol II* of 1996 (entered into force), and *Protocol V* of the CCW of 2003 (not entered into force as at 1 October 2004).

⁹ For more detailed information on the status of the global landmine/ERW problem, please read *the Review Document and Action Plan* of the First Review Conference of the Anti-Personnel Mine Ban Convention, also referred to as the Nairobi Summit, which can be accessed at: www.nairobisummit.org.

III. LEGAL FRAMEWORK

9. United Nations mine action is conducted on the basis of resolutions of the General Assembly and Security Council and is guided by the relevant international instruments prohibiting or restricting the use of landmines and addressing ERW, and the general principles of international humanitarian law on the conduct of war and the protection of civilians. The legal framework for United Nations mine action rests on the following instruments: the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction, 1997 (“Anti-Personnel Mine Ban Treaty,” or APMBT), the Protocol on Prohibitions or Restrictions on the Use of Mines, Booby-traps and Other Devices, as amended in 1996 (Protocol II to the 1980 Convention on Certain Conventional Weapons, or CCW), the Protocol on Explosive Remnants of War (Protocol V to the 1980 CCW), 2003 (not in force as at 6 June 2005)¹⁰, and Protocol Additional to the Geneva Conventions of 12 August 1949, and Relating to the Protection of Victims of International Armed Conflicts (the 1977 Additional Protocol I).

10. The APMBT imposes a total ban on the use, stockpiling, development, production and transfer of anti-personnel mines, and enjoins States Parties to destroy all stockpiled anti-personnel mines and all anti-personnel mines in mined areas under their jurisdiction or control. States Parties are furthermore bound to take all measures to ensure the protection of civilians and their exclusion from all such mined areas, to provide assistance for mine clearance and related activities and for the care and rehabilitation of mine victims, directly or through the United Nations system.

11. Unlike the APMBT, Protocol II to the CCW, as amended, restricts, but does not totally prohibit, the use of such weapons. The Protocol prohibits, in all circumstances, the use of mines, booby-traps or other devices which are designed to cause superfluous injury or unnecessary suffering, the use of any such weapon indiscriminately against civilian populations, individual civilians or civilian objects, or otherwise use them in any city, town or village, or area containing a similar concentration of civilians in which combat operations are not taking place. It is likewise prohibited, in all circumstances, to use booby-traps that are attached to internationally recognized emblems, sick, wounded, or dead persons, medical facilities, children’s toys and similar objects. The Protocol further enjoins the Parties to take all feasible precautions to protect civilians from the effects of such weapons, and at the end of the hostilities, to clear, remove and destroy such weapons in territories under their control, and to assist in such clearance, removal or destruction in territories under the control of other Parties.

12. Like Protocol II to the CCW, as amended, Protocol V is designed to minimise the risks and effects of ERW in post-conflict situations. It imposes upon States Parties obligations regarding the clearance, removal or destruction of ERW, both in territories under their control and in other territories, and obliges them to take all feasible precautions for the protection of civilians, peacekeepers and humanitarian workers through a system of information sharing and early warning, among others.

¹⁰ Protocol V to the CCW will enter into force six months after receipt of the 20th ratification.

13. The 1977 Additional Protocol I to the Geneva Conventions, which for the most part is now considered a reflection of customary international law, prohibits the employment of weapons of a nature to cause superfluous injury or unnecessary suffering (Article 35); the employment of weapons the effects of which are of a nature to strike military objectives and civilians or civilian objects indiscriminately and without distinction (Article 51 [4] [a]), and weapons that treat as a single military objective a number of clearly separated and distinct military objectives located in a city, a town or other area containing a similar concentration of civilians (Article 51 [5]). The 1977 Additional Protocol I also prohibits indiscriminate attacks, i.e., those that cause incidental loss of civilian life that is excessive in relation to the concrete and direct military advantage anticipated (Article 51 [5] [b]). The 1977 Additional Protocol I finally enjoins parties to the conflict to take all feasible precautions, in the choice of means and methods of attack, to avoid, or minimise incidental loss of civilian life, injury to civilians or damage to civilian objects (Article 57).

14. United Nations mine action initiatives contribute to the United Nations' larger efforts to help ensure compliance with relevant resolutions and international legal norms and standards, including *inter alia* the Universal Declaration of Human Rights, the International Covenants on Economic, Social and Cultural Rights, and on Civil and Political Rights, the United Nations Convention on the Rights of the Child, the United Nations Convention on the Elimination of Discrimination against Women and the United Nations Convention on the Elimination of Racial Discrimination, the Standard Rules on the Equalisation of Opportunities for Persons with Disabilities, and the Convention relating to the Status of Refugees and its Protocol. United Nations mine action seeks to foster realisation of the Millennium Development Goals.

IV. COMMON POSITIONS

15. The following paragraphs summarise the common positions of the United Nations, its agencies, funds and programmes in relation to the major issues confronting the sector.¹¹

Assistance to mine-affected states and national ownership

16. To ensure the most effective and appropriate response to the landmine threat, United Nations mine action activities promote national ownership, institution-building and capacity development, and are contingent on adherence to the core requirements of the IMAS. The primary responsibility for mine action lies with the government of the mine-affected state. This responsibility should be vested in a national mine action authority that is charged with the regulation, management and coordination of a national mine action programme within its national borders, including the development of national mine action standards, standing operating procedures and instructions.

¹¹ The application of these common positions and policies in specific situations may be modified by decisions of the Organisation's competent political organs, in particular, when demining activities are undertaken pursuant to the request of such an organ.

17. In a typical mine action programme, the United Nations supports the development of national mine action structures at three levels:

- (1) A mine action regulatory and policy institution at the inter-ministerial level.
- (2) A coordination body that supervises the various mine action operations in consultation with key stakeholders.
- (3) Operating organisations of non-governmental, commercial, civil defence, police or military nature.

18. In certain exceptional circumstances, it may be appropriate for the United Nations to assume some or all of the responsibilities, normally undertaken by a national mine action authority.

Assistance to victims

19. The United Nations stands ready to assist with programmes that address the needs of landmine and ERW victims preferably as part of national programmes that address the needs of all disabled people. Assistance activities may include first aid, emergency medical care, physical rehabilitation, ongoing medical follow-up, psychosocial support, vocational rehabilitation and training, education, social and economic development, community integration and support, employment generation, capacity development, physical mobility and accessibility and all other relevant needs of victims. Activities should also comply with and promote relevant international humanitarian and human rights standards.

Capacity development

20. The United Nations pursues capacity development and institution-building or strengthening as an integral part of its programme activities from the outset. This includes advising governments on the development of legislation, policies and of coordinating and operational institutions. The United Nations encourages mine action NGOs to contribute to this effort.

Community-based planning and evaluation

21. At the local level the United Nations promotes a community participatory approach to mine action that puts the needs and priorities of people at the centre of the process. This approach informs the conduct of mine-action assessments, priority setting and field operations. The ultimate aim is to reduce the impact of landmines and ERW on people in affected environments. The United Nations will, therefore, give priority to mine-action activities that have the greatest positive impact on lives and livelihood opportunities in mine- and ERW-affected communities.

Compensation for injuries

22. The United Nations encourages governments to provide mine action personnel with appropriate insurance or compensation in the event of injury, disability or death in accordance with internationally recognised best practices.

Compliance with relevant international obligations and commitments

23. The United Nations promotes compliance with international obligations and commitments. The prospect of renewed landmine usage defeats efforts to alleviate the impact on affected communities, and the United Nations will normally refrain from assisting States that are not complying with their international legal obligations relevant to landmines and ERW. Similarly, the United Nations generally refrains from operating in areas controlled by non-state actors that do not make or comply with commitments relevant to landmines and ERW. Nevertheless, in particularly difficult humanitarian situations, it may be necessary and appropriate for the United Nations to conduct activities to reduce immediate threats to affected communities and to humanitarian personnel irrespective of the failure of the authorities to comply with relevant international norms and commitments. Advocacy to promote compliance, though, will continue in a prioritised manner in such circumstances.

Cooperation and information-sharing

24. The United Nations promotes cooperation and information-sharing, as an essential element of effective and efficient mine action. To this end, the United Nations encourages governments and non-state actors to provide information on the scope and humanitarian and development impact of the mine and ERW problem within their borders or in territory under their control and to submit progress reports as required in relevant treaties applicable to them.

Development mainstreaming

25. The United Nations encourages all actors to integrate mine action into their development programmes, strategies and budgets, as appropriate. Without prejudice to emergency and life-saving operations, the United Nations promotes the mainstreaming of mine action into national development plans and processes to advance the Millennium Development Goals embodied in the Millennium Declaration (2000). Where appropriate, mine action should be an integral component of national sector strategies for, *inter alia*, health care, education, infrastructure, and agriculture.

Disarmament, demobilisation and reintegration (DDR)

26. The United Nations acknowledges the important role mine action can play in disarmament, demobilisation and reintegration efforts by employing former combatants in mine action programmes. The United Nations encourages parties to conflict and peacemakers to incorporate mine action in DDR initiatives, as appropriate.

Evaluation

27. The United Nations regularly commissions external evaluations of its mine action programmes and participates in, or encourages, evaluations of mine action programmes involving all stakeholders at the national or regional levels. The United Nations promotes the collection and dissemination of lessons learned based on such evaluations, and ensures that they inform future planning or programming.

Gender

28. United Nations policy requires the mainstreaming of a gender perspective into all policies and programmes in the United Nations system¹². The importance of the gender mainstreaming strategy was reiterated by the General Assembly at its twenty-third special session in June 2000 ("Beijing +5"). The United Nations takes the distinct needs and perspectives of women and men, girls and boys into consideration in the design, implementation and evaluation of all aspects of its mine action programmes and encourages its partners to do the same. The United Nations issues *Gender Guidelines for Mine Action Programmes*.

Humanitarian imperative

29. United Nations mine action is based on the principles of humanity, neutrality and impartiality, and aims to improve human security. Mine action also facilitates the work of humanitarian, peacekeeping and development actors who provide assistance to vulnerable groups in emergency, peacekeeping, and post-conflict settings.¹³

Liability

30. The United Nations encourages governments to enact legislation that acknowledges government responsibility for the safety of areas cleared in accordance with applicable national standards or with IMAS, and for any residual liabilities and/or claims arising from or in connection with such mine clearance activities carried out in accordance with such standards.

National armed forces and mine action

31. The United Nations approach to cooperation with military and armed groups is guided by the Inter-Agency Standing Committee (IASC)'s "Reference Paper on Civil-Military Relations," endorsed in June 2004 by the IASC Working Group, and the IASC's "Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies" of March 2003. The former document states, in paragraph 39, that, "Any humanitarian operation using military assets must retain its civilian nature and character," and in paragraph 38, that, "As a matter of principle, the military and civil defence assets of belligerent forces or of units that find themselves actively engaged in combat *shall not* be used to support humanitarian activities... Only under extreme and exceptional circumstances would it be appropriate to consider the use... of military assets of the parties engaged in combat operations. Specifically, this situation may occur when a highly vulnerable population cannot be assisted or accessed by any other means."

32. Based on this guidance, United Nations cooperation in the field of mine action may, in peacetime, support national mine action programmes that include collaborative arrangements with the national armed forces as long as the overall coordination, control and priority-setting

¹² See, ECOSOC agreed conclusions 1997/2 and E/2004/59.

¹³ The exact definition of the humanitarian imperative is provided in General Assembly resolution A/RES/46/182 on "Strengthening of the coordination of humanitarian emergency assistance of the United Nations," 19 December 1991.

of mine action is the responsibility of national civilian authorities. Such cooperation may include the provision of training, equipment and operating costs, but not the payment of salaries. The United Nations will not engage, directly or indirectly, in cooperative or collaborative arrangements with national military institutions when such arrangements hinder its neutrality and impartiality.

33. In the event that national military forces or armed groups still involved in conflict request assistance in mine action, the United Nations may support such activities, on an exceptional basis, in accordance with the policy guidance above. The terms and conditions of such assistance will normally be defined in a Memorandum of Understanding between the parties to the conflict. United Nations support in such circumstances is determined on a case-by-case basis by the Senior United Nations Official¹⁴ in the country concerned, in consultation with the Inter-Agency Coordination Group on Mine Action (IACG-MA).

34. All mine clearance operations involving the use of national armed forces and/or armed groups conducted with the support of the United Nations in peacetime or in a conflict situation should be undertaken using IMAS, or national standards based on IMAS.

35. When the United Nations is undertaking mine action in a country where the armed forces of other states are also present and operating (outside of United Nations Peacekeeping Operations), the United Nations seeks to obtain from those forces all information regarding landmines and ERW that may contribute to the safety of the civilian population, in accordance with Amended Protocol II and Protocol V of the CCW. The United Nations encourages such forces to comply with the terms of the APMBT or the CCW, or to abide by their principles as appropriate, to undertake any mine clearance operations in accordance with IMAS, and to report the results of such operations to the United Nations. Where required to ensure the safety of the civilian population or of mine action personnel, the United Nations may provide information to such forces about the nature and location of its mine action activities.

Obtaining maximum impact

36. While every effort is made to address the mine action needs of communities as soon as possible, resources must be used in ways to maximise impact. Clearance, for example, may not always be the most effective option in the short term. In some cases, the impact on lives and livelihood will best be addressed initially through alternative means, such as fencing and marking mined areas and MRE. All mine-action programming must be based on the best available impact analysis, as well as relevant lessons learned. While emergency surveys should be carried out as quickly as possible, comprehensive surveys of the impact of landmines and ERW on communities are best done when uprooted populations have returned or resettled, basic security is restored, and access to all affected communities is possible.

¹⁴ The “Senior United Nations Official” is the Resident Coordinator/Humanitarian Coordinator and the United Nations country team, and/or the Special Representative of the Secretary-General, as appropriate.

Partnerships

37. The United Nations welcomes and acknowledges all contributions to mine action made by like-minded partners from governments and civil society. It recognises in particular the instrumental role played by the International Committee of the Red Cross (ICRC) and the Geneva International Centre for Humanitarian Demining (GICHD), and national and international NGOs, including the International Campaign to Ban Landmines (ICBL), in raising public awareness of the landmine issue and addressing the needs of those at risk.

38. The ICBL plays a key role in support of the APMBT and advocacy in general by advocating for a worldwide ban on antipersonnel landmines, universal adherence to the 1997 APMBT, immediate and sustainable support for the needs and rights of landmine survivors, and demining and mine risk education to safeguard lives and livelihoods in all affected countries.¹⁵ The ICRC is an important partner of the United Nations in many mine-affected countries, focusing on advocacy, preventive mine action programmes (incident surveillance, risk reduction and mine-risk education) and assistance to landmine victims (first aid, surgery, rehabilitation and socio-economic reintegration).¹⁶ The GICHD is an important partner of the United Nations. The Centre provides operational assistance to affected countries, undertakes research, and provides support to international treaties banning or restricting the use of landmines. It manages the development and maintenance of the Information Management System for Mine Action (IMSMA). It supports work on the IMAS and carries out studies aimed at improving the effectiveness and efficiency of mine action.¹⁷

39. NGOs engaged in mine action are key partners in the international effort to address the mine and ERW problem. They respond to the emergency needs of mine-affected states in post-conflict environments and contribute to the development of indigenous capacities to respond to the consequences of landmines and ERW. Experienced NGOs have the capacity to effectively transfer skills related to all aspects of programme implementation and management. Their contributions to the promotion of safety and quality assurance standards, to developing community-based prioritisation based on humanitarian and development needs, assisting in developing operational plans, and raising local and global consciousness of the landmine problem make them a valuable source of insight, advice and operational capacity. Often working with affected communities prior to United Nations involvement in a mine-affected country, NGOs are important partners in the development and implementation of integrated, coherent and cost-effective mine action programmes.

Peace processes and mine action

40. Mine action can be an effective confidence-building measure in conflict and post-conflict situations. The United Nations encourages parties to conflict, mediators and others with influence in specific peace processes to foster peace-building by initiating mine action from the earliest reasonable moment and by ensuring that peace agreements include terms that define information sharing, access, adherence to international instruments and other necessary

¹⁵ For more details on the activities of the ICBL, go to www.icbl.org.

¹⁶ For more details on the activities of the ICRC, go to www.icrc.org.

¹⁷ For more details on the activities of the GICHD, go to www.gichd.ch.

conditions related to the provision of mine action. The United Nations publishes Mine Action Guidelines for Ceasefire and Peace Agreements.

41. The United Nations acknowledges and supports the contribution that United Nations peacekeeping personnel can make in the areas of MRE and mine clearance and encourages troop-contributing countries, where appropriate, to train selected personnel to undertake mine action in accordance with IMAS.¹⁸

Resource mobilisation

42. The United Nations encourages national authorities and donors to dedicate sufficient resources to mine action so as to put an end to the suffering of individuals and communities as soon as possible. Where more than short-term interventions are required, funds should ideally be allocated on a multi-year basis to meet overall programme objectives and provide flexibility in addressing emerging needs. When funds are allocated in support of United Nations activities, the United Nations encourages donors, where possible, to channel funds directly to the United Nations agency undertaking the activity, in order to reduce transaction costs.

Safety training

43. The United Nations ensures that all United Nations personnel working in mine or ERW-affected countries receive landmine and ERW safety training prior to their deployment. Where a mine action centre managed or supported by the United Nations is present in the field, such training is also made available to the personnel of all United Nations agencies and partner organisations, to the extent practicable.

Standards

44. The United Nations endorses the IMAS as the standards in force for all United Nations mine action operations, and will only engage contractors that comply with IMAS (or the locally adapted version of IMAS). The United Nations keeps IMAS under continuous review. When supporting national programmes, the United Nations assists governments to develop national standards based on IMAS.

Technology

45. The United Nations encourages the development of appropriate specialised mine clearance equipment that will meet user requirements and enable the landmine problem to be addressed in a safe, quick and cost-effective way. The United Nations works with partners to ensure information is widely disseminated on emerging technologies, but does not fund research and development.

¹⁸ S/PRST/2003/22 and “Emergency mine action in United Nations peacekeeping and peace support operations”, and IMAS at www.mineactionstandards.org.

Transparency and accountability to donors

46. The United Nations is committed to working in a fully transparent way, providing timely, open and comprehensive reporting on its mine action activities to host governments and donors. Each member of the United Nations mine action team provides timely reporting to its donors in accordance with its financial regulations and rules and the reporting modalities negotiated with the donor. Where the United Nations has responsibility for donor funds and equipment, the United Nations shall have oversight of those funds within national programmes to ensure accountability and donor confidence. Wherever possible, harmonisation of donor reporting requirements is sought in order to promote consistency, quality of reporting and efficiency.

Village demining

47. The United Nations recognises, but does not encourage, “village demining.” Village demining is mine and/or ERW clearance and hazardous area marking, undertaken by local inhabitants on their own behalf or that of their immediate community. Often described as a self-help initiative, or spontaneous mine clearance, village demining usually occurs outside or parallel to formal mine action structures. Where village demining occurs, the United Nations advises the authorities to regulate such activities, if possible, to support the implementation of mine risk education programmes, review the prioritisation of areas to be cleared and re-assess clearance capacities.

V. MINE ACTION ROLES AND RESPONSIBILITIES OF THE UNITED NATIONS

A. Decision-making and Coordination

Inter-agency coordination and decision-making

48. Fourteen United Nations departments, programmes, funds and agencies are involved in mine action to varying degrees, in accordance with their mandates, areas of expertise and comparative advantages. These are: the Department of Peacekeeping Operations (DPKO), the United Nations Mine Action Service (UNMAS), the Department of Disarmament Affairs (DDA), the United Nations Development Programme (UNDP), the United Nations Children’s Fund (UNICEF), the United Nations Office of Project Services (UNOPS), the Food and Agriculture Organisation (FAO), the Office for the Coordination of Humanitarian Affairs (OCHA), the Office of the Special Advisor on Gender Issues (OSAGI), the Office of the High Commissioner for Human Rights (OHCHR), the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP), the World Health Organization (WHO) and the World Bank,. They coordinate their activities in the context of the Inter-Agency Coordination Group for Mine Action (IACG-MA), chaired by the Under-Secretary-General for Peacekeeping Operations at the Principals level and by the Director of UNMAS at the working-level. All mentioned departments, programmes, funds and agencies are members of the IACG-MA, except for the World Bank which acts as an observer.

49. In the context of United Nations reform, the Secretary-General designated UNMAS as the focal point for mine action within the United Nations system in 1997. This decision was welcomed by the General Assembly.¹⁹

50. The IACG-MA is the forum for the: coordination of United Nations mine action policies, strategies and initiatives at the global level; monitoring the threat of landmines and ERW around the world; reviewing the United Nations mine action response in a given country; and approving IMAS and other guidelines and policies on behalf of the United Nations system as a whole. The IACG-MA provides options and recommendations for consideration by the Senior United Nations Officials in specific countries for an appropriate response to mine and ERW problems. UNMAS communicates the decisions and recommendations of the IACG-MA to all appropriate stakeholders. The IACG-MA may set up *ad hoc* groups to tackle particular country-specific or thematic issues. These groups report back to the IACG-MA. The IACG-MA takes decisions by consensus.

51. Mine action considerations may also be addressed, as appropriate, in humanitarian and development coordination mechanisms, including the Inter-Agency Standing Committee (IASC), the executive committees of the United Nations—the Executive Committee on Humanitarian Affairs, and the Executive Committee on Peace and Security—and the United Nations Development Group. Mine action considerations relevant to peacekeeping operations are addressed in the appropriate task forces and working groups of the United Nations.

52. United Nations mine action is carried out in the field under the overall coordination of the Senior United Nations Official and the United Nations Country Team (UNCT).²⁰ When confronted with a landmine or ERW problem, the Senior United Nations Official is encouraged to seek advice from UNMAS, which refers the matter for discussion in the IACG-MA, as described below. The Senior United Nations Official may also consult with competent staff of United Nations mine action team members present in the country or region. If the problem is of sufficient importance, the Senior United Nations Official and the UNCT may designate a sectoral lead agency for mine action and assign responsibilities within the UNCT for different aspects of mine action, taking into account the competencies and comparative advantage of the different United Nations partners, as described in section V subsection D, and the advice received from the IACG-MA.

Coordination of United Nations response to requests for assistance

53. Requests for assistance by governments may be communicated through the Senior United Nations Official in the country to UNMAS for consideration in the IACG-MA or through their Permanent Missions to the United Nations. If agreed by the IACG-MA, and after consultation with the Senior United Nations Official, UNMAS coordinates an inter-agency multi-sectoral

¹⁹ A/RES/53/26

²⁰ The United Nations Country Team (UNCT) is composed of representatives of the United Nations agencies operating in a given country and coordinated by the Senior United Nations Official in-country. The UNCT represents the principal mechanism of coordination at the country level.

assessment mission. The assessment mission, in close consultation with the host government and the UNCT, defines the scope and nature of the problem, identifies constraints and opportunities, and makes recommendations for a suitable response including institutional arrangements for the coordination and implementation of operational activities. The assessment mission's findings are then discussed within the IACG-MA and UNMAS reports the results to the Senior United Nations Official for sharing with the government. Should the IACG-MA and the UNCT agree on the need for immediate, emergency action precluding even the possibility of an assessment mission, the steps enumerated in the section on Emergency Response (paras. 65 and 66 below) are followed. If the United Nations team members at Headquarters and in the field agree that the situation does not warrant immediate action, UNMAS so replies to the Member State.

54. Requests for the initiation of United Nations mine action in a country may also be received from the Security Council, in the context of a peacekeeping or peace support operation, or from the Senior United Nations Official in country, in the context of a humanitarian or other emergency. In these cases the procedure for coordinating and organising the response remains the same.

55. The IACG-MA is also convened whenever circumstances in a particular country warrant a re-consideration of the arrangements in place, or at the request of the Senior United Nations Official when circumstances require a change in the designation of United Nations sectoral lead agency for mine action.

United Nations coordination with other mine action stakeholder groups

56. The United Nations provides support to the Mine Action Support Group (MASG), the Resource Mobilisation Contact Group and the Forum of Mine-Affected Countries. The MASG is a donor forum chaired and convened by Member States, which meets on a monthly basis, generally in New York, to discuss thematic and operational matters of concern to donors. The Resource Mobilisation Contact Group meets in the margins of the APMBT Standing Committee meetings, is convened by Member States, and seeks to address issues of interest to States Parties to the treaty. The Forum of Mine-Affected Countries was established in November 2004 to provide an opportunity for New York-based representatives of mine-affected states to cooperate on mine action issues. The United Nations also supports donor coordination mechanisms in the field.

57. A Steering Committee on Mine Action (SCMA), chaired by the UNMAS Director, supports the coordination of United Nations mine action initiatives with non-United Nations partners and promotes consultation and information-sharing on policy issues and operations. In addition to the members of the IACG-MA, the Steering Committee includes representatives of the International Committee of the Red Cross (ICRC), Geneva International Centre for Humanitarian Demining (GICHD), the International Campaign to Ban Landmines (ICBL), and international mine action NGOs. The SCMA meets at least once a year, normally in Geneva, and may set up ad hoc groups to tackle particular country-specific or thematic issues. The ad hoc groups report back to the SCMA.

B. Programme Support and Management

58. United Nations mine action programme activities in the field generally fall under two broad categories: national programmes supported by the United Nations and programmes managed by the United Nations. A full description of each actor's competencies and activities is provided in section V subsection D. on the core competencies and activities of United Nations agencies and key partners.

National programmes supported by the United Nations

59. National programmes supported by the United Nations include those programmes:

- Established by Member States that require support to build or strengthen national capacity to address the landmine and ERW problem in the country.
- Transferred from management by the United Nations to the control of the government.

60. In national programmes supported by the United Nations, the United Nations:

- Assists with the assessment of the humanitarian and development impact of landmines and ERW.
- Provides technical assistance and training and mobilises resources in support of national authorities and national/local organisations.
- Provides advice and support to the national authority on the execution of its responsibilities to coordinate mine action programme planning and implementation, and meet its obligations under relevant international treaties.
- Supports the establishment of management infrastructure, institutional arrangements and formulation of strategic plans.
- Undertakes short focused interventions, when required, to assist the government to eliminate specific threats.
- Reports to the Resident Coordinator or Humanitarian Coordinator, who provides political and policy guidance to ensure that mine action activities are in line with overall United Nations objectives in the country.
- Reports periodically to the IACG-MA on threat monitoring, opportunities for programme activities, changes in operational environment, progress towards reducing and eventually removing United Nations support.
- Develops in collaboration with national partners and other stakeholders, a plan for the phased withdrawal of United Nations support.

61. Plans to reduce and eventually withdraw United Nations assistance to the national authorities will be coordinated by the UNCT in consultation with the host government and the IACG-MA. Should circumstances require the resumption of the programme under United Nations management or with United Nations support, consultations will take place with the national authorities, the UNCT and the IACG-MA.

Programmes managed by the United Nations

62. Programmes managed by the United Nations include those programmes:

- Established by a Security Council resolution.
- Established upon request of a national authority that invites the United Nations to manage the programme until such time as it decides to assume those responsibilities itself.
- Operating in emergency situations in the absence of a functional national authority or in an area over which the national authority does not exercise control, at the request of the Emergency Relief Coordinator.
- In which a short, focused intervention is sufficient to eliminate the threat and a request for such assistance is received from the concerned government.

63. In programmes managed by the United Nations, the United Nations:

- Undertakes assessments to determine the humanitarian impact of landmines and ERW.
- Establishes a coordination mechanism.
- Coordinates the development of strategic and operational plans, as appropriate, in collaboration with government entities, NGOs, donors and other stakeholders.
- May undertake mine action implementation, including operational programming (tendering of contracts, procurement of equipment), coordination, information management, and quality assurance.
- Promotes the establishment by the government of management infrastructure and institutional arrangements to assume responsibility for the programme when necessary.
- Coordinates resource mobilisation efforts, and establishes an in-country forum for consultation with donors.
- Reports to the Senior United Nations Official in the field.
- Provides periodic reports to the IACG-MA on threat monitoring, opportunities for programme activities, changes in operational environment, and progress towards the establishment of a national mine action authority and the possibility of transition to a national programme supported by the United Nations.
- Coordinates development of a plan, in collaboration with national and United Nations partners, establishing the milestones to be reached before management of the programme is transferred to national authorities.

64. Where the United Nations has been managing a programme on behalf of a national or local authority, the United Nations encourages or assists the government to develop a plan to transfer responsibility for the programme to the national authorities, based on the attainment of agreed milestones as part of a single and integrated strategy. The transfer process will normally be implemented as a phased activity, as capacity is developed within the national and local structures. The process will culminate when appropriate capabilities exist within these structures, and the formal handover of remaining responsibilities will be completed. Arrangements for the administrative transfer of equipment and funds under the responsibility of the United Nations will be formalised between the relevant agencies. Arrangements for continued United Nations technical support and assistance will be agreed with the national

authorities. Whenever practical and in order to facilitate the transfer process, the United Nations entity responsible for providing logistical, financial and administrative support to a mine action programme during the initiation phase may be engaged to continue its support during the further development of the programme.

Emergency Response

65. In emergencies, and when requested by national governments, the Security Council, or the SRSG or Humanitarian Coordinator as part of a peacekeeping or emergency humanitarian operation, the United Nations, in accordance with its inter-agency framework for rapid response, may:

- Coordinate threat monitoring, planning and implementation activities in collaboration with partners.
- Mobilise its standby partners for training, survey, explosive ordnance disposal and mine clearance activities to create a safe environment for the provision of humanitarian and relief aid including food and non-food items.
- Lead the development of an overall MRE strategy including for displaced and refugee populations.
- Support the development of a plan for transfer of the mine action programme/response to the national government, if required.

66. Organisations with experience or plans to operate in the country are included as early as possible in the planning process, and their assistance in the development and implementation of the response is requested as appropriate.

C. Key Activities of United Nations-Supported and Managed Programmes

67. The key activities undertaken by United Nations-supported and United Nations-managed mine action programmes are described below. In situations where more than one agency is working in the same type of activity, the UNCT will establish relevant coordination mechanisms (see paragraph 52).

Survey and clearance

68. In a national programme supported by the United Nations, the United Nations normally:

- Assists the national authority to strengthen its capacity to ensure that survey and clearance activities are carried out effectively and efficiently and in accordance with relevant standards.
- Assists in the development of a national strategic plan that is made operational through annual work plans.
- Supports the implementation of a landmine impact survey and conducts certification of such surveys through quality assurance monitors deployed to the field.

69. In programmes managed by the United Nations, the United Nations normally:

- Encourages or engages organisations, including international and national NGOs and commercial firms to conduct field operations.
- Develops a system for prioritisation articulated through work plans.
- Coordinates the various actors through appropriate mechanisms, steering committees and technical working groups.
- Collects geographic and statistical information through implementing partners and its own staff, for analysis and dissemination.
- Develops technical safety standards and quality management regimes based on IMAS.
- Accredits operators.
- Plans and tasks the operations of various implementers for survey and clearance.
- Establishes and executes a quality assurance and control regime.
- Investigates mine accidents and convenes Boards of Inquiry for mine incidents and accidents involving mine action operations.

Mine Risk Education

70. In both national programmes supported by the United Nations and United Nations managed programmes, the United Nations normally works with partners and:

- Implements and coordinates public information campaigns, education and training programmes, and community liaison projects in accordance with relevant IMAS.
- Implements MRE impact and process monitoring and evaluation activities.
- Undertakes comprehensive MRE needs assessments and knowledge, attitude and practice surveys.
- Develops community-oriented MRE planning and prioritisation systems focusing on reducing casualties and mine risks.
- Develops national and international MRE policy, tools and techniques, guidelines and standards.
- Assists in the development of landmine injury surveys and surveillance systems in accordance with World Health Organization (WHO) surveillance guidelines.
- Ensures the inclusion of MRE messages in school curricula.
- Mobilises resources for MRE and associated activities.

Victim Assistance

71. In accordance with the sectoral policy on victim assistance, the United Nations:

- Executes advocacy initiatives in support of the human rights of mine and ERW survivors.
- Promotes and supports the development of victim assistance initiatives with the government ministry involved in public health or human welfare, and in consultation with NGO partners.
- Assists governments to incorporate the socio-economic re-integration of landmine and ERW survivors into national development and recovery plans, budgets and programmes; provides technical assistance and/or mobilises resources for victim assistance programmes.

- Supports the development of a comprehensive system for the collection of casualty data through standardised victim surveillance systems.
- Coordinates, or assists in, the analysis of casualty data.
- Ensures that casualty data are shared with relevant partners and are available to inform efforts to provide services to mine and ERW survivors.

Handling and destruction of stockpiles and abandoned ordnance

72. In stockpile destruction, the United Nations:

- Provides national authorities with technical advice required to destroy stockpiles of landmines.
- Mobilises resources to undertake stockpile destruction.
- Maintains a stockpile destruction database on the E-MINE website.²¹

73. With regard to abandoned ordnance and surrendered munitions, the United Nations:

- Provides national authorities with technical advice on handling, storage and/or destruction.
- Mobilises resources to assist national authorities to destroy such munitions.
- Records, or assists the authorities to record, details of activities relating to the handling, storage and/or destruction of abandoned ordnance or surrendered munitions.

Advocacy and support for the implementation of international obligations and commitments

74. In advocacy, the United Nations:

- Implements the United Nations sectoral strategy on advocacy.
- Supports the bodies, meetings and conferences established pursuant to, or in support of, the APMBT.
- Promotes the universalisation of existing international instruments banning or limiting landmines and the development of new instruments where required.
- Monitors the status of the APMBT's implementation.
- Provides substantive support to the meetings associated with relevant aspects of the CCW.
- Seeks to build national capacities to implement relevant international legal obligations.
- Promotes international instruments that further the human rights of landmine survivors.

Capacity Development

75. United Nations-supported and United Nations-managed mine action programmes pursue capacity development and institution-building or strengthening, which includes:

²¹ URL: <http://www.mineaction.org/misc/stockpilesearch.cfm>

- Advising governments on the development of national and local mine action policy-making, coordination and operational institutions, including the drafting of enabling legislation.
- Developing or assisting in the development and implementation of a coordinated capacity- and institution-building plan or strategy, in consultation with relevant United Nations and civil society actors.
- Encouraging and assisting government or national mine action authorities to integrate pertinent aspects of mine action into national development plans and budgets.

Information management and outreach

76. In accordance with the sectoral policy on information management and outreach, the United Nations:

- Coordinates the collection and dissemination of mine action-related information through the E-Mine website.
- Undertakes to raise public awareness of the mine and ERW problem and efforts being made to address it.
- Coordinates information collection, management and outreach concerning United Nations mine action.
- Promotes the use of standardised data collection and management, generally through IMSMA, in mine action programmes.

Resource mobilisation

77. In resource mobilisation, the United Nations:

- Produces and regularly updates the *Portfolio of Mine Action Projects*, a reference tool that provides donors, national authorities, NGOs and advocates with a compilation, coordinated at national level, of United Nations, government and NGO mine-action projects.²²
- Coordinates Portfolio submissions with the CAP as appropriate.
- Undertakes direct appeals to donors both at Headquarters, in the field and in donor capitals.

D. Core Competencies and Activities of United Nations Mine Action Team Members

78. This section presents the core competencies and activities in the field of mine action of each IACG-MA member organisation. It includes information on the activities of the World Bank, which is an observer in the IACG-MA.

²² URL: http://www.mineaction.org/portfolio/portfolio_search.cfm, Email: dpko-mines-portfolio@un.org

Department for Peacekeeping Operations (DPKO)

Coordination

79. DPKO is the department responsible for the United Nations Mine Action Service (UNMAS). The Under-Secretary-General chairs the Inter-Agency Coordination Group on Mine Action. DPKO integrates mine action into peacekeeping operations in accordance with the Presidential Statement of the Security Council of November 2003²³.

United Nations Mine Action Service (UNMAS)

80. UNMAS is a division of DPKO, and is the focal point for mine action in the United Nations system. It seeks to ensure an effective, proactive and coordinated United Nations response to landmine contamination through collaboration with United Nations departments, agencies, funds and programmes.

Coordination

81. UNMAS chairs the IACG-MA and the SCMA at the working level, provides the secretariat for both bodies, and coordinates the preparation of the Secretary-General's report to the General Assembly on assistance in mine action and represents the United Nations Secretariat during the General Assembly deliberations on the item. It coordinates the United Nations input to the Standing Committees of the APMBT and meetings of the CCW. It coordinates threat-monitoring and inter-agency assessment missions. UNMAS coordinates the development and monitoring of all United Nations mine action policy and strategy documents. UNMAS also ensures that mine action concerns are raised and addressed in all relevant United Nations fora.

Programme management and project implementation

82. In specific peacekeeping, complex emergency and rapid response settings, UNMAS establishes and manages MACCs; conducts operational programming; undertakes strategic and operational planning, and resource mobilisation; oversees survey and clearance by operators, including the prioritisation of sites, planning and tasking, accreditation, technical safety standard-setting, MRE, public information and community liaison operations; supports victim assistance initiatives; manages the collection of information, including casualty data to inform mine action; provides technical advice on stockpile destruction and ERW removal; and conducts quality management and accident investigations. In such programmes, UNMAS programme managers report to the Senior United Nations Official in the field and coordinate periodic reporting to the IACG-MA.

83. In cooperation with the Department for Safety and Security, UNMAS implements the Landmine and ERW Safety Project to help protect United Nations, government and NGO personnel working in mine and ERW-affected environments. UNMAS conducts technical missions to mine-affected countries as required.

²³ /UN document S/PRST/2003/22

Capacity development

84. In United Nations-managed programmes, UNMAS coordinates the planning for the transfer of programme management responsibilities to national authorities. In cooperation with other United Nations mine action team members, UNMAS may advise governments on the development of national and local mine action institutions and legislation and assist in the development of a capacity- and institution-building plan.

Standards and quality management

85. UNMAS coordinates the development and updating of IMAS, and actively promotes their dissemination and adoption. It undertakes quality assurance of landmine impact surveys, and chairs the certification committee for landmine impact surveys.

86. UNMAS commissions external evaluations of its field programmes, sharing the results with all stakeholders and seeking to integrate lessons learned into future programming.

Advocacy and information

87. UNMAS coordinates United Nations advocacy in support of international legal instruments related to landmines and ERW and the human rights of persons affected by them. It undertakes public information on the mine/ERW problem and the global response to it, through its E-MINE website and publications. It promotes standardised data collection and appropriate information management tools, such as, IMSMA. It coordinates the collection of global casualty data, maintains the stockpile destruction database on the “e-mine” website and coordinates the input of the United Nations on issues relating to appropriate mine action technologies.

Mainstreaming

88. UNMAS ensures that mine action requirements are integrated into peacekeeping and humanitarian programmes, and supports the mainstreaming of mine action into development.

Resource mobilisation and management

89. UNMAS coordinates United Nations support to the functioning of the MASG and Resource Mobilisation Contact Group, supports donor coordination mechanisms in the field, and coordinates the development and updating of the *Portfolio of Mine Action Projects* and mine action inputs to the Consolidated Appeal Process. UNMAS also manages the donor investments database on the “e-mine” website.

90. UNMAS administers the Voluntary Trust Fund for Assistance in Mine Action.

Department for Disarmament Affairs (DDA)

Coordination

91. DDA advises and assists the Secretary-General in the discharge of his responsibilities and implements the mandates entrusted to him in capacity as depositary of the APMBT and CCW and its protocols. To that end, it supports the Secretary-General through participation in the various coordination mechanisms with public and private partners, such as the IACG-MA and the MASG, as well as in meetings of the contact group organised in the margins of annual meetings of States Parties.

Capacity development

92. DDA provides technical and substantive assistance to the annual meetings of States Parties and review conferences of the APMBT, and CCW, including annual meetings of CCW Amended Protocol II. DDA also provides technical and substantive assistance to groups of experts, and other subsidiary organs established under these legal instruments.

Standards and quality management

93. DDA promotes the dissemination and adoption of international guidelines and standards in mine action, especially the IMAS. DDA contributes to the United Nations' Five-Year Mine Action Strategy. Within this framework, DDA participates in consultations and provides advice, when necessary, on the use of standard terms on mine action in international peace agreements.

Advocacy and information

94. DDA promotes the universalisation of existing instruments in the field of landmines, ERW, and related issues, and assists States Parties in complying with their obligations. To that end, DDA advises and assists the Secretary-General with regards to Articles 7 and 8, facilitation and clarification of compliance with the APMBT, including maintaining a database on transparency and on signatories of the APMBT, ratification and accession by States on its website. Furthermore, DDA contributes actively to information dissemination, raising public awareness of matters related to mine action and maintaining close liaison with the United Nations Institute for Disarmament Research (UNIDIR), other research and educational institutions outside the United Nations, and with NGOs through its website, publications and other activities. It also supports the Secretary-General through its regional and sub regional activities, in particular through the regional centres in Africa, Asia and the Pacific and Latin America. Finally, DDA assists the United Nations Secretary-General in promoting the goals of existing legal instruments, including their universalisation, by providing substantive advice, political analysis and talking points on landmines and related issues.

Mainstreaming

95. DDA promotes the full recognition of mine action as a key disarmament activity. It also contributes actively in the United Nations work to mainstream gender in mine action.

Resource mobilisation and management

96. DDA briefs States and other stakeholders on its regional and sub regional activities in relation to various aspects of mine action. It also participates in the Resource Mobilisation Contact Group in Geneva.

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| United Nations Development Programme (UNDP) |
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97. The United Nations Development Programme provides comprehensive support to national mine action programmes in the full range of mine action activities, at the request of mine-affected states.

98. Through its country offices and the Mine Action Team of its headquarters-based Bureau for Crisis Prevention and Recovery, UNDP assists mine-affected countries to establish or strengthen national/local mine action programmes to undertake all elements of mine action.

Coordination

99. UNDP Country Offices coordinate UNDP's mine action efforts, and support coordination efforts among the mine action and wider development community, at the country level in accordance with arrangements described in section V subsection A above. UNDP's Mine Action Team coordinates UNDP's global mine action efforts which involves liaising with other parts of the organisation and partners such as other IACG-MA members, the donor community, regional organisations, domestic and international NGOs, and the private sector in order to address the full range of humanitarian and development consequences of landmine and ERW contamination.

Programme management and project implementation

100. In addition to its support to national programmes, in special circumstances UNDP, at the request of authorities in mine-affected countries, manages some or all of the elements of the mine action programme as deemed appropriate. Where warranted, UNDP may also undertake specific mine action projects.

101. UNDP implements its activities based on normal execution modalities approved by UNDP's Executive Board. These may include national execution, direct execution, agency execution, NGO execution or a combination thereof.

Capacity development

102. UNDP capacity-development support aims to assist national and local authorities to: develop laws, policies and national and sectoral strategic plans; deliver all elements of mine action efficiently and to IMAS; establish comprehensive information management systems necessary for the efficient planning and prioritisation of mine action activities and ensure the quality of mine action operations; explore cost-effective alternatives to clearance operations based on humanitarian and socio-economic impact analysis; advocate for the inclusion of mine action in national development plans; and meet their legal obligations under relevant international conventions.

103. UNDP provides mine-affected states and representatives of civil society organisations, including national NGOs, with technical and management training and supports south-south cooperation in order to develop or strengthen institutional and individual technical and management capacity. UNDP also actively supports collaboration among mine affected states in part by providing assistance to the Forum of Mine Affected Countries.

104. UNDP provides support and works closely with relevant authorities to ensure that landmine survivors are rehabilitated and reintegrated into their communities as full, productive members.

105. In United Nations-managed mine action programmes, UNDP facilitates the United Nations effort to assist national authorities to develop national capacity in order to manage and undertake all aspects of mine action, from the outset. UNDP assists national authorities to prepare for an effective transition to national management.

Standards and quality management

106. UNDP regularly conducts internal and external evaluations of its mine action activities. Evaluation results, in particular any lessons learned, are made available to all partners and other interested parties.

107. UNDP mine action activities are conducted in conformity with international mine action standards. UNDP actively contributes to the development of IMAS and best practices and assists national programmes to develop and work to national standards based on IMAS.

Advocacy and information management

108. UNDP promotes universalisation of the APMBT and other international legal instruments such as the CCW and supports mine-affected countries efforts to meet current treaty obligations and other targets they have set. UNDP, in close cooperation with partners within and outside the United Nations, is also actively engaged in exploring new ways in which the landmines and ERW issue can be addressed in the future.

109. UNDP promotes the development and application of standardised mine action information management systems, and contributes to the management and sharing of information within the mine action community.

Mainstreaming

110. Because landmines and ERW pose a serious obstacle to sustainable development, UNDP is mainstreaming mine action into its broader development programmes in mine affected developing countries, and is the principal United Nations agency promoting the mainstreaming of mine action into national and sector development plans and programmes, such as agriculture, infrastructure, health, education, and water supply.

Resource mobilisation and management

111. UNDP raises resources for all elements of its mine action activities and assists mine-affected states to mobilise domestic and external resources to support their mine action programmes.

112. UNDP is an active partner in the work of the Resource Mobilisation Contact Group and the MASG. UNDP, together with UNMAS, UNICEF and others, participates in the development of the United Nations Mine Action Portfolio and Consolidated Appeals. UNDP also provides input and support to other efforts to diversify funding sources, and is particularly involved in efforts to further engage the international development community in mine action. UNDP Country Offices play an active role in the establishment and ongoing efforts of field based donor coordination groups.

113. Resources in support of UNDP mine action activities are administered through the Bureau for Crisis Prevention and Recovery's Thematic Trust Fund for Crisis Prevention and Recovery, country-level trust funds, or cost-sharing arrangements.

United Nations Children's Fund (UNICEF)

114. The United Nations Children's Fund (UNICEF) has central to its mandate the protection and promotion of the rights of children affected by armed conflict. In collaboration with its partners (government, other United Nations agencies and funds, international, regional and non-governmental organisations), UNICEF principally supports the development and implementation of MRE projects and associated humanitarian activities.

Coordination

115. UNICEF is actively involved and represented in the different coordination mechanisms established by UNMAS, governments, donors and other partners at the global and national levels, such as the MACCs, IACG-MA, SCMA and MASG. In addition, UNICEF with the International Campaign to Ban Landmines co-convenes the international Mine Risk Education Working Group. UNICEF's participation in global mine action efforts is coordinated by its Office of Emergency Programmes. UNICEF country offices coordinate and undertake its mine action efforts at the country level, while UNICEF regional offices coordinate and undertake UNICEF's regional mine action work.

Programme management and project implementation

116. Consistent with its capacities and priorities at country level, UNICEF focuses on the development and implementation of MRE projects and associated activities. In situations of emergency, UNICEF may support the national coordination of MRE with UNMAS, and in the absence of UNMAS or the UNDP, UNICEF may accept responsibility as the United Nations focal point for mine action in any given country. Such arrangements are to be determined by the UNCT and coordinated with the IACG-MA.

117. Generally speaking, following the identification of humanitarian needs, UNICEF supports the following types of activities with its partners:

- Developing landmine injury surveys and surveillance systems.
- Monitoring and evaluating United Nations-led MRE programmes and projects.
- Monitoring the humanitarian impact of landmines and ERW.
- Developing and implementing public information campaigns, education and training projects, and community liaison projects.
- Survivor assistance projects, integrated in public health and social services programmes.
- Supporting hazardous area marking projects.
- In exceptional circumstances, supporting the implementation of quick response mine clearance and explosive ordnance disposal activities.

Capacity development

118. In all its work UNICEF seeks to build the capacity of its local and international partners to undertake effective mine action projects. Consistent with its main focus of work, UNICEF works to develop effective mechanisms to coordinate MRE projects, such as establishing national MRE working groups, undertakes MRE and associated training activities for practitioners, in addition to providing direct technical assistance to government and other national partners.

Standards and quality management

119. To promote best practice, UNICEF supports the development of national and international MRE policy, tools and techniques, guidelines and standards. Through outreach activities, UNICEF disseminates and promotes the adoption of the practices identified in the standards, policies and guidelines, and undertakes periodic evaluations of their effect.

Advocacy and information management

120. UNICEF is an active advocate for the promotion of a total ban on anti-personnel landmines, the elimination of weapons that have indiscriminate effects, the development of legal instruments in relation to ERW and the protection and promotion of the rights of women and children affected by armed conflict.

121. In addition UNICEF is a strong advocate for the promotion of the rights of persons with disabilities, and the integration of victim assistance activities in public health, social services, education and other development programmes.

Mainstreaming

122. UNICEF works with national governments to integrate MRE into school curricula, emergency education programmes and life-skills training.

123. UNICEF in collaboration with WHO, ICRC and other partners ensures the integration of landmine survivors in its broader public health, education and other development programmes, and advocates for similar inclusive strategies by other organisations.

Resource mobilisation and management

124. UNICEF participates in the development of the *Portfolio of Mine Action Projects*, and participates in the Resource Mobilisation Contact Group, the MASG and other donor coordination mechanisms at the national level. Principally, UNICEF raises its resources through its Humanitarian Action Reports, through Consolidated Appeals, through National Committees and bilateral contributions made to Headquarters, country and regional offices. UNICEF focuses on the mobilisation of resources for MRE, victim and survivor assistance and associated activities. Funds and other resources are managed and dispersed by UNICEF country offices through partnership and service agreements identified in the Country Plan of Action.

United Nations Office for Project Services (UNOPS)

125. UNOPS, working with UNMAS, UNDP, UNICEF and other mine action partners, is a principal service provider in the field of mine action. UNOPS also provides other project management and logistics services to the United Nations and to international financial institutions, regional and sub-regional development banks and to host governments in the field of infrastructure and public works.

126. In the field of mine action, UNOPS is able to provide services to both mine action programmes managed or supported by the United Nations and is able to provide continuity in implementation during any transition that may take place among United Nations agencies or between the United Nations and national governments.

Coordination

127. UNOPS works closely with UNMAS, UNDP and the other members of the IACG-MA, the donor community, domestic and international NGOs, commercial firms and suppliers of mine action equipment to ensure our clients' needs are fully understood and initiatives are implemented in order to address the full range of humanitarian and development consequences of landmine and ERW contamination.

128. At Headquarters, UNOPS actively participates in the activities of the IACG-MA and provides dedicated operational and logistics advice on implementation arrangements to the group as required.

Programme management and project implementation

129. UNOPS, through its dedicated Mine Action Unit, may at the request of a client, participate in the design of mine action programmes, provide advisory services, and/or assist in implementation. UNOPS can provide tailor-made operational solutions to best meet programme and client objectives. UNOPS provides a range of services, including the identification and recruitment of international technical experts and national personnel, procurement of goods, services and works and tendering and contracting for mine action services (including survey, clearance, mine detection dogs, mechanical systems, explosive ordnance disposal, MRE and victim assistance), and ensuring adherence to IMAS.

130. UNOPS also enters into a variety of contractual arrangements with donors and NGOs with regard to personnel and equipment and provides contractual, financial and administrative support to mine action programmes. UNOPS has negotiated a number of long-term agreements for the provision of specialised mine action equipment in order to procure these items in a very short period of time at a competitive price.

131. The UNOPS Mine Action Unit has a comprehensive database on personnel, suppliers, contractors and NGOs and has established a network of professional and technical capabilities to support the implementation of mine action programmes. The use of this pool of collective knowledge and historical experience along with applying lessons learned from other programmes adds value to programme implementation through enhancing efficiency and cost-effectiveness.

132. UNOPS helps its mine action clients achieve their mandates of promoting peace, capacity building and equitable development in countries emerging from conflict or in transition.

Capacity development

133. In both United Nations managed and supported programmes, UNOPS can assist its clients by operationalising their capacity development strategies. In particular, UNOPS can provide project management support in the field of administration, including human resource management, finance, procurement and legal expertise.

Standards and quality management

134. Through its involvement over the years in the implementation of mine action activities, UNOPS has developed a thorough understanding of the range of mine action services required to satisfy the needs and objectives of its clients. UNOPS is continuously updating its legal tools, including agreements and contracts, as well as its personnel and equipment rosters in order to improve the quality of its services.

135. UNOPS implementation of programmes is guided by internationally recognised financial and procurement rules and procedures, and all operational activities are carried out in conformity with IMAS. Implementation activities are continuously monitored, evaluated and assessed to ensure that the right products are delivered in a timely fashion.

136. UNOPS actively contributes to the enhancement and the enforcement of IMAS and supports periodic external evaluations of the programmes it implements.

Information management

137. UNOPS supports the development and application of standardised mine action information management systems, and contributes to the management and sharing of information within the mine action community.

Mainstreaming

138. UNOPS can be engaged to provide project management and logistics services, including mine action services, in cases where mine action is a part of reconstruction and development activities.

Resource mobilisation and management

139. UNOPS provides support in the preparation of the *Portfolio of Mine Action Projects*, and participates in the MASG.

Food and Agriculture Organisation (FAO)

Coordination

140. FAO is represented in the different coordination mechanisms established by UNMAS, governments, donors and other partners at the global and national levels, such as the MACCs, IACG-MA, and SCMA.

Programme management and project implementation

141. FAO is involved in mine action where its agricultural relief and rehabilitation efforts are affected by landmines and ERW. In addition, FAO may assist in the definition of criteria for the selection of priority clearance sites and post-clearance cultivation areas.

Office for the Coordination of Humanitarian Affairs (OCHA)

Coordination

142. OCHA's mission is to mobilise and coordinate effective and principled humanitarian action in partnership with national and international actors. OCHA is actively involved and represented in the different coordination mechanisms established by the United Nations mine action team,

governments, donors and other partners at the global, regional and national levels, such as the MACCs, the IACG-MA, SCMA and MASG.

Advocacy and information

143. OCHA advocates for a worldwide ban on anti-personnel landmines and for assistance to mine victims. OCHA collects and analyses information regarding the humanitarian implications of landmines and shares it with the United Nations mine action team and other relevant partners. OCHA also Office promotes MRE and public awareness of the humanitarian implications of landmines.

Resource mobilisation

144. OCHA works closely with the United Nations mine action team in its capacity as coordinator of the Consolidated Appeals Process (CAP) to ensure consistency between the CAP and the *Portfolio of Mine Action Projects*, and on resource mobilisation in its capacity as manager of the Central Emergency Revolving Fund.

Department of Economic and Social Affairs/ Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI)

Coordination

145. OSAGI is represented in the different coordination mechanisms established by UNMAS, governments, donors and other partners at the global level, such as the IACG-MA and SCMA.

Advocacy and information

146. OSAGI develops new strategies and programmes to advance gender equality and the empowerment of women in all sectors, including mine action. OSAGI's role is primarily in the areas of advocacy and policy support for gender mainstreaming in all of the United Nations' work.

The Office of the United Nations High Commissioner for Human Rights (OHCHR)

Coordination

147. OHCHR is represented in the different coordination mechanisms established by UNMAS, governments, donors and other partners at the global level, such as the IACG-MA and SCMA.

Advocacy and information

148. The OHCHR, in collaboration with UNMAS, other concerned entities of the Organisation, Member States and civil society organisations, contributes to the work of the United Nations in the area of mine action as regards its implication for the universal enjoyment of all human rights. Within the purview of its mandated activities, OHCHR is involved in drafting a convention on

human rights and dignity of persons with disabilities, and supports the work of the Special Rapporteur of the Sub-Commission on the Promotion and Protection of Human Rights on the prevention of human rights violations committed with small arms and light weapons. Furthermore, OHCHR provides support to United Nations human rights mechanisms, in particular treaty monitoring bodies and special procedures in their deliberations on landmines-related human rights violations.

Programme management and project implementation

149. The OHCHR supports enhanced capacity of United Nations agencies at the country level to assist countries at their request, including through the provision of advisory services and technical and financial assistance, in the development of national promotion and protection systems, and legislation that is in accordance with human rights instruments. These activities indirectly contribute to the work of UNMAS and other United Nations system agencies' programme management and project implementation in the area of mine action.

Mainstreaming

150. The OHCHR actively promotes human rights and gender mainstreaming in development, rule-of-law and humanitarian activities of the United Nations system agencies and country teams, including in the area of mine action.

United Nations High Commissioner for Refugees (UNHCR)

151. UNHCR has central to its mandate the protection and promotion of the rights of refugees and others of concern to the High Commissioner. In collaboration with its partners (government, other United Nations agencies and funds, international, regional and NGOs), UNHCR recognises and supports in a number of countries, the mine clearance programmes and MRE projects and associated humanitarian activities that are linked to refugee return and reintegration.

Coordination

152. UNHCR is actively involved and represented in the different coordination mechanisms established by UNMAS, governments, donors and other partners at the global and national levels, such as the MACC, IACG-MA , SCMA and MASG. UNHCR participation in global mine action efforts is coordinated by the Emergency Security Service and UNHCR Office in New York. UNHCR country offices coordinate and undertake mine action efforts at country level in coordination with the UNCT with the support of the Regional Bureau at the Headquarters.

Programme management and project implementation

153. Consistent with its capacities and priorities at country level, UNHCR focuses on the development and implementation of MRE and where necessary mine clearance projects and associated activities. UNHCR priority is for the safe and sustainable return of refugees to places of origin ensuring freedom of movement within the return area. UNHCR ensures MRE is

provided to refugees who are returning to a mine contaminated area prior to their departure from the asylum country to allow them to make informed choices for safe returns. UNHCR coordinates its activities with UNMAS, UNICEF and MACC in the affected communities.

154. Generally speaking following the identification of humanitarian needs, UNHCR supports the following types of activities with its partners:

- Monitoring and evaluating UNHCR-led MRE programmes and projects.
- Monitoring the humanitarian impact of mines and ERW.
- Developing and implementing public information campaigns, education and training projects and community liaison projects, specifically aimed at refugee or returnee populations.
- Supporting hazardous area marking projects.
- In exceptional circumstances, supporting the implementation of mine and ERW clearance projects in support or repatriation and reintegration of refugees.

Capacity development

155. In all of its work, UNHCR seeks to build the capacity of its local and international partners to undertake effective mine action projects in support of refugee programmes. Working closely with UNICEF and UNMAS, UNHCR works to develop effective mechanisms to coordinate MRE projects, and in exceptional circumstances provides material support for mine clearance projects.

Standards and quality management

156. UNHCR supports UNMAS and UNICEF in the development of national and international MRE policy, tools and techniques, guidelines and standards.

Advocacy and information management

157. UNHCR is an active advocate for the promotion of a total ban on antipersonnel landmines, the elimination of weapons that have indiscriminate effects, the development of legal instruments in relation to ERW and protection of the rights of women and children affected by armed conflict.

Mainstreaming

158. UNHCR works closely with UNICEF in ensuring that national governments integrate MRE into refugee school curricula, emergency education programmed and life-skills training. UNHCR advocates a particular focus on gender in MRE and victim assistance.

Resource mobilisation and management

159. UNHCR participates in the development of the *Portfolio of Mine Action Projects* and participates in the Resource Mobilisation Contact Group, the MASG and other donor coordination mechanisms. Principally, UNHCR raises its financial resources through its Annual Global Appeal, Emergency Appeals, Consolidated Appeal Processes, through National Committees and bilateral contributions made to Headquarters, country and regional offices. UNHCR concentrates on the mobilisation of resources for MRE and mine clearance projects. Funds and other resources are managed and dispersed by UNHCR country offices through partnership and service agreements identified in the Country Operations Plan or emergency operations.

World Food Programme (WFP)

160. WFP uses food to meet emergency needs and to support economic and social development. WFP's involvement in mine action relates to its mandate to provide food assistance, and is focused on: supporting mine action in situations where humanitarian food responses are restricted by landmines or ERW; food cannot reach targeted beneficiaries and using food to assist community-based programmes that are directly linked to mine clearance programmes. WFP's assistance may be provided where food aid supports the work of other agencies and where it is an appropriate intervention resource.

Coordination

161. WFP is represented in the different coordination mechanisms established by UNMAS, governments, donors and other partners at the global level and national levels, such as the MACCs, the IACG-MA and SCMA.

Resource mobilisation

162. WFP raises its resources for mine and ERW-related activities at both headquarters and field level, either through Emergency Operations, Special Operations, Protracted Relief and Recovery Operations, or through Regional Bureau/Country Office initiation.

World Health Organization (WHO)

Coordination

163. WHO is represented in the different coordination mechanisms established by UNMAS, governments, donors and other partners at the global level and national levels, such as the MACCs, the IACG-MA and SCMA.

Programme management and project implementation

164. The World Health Organization is responsible for the development of appropriate standards and methodologies, as well as the promotion of health service capacity building for sustainable victim assistance, through the Ministries of Health of affected countries. It provides public technical health support to the various United Nations partners involved in mine action, and cooperates closely with UNICEF and ICRC.

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| World Bank |
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Coordination

165. The World Bank is represented as an observer in the different coordination mechanisms established by UNMAS, governments, donors and other partners at the global level, such as the IACG-MA and SCMA.

Programme management and project implementation

166. As a development agency the World Bank supports programmes, in member countries, which help lead to the eradication of poverty and to the promotion of sustainable development. Its support of mine action is based upon the recognition that landmine pollution is, for many affected countries, a significant obstacle to the reestablishment of normal development activities. It views landmine pollution as a development problem with long term consequences and, necessarily, with long-term solutions which extend far beyond initial humanitarian concerns. Globally, the Bank shares responsibility with UNDP for convening donor groups in reconstruction situations and thus has a major role in resource mobilisation and in setting long term agendas for international support for mine action and other needs.

Information Note on Cooperation between UNHCR and DPKO

High Commissioner Ruud Lubbers and USG Jean-Marie Guéhenno met in New York on 3 November 2003, to discuss the issue of enhanced cooperation between UNHCR and DPKO. ASG Hédi Annabi from DPKO and Mr. Eric Morris from UNHCR New York were also present. It was agreed that this note would serve as a summary of the discussion, and also as the basis for further cooperation between UNHCR and DPKO.

During the meeting, it was agreed that an overall formal MOU was not necessary at the present time. As the UN moves towards a more "integrated" system, the objective should be to support one another both strategically and operationally in the pursuit of common goals. It was therefore agreed that both DPKO and UNHCR would focus on the practical application of their cooperation. (A possible exception would be specific understandings involving the commitment of resources, i.e. technical cooperation such as logistical and supply chain matters).

A number of areas where cooperation between UNHCR and DPKO is desirable are listed below. These areas include a description of general principles regarding cooperation, specific examples of collaboration as well as areas of cooperation to be further developed by both UNHCR and DPKO. Staff are encouraged to explore these and other potential areas of cooperation, bearing in mind the relevant mandates, capacities and resources in place.

Refugee, IDP and Returnee Security

- In efforts to maintain the civilian nature of refugee and IDP camps and settlements, which has been a long standing issue of discussion, it was agreed that while ordinarily such efforts are considered a matter of state responsibility, where there are peacekeeping missions, DPKO can provide support in terms of monitoring the efforts of host governments to properly screen and separate combatants from civilian populations, and possibly advising them on such issues if necessary. In situations where governments are either unwilling or unable to assume this responsibility, greater DPKO involvement could be examined on an ad hoc basis, depending on the situation and particular UN mandate in the country.
- Related to the above point, the wording contained in Security Council Resolution 1479 on Côte d'Ivoire, which tasks MINUCI with monitoring the "security of Liberian refugees", was well noted during the discussions. It was agreed that this language, which essentially acknowledged the link between refugees and international peace and security and attempted to respond to legitimate concerns in this particular country, could serve as a precedent for future endeavors.
- In cases where there is no UN peacekeeping mission, the June 2000 exchange of letters between UNHCR and DPKO, affirmed that DPKO would consider dispatching expert personnel to assess situations where the infiltration of armed elements to refugee populated areas could constitute a threat to international peace and security. DPKO would then be in a position to help advocate for any necessary response from the international community. Although the opportunity to implement the exchange of letters had yet presented itself, it was agreed that the contents were still both relevant and valid.
- In post-conflict situations, again where there are peacekeeping missions, close collaboration between DPKO and UNHCR was also considered essential. In such situations, UNHCR would continue to rely on DPKO in terms of establishing a security environment conducive to the safe and sustainable return of refugees and displaced populations. At the same time, UNHCR's efforts to help create the conditions for safe and sustainable return, would also support the overall mandate of UN missions in terms of the prevention of the reoccurrence of conflict and peacebuilding. Collaboration between UNAMA and UNHCR is one recent example.

Disarmament, Demobilization, and Reintegration (DDR)

- While no one actor had a specific mandate for ex-combatants, it was recognized that in the field, the UN system must come together to ensure the success of DDR endeavors in the interest of sustaining the peace and the prevention of further conflict. The High Commissioner agreed that DDR was absolutely essential to the return of refugees and displaced persons, and saw UNHCR's role in terms of joining "a coalition" that would support UN Missions in this area. UNHCR's involvement would be based on the inter-relations of populations and the need to support family members of ex-combatants, particularly vulnerable groups.
- In any given situation, depending on the circumstances as well as the capacity and resources available, UNHCR's support could consist of the following:
 - In the pre-cantonment phase, UNHCR could provide logistical support in terms of site planning and camp design, as well as practical advice on camp management;
 - UNHCR could also support DDR efforts through the pre-positioning of material assistance (such as plastic sheeting and other shelter materials, mattresses, soap, and other non-food items);
 - As security conditions permit, UNHCR could be made available to monitor the disarmament process, which would help serve as a confidence building measure to those who agree to take part in the programme;
 - During the disarmament and demobilization process UNHCR could help provide support to family members to the degree that they are related to refugee or returnee populations, with a particular emphasis on any vulnerable cases, including accommodation and the provision of material assistance;
 - In cases where certain groups have been disarmed and demobilized and need to be transported across borders, and assuming that affected countries are in agreement, UNHCR could help support their physical repatriation, in conjunction with family members;
 - Upon return to their places of origin, UNHCR could include ex-combatants and their families in community-based reintegration activities that target returning refugees, IDPs and other war affected populations;
 - UNHCR could also agree to monitor the reintegration of ex-combatants upon return to their homes, which could serve as a confidence building measure in terms of encouraging DDR;
 - UNHCR may choose to be involved in sensitization campaigns which first of all encourage ex-combatants and their families to take part in DDR programmes, and which also target communities that will receive the ex-combatants and their families upon their reintegration;
 - and finally, following a meaningful disarmament and demobilization programme, UNHCR could become engaged in refugee status determination (RSD) for ex-foreign-combatants who have returned to civilian life (along with their families) and who wish to seek international protection (keeping in mind that this should not be encouraged forthright). In such cases, an examination of the applicability of the exclusion clauses of the international refugee instruments will need to be made.

In order for UNHCR to support UN Missions on the above activities, financial considerations would have to be taken into account including possible reimbursement by DPKO from the assessed budget if available and possible joint fundraising endeavors, particularly for reintegration programmes considered essential to DDR.

- DPKO recently hired a DDR Policy Advisor, who would be made available to meet with UNHCR colleagues both in Geneva and New York, to work on developing joint planning for DDR operations. However a department within UNHCR would need to be designated in order to liaise with DPKO on these issues.

Mine Action

- It was agreed that the safety of refugee and IDPs, as well as humanitarian and peacekeeping staff, in mine and UXO contaminated environments is a serious concern for both DPKO and UNHCR. From UNHCR's side, mine action is key to the safe and sustainable return of refugee and IDP populations. It was agreed that DPKO and UNHCR could work towards a more systematic collaboration, particularly in the areas of information sharing, contingency planning, advocacy, and asset management. In terms of the field, the collaboration between the UNMAS Mine Action Center in Kosovo and UNHCR was considered to be an ideal example.
- It was agreed that the High Commissioner would ensure that there was a clear functional responsibility designated within UNHCR, to liaise with DPKO on mine action issues and to work closely with the UNMAS Liaison Officer in Geneva. At the same time, close cooperation would continue between UNHCR New York and DPKO Headquarters.
- DPKO offered to second technical staff experienced in demining activities, to UNHCR in order to assist in coordination during the emergency phase in mine-affected countries.
- DPKO also suggested that a joint DPKO-UNHCR workshop take place in Geneva in early 2004, in order to follow through with all of these issues at the working level. Should it prove to be useful, such workshops could continue on a periodic basis, as deemed useful by both parties.

Rule of Law

- It was acknowledged that DPKO was now much more actively engaged in Rule of Law activities, as compared to even a few years ago. DPKO had been chairing the Rule of Law Task Force established by ECPS, and subsequent working group meetings on the rule of law to examine country-specific situations. The work of UN Missions on the reform of police and judicial systems, has proved extremely valuable in terms of the return of displaced populations and the broader stabilization efforts of the international community. At the same time, UNHCR can provide specific support to these endeavors in areas such as amnesties, citizenship and related issues of registration, documentation and personal status, as well as the restitution of or compensation for property.

Technical Cooperation

- Both the High Commissioner and Guéhenno agreed that they would support enhanced cooperation in a number of technical areas, including for example, GIS / Cartography. Opportunities for reciprocal cooperation also existed in all logistical support areas, including shared assets. Technical cooperation on these issues could proceed at the working level without the need for a formal MOU, although specific agreements may be required as noted above.
- Meanwhile, training initiatives and cooperation in the area of "best practices" were also deemed to be valuable and would continue.
- On the issue of staff exchange, in addition to Headquarters there was also a need to focus efforts on the field, where coordination was essential. DPKO and UNHCR should develop their respective job descriptions and skills profiles to advance this process.

New York, 18 December 2003