

**INTER-AGENCY STANDING COMMITTEE WORKING GROUP
XXXIInd MEETING
3 June 1998, Geneva**

**Item 3: Humanitarian Aspects of Mine Action:
Mine Action and Effective Coordination**

Paper prepared by DPKO

1998/iasc-wg/XXXII/3

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
I. INTRODUCTION	1 - 3	1
II. OBJECTIVES	4	1
III. THE NATURE OF MINE ACTION	5 - 7	2
IV. GUIDING PRINCIPLES	8 - 28	2
A. Scope and nature of the landmine problem	8 - 9	2
B. Principles for UN assistance in mine action	10 - 12	2
C. The notion of integrated mine action	13 - 15	3
D. The requirements for effective coordination	16 - 20	3
E. The initiation and development of mine action programmes in the field	21 - 26	4
F. The requirement for prioritization and accountability	27 - 28	4
V. RESPONSIBILITIES AND COORDINATION MECHANISMS	29 - 40	5
A. Role and responsibilities of the UN partners	29 - 37	5
B. Coordination and liaison groups	38 - 40	6

VI.	RESOURCES	41 - 56	7
A.	Overall approach and activities required in support of resource mobilization	41 - 49	7
B.	Support mechanisms	50 - 56	8
Annex A	Glossary of terms commonly used		
Annex B	General Assembly Resolution adopted during the 52nd session on “Assistance in Mine Clearance”		
Annex C	Terms of reference for multi-disciplinary and multi-sectoral assessment missions		
Annex D	The role of the various UN partners with regard to resource mobilization - synopsis		
Annex E	Specific rules and procedures applying to the various UN partners with regard to resource mobilization		

I. INTRODUCTION

1. Years of wars have left millions of scattered and unrecorded landmines in more than fifty countries. Throughout this document, “landmine” will be used in reference to both landmines and unexploded ordnances (UXOs). A glossary of terms commonly used in the context of mine action is attached as Annex A. Civilians, children as well as adults, are more and more often targets of these sly weapons in times of war, and have become by the thousands victims of their deadly legacy in times of peace. Landmines have removed vast areas of land and resources from productive use. Countries with weak or barely existing social and economic infrastructures are often hardest hit, and within these countries the poor are those who suffer the most and are least able to cope.
2. There is growing awareness within the international community that what has come to be known as the “global landmine crisis” has far-reaching consequences and requires a multi-faceted and integrated response. There is also recognition that the United Nations has a key role to play in articulating this response and in providing the necessary support and coordination mechanisms. This role was reaffirmed in the successive resolutions of the UN General Assembly on “Assistance in mine clearance” See in particular the most recent resolution, A/RES/52/173, attached as Annex B., as well as in the amended protocol II to the CCW Convention “Amended Protocol on Prohibitions or Restrictions on the Use of Mines, Booby-traps and Other Devices”, adopted in Geneva on 3 May 1996. and in the landmark Ottawa Convention. “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 December 3, 1997.
3. In conformity with the expectations of affected populations, the United Nations has accumulated a great deal of experience in mine action. Programmes have been established in various countries, starting with Afghanistan in 1988 and Cambodia in 1992. In light of this experience and of lessons learnt, this paper was developed to encapsulate the key principles on which UN mine action is based, and to clarify roles and responsibilities within the United Nations system.

II. OBJECTIVES

4. The objectives of the principles developed in this paper are threefold and complementary:
 - a. To foster the ability of the United Nations to respond in a coordinated, timely and effective manner to the needs of mine-affected populations;
 - b. To foster the ability of the United Nations to support and build upon the collective efforts of the international community at large;
 - c. To strengthen the credibility of the United Nations in terms of transparency, accountability and effectiveness.

III. THE NATURE OF MINE ACTION

5. Mine Action refers to all those activities geared towards addressing the problems faced by populations as a result of landmine contamination. It is not so much about mines as it is about people and their interactions with a mine-infested environment. Its aim is not technical - to survey, mark and eradicate landmines - but humanitarian and developmental - to recreate an environment in which people can live safely, in which economic, health and social development can occur free from the constraints imposed by landmine contamination, and in which victims' needs are addressed.

6. A distinction has sometimes been made between operational mine action (i.e. mine action in support of operations mandated by the UN Security Council), humanitarian mine action and mine action in support of reconstruction and development. The United Nations does not adhere to this distinction since it does not reflect the fact that there is considerable overlap between the various aspects of a country's recovery (peacekeeping and peace-building, reintegration of refugees and IDPs, revival of communities, reconstruction and development), and that what really matters is the establishment of clear priorities in relation to the needs of the affected populations.

7. Given the importance of an integrated and holistic response to the issue of landmine contamination, and the need to bring real and lasting support to those who are at risk, UN mine action encompasses four complementary core components:

- a. Mine awareness and risk reduction education;
- b. Minefield survey, mapping, marking and clearance;
- c. Victim assistance, rehabilitation and reintegration;
- d. Advocacy to stigmatise the use of landmines and support a total ban on antipersonnel landmines.

In support of these core components, other activities will be key to the success of mine action and mine action programmes, such as: resource mobilization, capacity building and institutional support, information management (including the conduct of assessment missions, surveys and more generally data gathering), training of personnel (in all mine-related responsibilities, including management), and quality management (including setting of standards and programme monitoring and evaluation).

IV. GUIDING PRINCIPLES

A. Scope and nature of the landmine problem

8. The nature and scope of the landmine problem must be defined in terms of its humanitarian, public health and socio-economic implications, including in particular, its impact on lives, livelihoods, the provision of humanitarian assistance, and, more generally, an environment which should be safe and conducive to peace-building, reconstruction and development.

9. All relevant information on landmine contamination and its humanitarian and socio-economic consequences should be provided to the UN Mine Action Service (UNMAS), through the UN Resident Coordinators in the field or other partners as appropriate, so that a comprehensive profile of the landmine problem can be developed and early action initiated.

B. Principles for UN assistance in mine action

10. In dealing with the landmine problem, the United Nations will undertake to respect the fundamental humanitarian principles of neutrality, impartiality and humanity so that priority is given to those who are most vulnerable. It will support as a priority mine action conducted under civilian auspices in recipient countries.

11. Relevant parties willing to receive assistance should be committed to actively support mine action, and to desist from producing, stockpiling, using and transferring antipersonnel landmines. When applicable, this commitment should form an integral part of peace treaties, cease fire agreements and peace-building arrangements.

12. The United Nations will take every opportunity to stigmatize the continuing use of landmines and to support a total ban on antipersonnel landmines. Funds for mine clearance interventions will be allocated as a priority to affected countries whose authorities cease further use of antipersonnel landmines, and take steps to cease the trade, manufacture and stockpiling of antipersonnel landmines. Exceptions to this principle should only be based on humanitarian considerations.

C. The notion of integrated mine action

13. The United Nations supports an holistic approach to mine action addressing its various elements in a complementary manner both at the field level, and at the headquarters level. Mine awareness and risk reduction education, minefield mapping, marking and clearance, victim assistance and rehabilitation, advocacy to stigmatise the use of landmines and support for a comprehensive ban, are all integral parts of mine action.

14. This approach also relates to appropriate attention given to the issues of ownership, sustainability and capacity building. In countries with long term needs, mine action programmes must be sustainable and should include as a key component the development of an indigenous capacity. An indigenous capacity (formed most often under the auspices of a government or local authorities) is characterized by its ability to develop and articulate overall policy and direction, and to coordinate, manage, and sustain a programme that is accountable, cost-effective, and able to address the humanitarian and socio-economic implications of landmine contamination.

15. Mine action initiatives must also be an integral component of strategies designed to rehabilitate health care, education, infrastructures, agriculture and marketing systems, to name but a few of the requirements of societies recovering from violent conflicts.

D. The requirement for effective coordination

16. To ensure effective coordination within the UN system, all mine action activities will be organized in consultation with UNMAS, and with the UN Resident Coordinators in the field when applicable.

17. When programmes are initiated in the field, coordination mechanisms should be established to ensure that strategic and forward planning takes place and that country-wide mine action activities are consistently integrated, monitored and reviewed (including mine awareness in refugee camps in neighboring countries and mine clearance related to peacekeeping missions when applicable).

18. As part of these coordination mechanisms, a database should be developed, and a level I survey (followed by a level II survey) should be undertaken at the earliest possible opportunity.

19. Donors and other entities concerned with the problem of landmines should be encouraged to coordinate their activities with UNMAS, and with the UN and local authorities responsible for mine action in the field.

20. UNMAS will ensure that regular monitoring and lessons learnt missions are conducted, and that insights gained from particular experiences are shared with all interested parties.

E. The initiation and development of mine action programmes in the field

21. Action to address the mine problem must begin as early as possible when there is a recognized need, including, in particular, assessments and level I surveys, awareness and risk reduction education, victim assistance, and advocacy to stigmatize the use of landmines.

22. All requests for assistance in mine action should be referred to UNMAS which will discuss them with its partners. As a first step of a United Nations response, UNMAS should, as soon as it is possible and in consultation with the UN Resident Coordinator, the UN country team and local authorities, organize a multi-disciplinary and multi-sectoral assessment to define the scope and nature of the problem, to identify constraints and opportunities relating to the development of mine action initiatives, and to make recommendations for a comprehensive response including institutional arrangements for the coordination and implementation of mine action activities. Terms of reference for assessment missions are attached as Annex C.

23. The primary responsibility for taking action against the presence of landmines lies with the concerned State. Thus, in principle, the Government of the affected country should assume overall responsibility for the coordination and management of a national mine action programme. When required, UNDP, in consultation with all stakeholders, including UNMAS, relevant local partners, NGOs, donors and UN entities, should assist in creating sustainable national capacities and in preparing and implementing an overall programme plan.

24. In circumstances where the United Nations has to initiate a programme under its auspices, either because of the need to meet urgent humanitarian and operational needs, or because of the absence of recognized national authorities, UNMAS will develop the initial programme plan in consultation with all stakeholders, including relevant local partners, NGOs, donors and UN entities. This plan should clearly define objectives, priorities, institutional arrangements and other requirements including technical and financial support, and modalities needed to undertake specific activities. It should be designed to meet critical urgent needs as well as the long-term requirements essential for the development of a sustainable, indigenous capacity, when applicable.

25. When required, transitional arrangements for the provision of UN support to the on-going development of a sustainable indigenous mine action capacity should be identified and clearly defined at the earliest stage to ensure a smooth transfer of responsibilities. They should be decided on a case-by-case basis but will normally occur when the national authority assumes responsibility for the coordination and management of the overall mine action programme originally developed under UN auspices.

26. Whenever practical and in order to facilitate the transition process when it is required, the UN entity responsible for providing logistical, financial, and administrative support to a mine action programme during the initiation phase, will continue to be responsible for this support throughout the development of the programme.

F. The requirement for prioritization and accountability

27. All programmes should have well-established mechanisms to set priorities for mine action activities on the basis of need and the most effective use of available resources. While it must be remembered that no two situations are alike, priorities for mine clearance will often include, *inter alia*, the following: delivery of emergency assistance; settled land with high civilian casualty rates; land required for the resettlement of refugees/IDPs; land required for agriculture; community development; access to and free operation of health services; reconstruction and infrastructure development.

28. Programmes should also incorporate clearly-defined accountability mechanisms to ensure that priority needs are met and that there is cost-effective use of available resources. They should involve periodic review exercises in order to determine overall effectiveness in approach, orientation and implementation, and advise on what changes, if any, need to be introduced.

V. RESPONSIBILITIES AND COORDINATION MECHANISMS

- A. Role and responsibilities of the UN partners The specific role of the various UN partners in relation to resource mobilization is attached as Annex D.

United Nations Mine Action Service (UNMAS)

29. The United Nations Mine Action Service is the focal point within the UN system for all mine-related activities. In this capacity it is responsible for ensuring an effective, proactive and coordinated UN response to landmine contamination. UNMAS, in consultation with other partners, will establish priorities for assessment missions, facilitate a coherent and constructive dialogue with the donor and international community on the mine issue, and coordinate the mobilization of resources. It is also responsible for the development, maintenance and promotion of technical and safety standards (a responsibility which will be delegated to UNICEF with regard to mine awareness, and WHO with regard to the public health aspect of victim assistance); for the collection, analysis and dissemination of mine-related information, including information on technology; for advocacy efforts in support of a global ban on antipersonnel landmines; and for the management of the Voluntary Trust Fund for Assistance in Mine Clearance.

Office for the Coordination of Humanitarian Affairs (OCHA)

30. The Office for the Coordination of Humanitarian Affairs is responsible for sharing all relevant information with UNMAS and other partners on the humanitarian implications of landmines. It will work to ensure that humanitarian needs are met as an integral component of the overall humanitarian endeavor. OCHA will also work closely with UNMAS on resource mobilization in its capacity as manager of the Central Emergency Revolving Fund (CERF), and coordinator of the Consolidated Appeal Process (CAP).

United Nations Development Programme (UNDP)

31. The United Nations Development Programme will be responsible for addressing the socio-economic consequences of landmine contamination and for ensuring the elimination of the obstacle they pose to the resumption of normal economic activity, reconstruction and development. When applicable, UNDP will have primary responsibility for the development of integrated, sustainable indigenous mine action programmes in situations where the problem of landmines is not a humanitarian emergency. It will work closely with UNMAS and share all relevant information. It will ensure that its activities are integrated with those of other partners such as UNMAS, UNICEF and WHO.

United Nations Children's Fund (UNICEF)

32. The United Nations Children's Fund, working in collaboration with UNMAS, is the UN focal point on mine awareness education. In this capacity, it will provide appropriate guidance for all mine awareness programmes, liaising closely with concerned partners such as OCHA, WFP, UNHCR, WHO and UNDP. UNICEF, in collaboration with WHO, ICRC, and other partners where appropriate, will ensure comprehensive rehabilitation of landmine victims which includes psychosocial counseling, physical rehabilitation (including the provision of prosthetics and orthotics), and education for those with disabilities. Additionally, UNICEF will continue to be an active advocate for the promotion of a total ban on antipersonnel landmines and the ratification of the Ottawa Convention.

United Nations Office for Project Services (UNOPS)

33. The United Nations Office for Project Services is a principal service provider within the UN system for integrated mine action and capacity building programmes. It will implement mine action programmes as appropriate and in collaboration with concerned partners (UNMAS, UNDP and others). As its mandate enables it to work with all UN

agencies, UNOPS will be instrumental in providing the continuity of implementation that is required for mine action programmes.

United Nations High Commissioner for Refugees (UNHCR)

34. The United Nations High Commissioner for Refugees will ensure that the needs of refugees and other populations of concern to UNHCR are met. In particular, it will work with UNICEF for the development of appropriate mine awareness programmes in refugee camps.

World Food Programme (WFP)

35. The World Food Programme is involved in mine action in relation to its mandate to provide food assistance. Its three main areas of concern are: a/ the clearance of access roads for the speedy and cost-effective delivery of food assistance; b/ the clearance of land required for the safe return of displaced populations; and c/ the clearance of crop land for agriculture use in order to promote sustainable levels of local food production.

World Health Organization (WHO)

36. Within the framework of its mandate as expressed by the 101st session of its Executive Board, the World Health Organization will be 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 will provide public health technical support to the various UN partners involved in mine action, and cooperate closely with UNICEF and ICRC.

Department for Disarmament Affairs (DDA)

37. In collaboration with UNMAS, the Department for Disarmament Affairs and the Office of Legal Affairs will support the role of the UN Secretary-General in relation to the Ottawa treaty. The Department is responsible for landmine-related disarmament issues.

B. Coordination and liaison groups

38. UNMAS will ensure that the mine issue is addressed as appropriate in the context of existing coordination mechanisms. These mechanisms include: the Humanitarian Liaison Working Group (HLWG), the Inter-Agency Standing Committee (IASC) and the Executive Committee on Humanitarian Affairs (ECHA) at the headquarters level; the UN Resident Coordinator and UN country team meetings at the field level. UNMAS will also ensure that all like-minded partners outside the UN system, including Non-Governmental Organizations, the ICRC and the Red Cross and Red Crescent Movement, are fully involved.

39. An Inter-Agency Steering Committee on Mine Action established at the working group level and chaired by the Chief of the UN Mine Action Service will support the overall inter-agency coordination of UN mine action initiatives and activities. It will include *inter alia* representatives from OCHA, UNICEF, UNDP, UNOPS, UNHCR, WFP, WHO, DDA and the World Bank.

40. At the senior management level, an Inter-Agency Coordination Group on Mine Action chaired by the Under-Secretary General for Peacekeeping Operations will discuss and validate key policy documents and initiatives on the mine issue. It will include *inter alia* representatives from OCHA, UNICEF, UNDP, UNOPS, UNHCR, WFP, WHO, DDA and the World Bank.

VI. RESOURCES The term “resources” will be used in its generic sense, referring not only to financial contributions, but also to donations in-kind (material, equipment, personnel and services).

A. Overall approach and activities required in support of resource mobilization

41. Transparency, timeliness, accountability and cost effectiveness are the guiding principles behind all resource mobilization efforts in support of mine action throughout the United Nations system.

42. The various UN actors will continue to conduct their own fund raising activities for mine action both in the field and at the headquarters level. The specific resource mobilization rules and procedures applying to the various UN partners is described in Annex E.

However, they will coordinate these activities with UNMAS to ensure that they are coherent and mutually reinforcing. Donor meetings on mine action will be coordinated with UNMAS.

43. In order to secure the consistency of UN mine action, and unless clearly unpractical to do so in exceptional circumstances, new mine-related projects and initiatives, if they are not already part of an ongoing UN programme, will be discussed with the Inter-Agency Steering Committee on Mine Action before being submitted for funding to the international community.

44. UNMAS will initiate regular consultations with all UN partners involved, through the Inter-Agency Steering Committee on Mine Action, to set priorities for mine action with a view to sharing them with the international community.

45. Where specific funds are made available in support of mine action in general, such as in the case of the UN International Assistance Trust Fund Often referred to as “Turner Trust Fund”, UNMAS will coordinate the UN approach and serve as focal point.

46. In situations where country-specific consolidated appeals exist and mine action projects are ongoing or deemed necessary, such projects will be included in the appeals. In its capacity as coordinator of the Consolidated Appeal Process (CAP), OCHA will ensure that UNMAS is consulted.

47. In order to assist donors to determine how best to utilize their resources, UNMAS will prepare each year a comprehensive “portfolio of mine action projects” outlining the resources required for all mine action projects. Such a document will take into consideration those projects which are already included in country-specific consolidated appeals, as well as those for which similar resource mobilization mechanisms do not exist. It will be utilized in support of donor meetings and pledging conferences.

48. Implementing agencies will ensure that the necessary mechanisms are established in the field to regularly exchange information with the international community and provide it with updates on the status of the programmes, their budget requirements, and detailed financial statements of income and expenditures.

49. UNMAS should be provided with the information required to maintain and discuss at any given time with the international community the “portfolio of mine action projects”, and an updated financial summary of past and ongoing mine-related operations (taking into consideration cash contributions, donations in-kind and secondment of personnel).

B. Support mechanisms

1. Financing mechanisms

50. Although the resources raised for mine action are for the most part channelled through the UN system, they may also be channelled through external partners (NGOs for example) if so required for cost-effectiveness purposes.

51. The Voluntary Trust Fund for Assistance in Mine Clearance (VTF) is used primarily to finance:

a/. The overall coordination of UN mine action; b/. The conduct of assessment missions to monitor the scope of the landmine threat and the programmes established to deal with the threat; c/. The initiation of new mine action activities and programmes when and where required; d/. The bridging of funding delays in ongoing programmes.

52. The Central Emergency Revolving Fund is designed as a cash-flow mechanism to ensure the rapid and coordinated response of the organizations of the United Nations system to requests for emergency assistance (ST/SGB/251). It can be used only to make advances to UN organizations and entities. These advances have to be reimbursed as a first charge against the voluntary contributions received in response to consolidated appeals.

53. For programmes which have to be sustained in the long term, specific trust funds should be established within the financing agency as soon as possible. The objective of these trust funds is to allow for the principles of transparency, accountability and cost effectiveness to be respected.

54. Mine action in support of peacekeeping operations will continue to be financed exclusively by peacekeeping budgets and resources, at the exclusion of resources drawn from the Voluntary Trust Fund for Assistance in Mine Clearance.

2. Monitoring and reporting to donors

55. Implementing agencies in charge of country programmes are responsible for submitting regular progress and financial reports to donors. These reports should take into consideration cash contributions as well as contributions in-kind and secondment of personnel. They should provide sufficient details on the origin of the resources made available, and on the expenditures incurred against these resources.

56. On an annual basis, UNMAS will prepare a financial statement related to mine action for distribution to the donor community.

ANNEX A
GLOSSARY OF TERMS COMMONLY USED

GLOSSARY

Anti-personnel mine (APL): Mine designed to be exploded by the presence, proximity or contact of a person and that will incapacitate, injure or kill one or more persons. Mine designed to be detonated by the presence, proximity or contact of a vehicle as opposed to a person, that are equipped with anti-handling devices, are not considered anti-personnel mines as a result of being so equipped.

Anti-tank mine (ATM): Mine designed to disable or destroy vehicles and tanks. The explosive can be activated by many types of fuse mechanism normally by pressure, tilt rod, influence or command detonated.

Mine: Munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person or a vehicle.

Mine action: Mine action refers to all those activities which aim to address the problems faced by civilians as a result of landmine contamination. Its aim is to recreate an environment in which people can live safely, in which economic, health and social development can occur free from the constraints imposed by landmine contamination, and in which victims needs are addressed. UN mine action encompasses four complementary core components: a/. Mine awareness and risk reduction education; b/. Minefield mapping, marking and clearance; c/. Victim assistance and rehabilitation; and d/. Advocacy at the international level to stigmatize the use of landmines and support the ban. In support of these core components, other activities are key to the success of mine action and mine action programmes, such as: capacity building, information management (including the conduct of assessment missions and surveys), training of personnel (in all mine-related responsibilities, including management), quality management, and resource mobilization.

Mine Awareness: Communication strategy within mine action which aims at preventing the occurrence and reducing the number of casualties caused by landmines and UXOs through appropriate, coordinated and well targeted programmes of public information and education for communities living with the threat of mines. Mine awareness has three objectives: a/. To increase the community's knowledge of the threat of mines through public information; b/. To initiate and institutionalize a process of behavioral change through mine awareness education; and c/. To build local, regional and national capacity to undertake mine awareness programmes

Mine/UXO clearance: Clearing an area of all mines and UXO to a predefined standard. In the UN it is normally achieved to a clearance standard of 100 per cent with a tolerance error of not more than 0.4 per cent.

Survey: The method of determining the location of suspect or verified mined areas and further determining through survey methods the perimeters of the actual mined area. This is undertaken by use of three levels of survey: Level one, general survey; Level two, technical survey; Level three, completion survey.

Level One: General Survey

The objective of a Level One: General Survey is to collect information on the general locations of suspected or mined areas. Information must be collected about the areas affected by mines or UXO and areas that are not affected. Areas must be categorised and the reliability and credibility of data recorded. A Level One: General Survey is a prerequisite for the planning of a Level Two: Technical Survey. The content and level of detail will vary according to the level of survey undertaken.

Level Two: Technical Survey

The objective of a Level Two: Technical Survey is to determine and delineate the perimeter of mined locations initially identified by a Level One: General Survey. The marked perimeter forms the area for future mine clearance operations. The Level Two survey requires trained and properly equipped mine clearance personnel with the necessary skills to undertake and accurately record the survey work. Where possible, with time and

resources permitting, these teams should also undertake area reduction work in order to accurately define the outer perimeters of the minefield.

Level Three: Completion Survey

The Level Three: Completion Survey is conducted in conjunction with the mine clearance teams and accurately records the area cleared. The benchmark is to be left in the ground to serve as a minimum marker of the initial minefield area. It is also recommended that permanent markers be used to indicate turning and intermediate points of the perimeter of the mined area. Once the clearance task has been partially or totally completed a clearance report which, with the Level Three : Completion Survey and in some cases a Quality Assurance check, will form the basis for the documentation necessary for the issuing of an authorized acceptance certificate.

Unexploded Ordnance (UXO): Explosive ordnance which has been primed, fused, armed or otherwise prepared for use or used. It could have been fired, dropped, launched, projected yet remains unexploded either through malfunction or design or for any other cause. For the purpose of this questionnaire, only UXOs that pose a threat to human lives will be taken into consideration, at the exclusion of those in marked training areas.

Victim/survivor: People who have been physically injured or psychologically affected by the detonation of landmines or unexploded ordnances. The term also refers to those who have been psychologically affected by the fear of potential injury.

Victim/survivor assistance: Refers to all aid, relief, comfort and support provided to victims/survivors with the purpose of reducing the immediate and long-term medical and psychological implications of their trauma.

ANNEX B

**GENERAL ASSEMBLY RESOLUTION ADOPTED DURING THE 52ND SESSION ON “ASSISTANCE IN
MINE CLEARANCE”**

General Assembly

GENERAL

A/RES/52/173

19 February 1998

Fifty-second session
Agenda item 41

RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY [without reference to a Main Committee (A/52/L.69 and Add.1)]

52/173. Assistance in mine clearance

The General Assembly,

Recalling its resolutions 48/7 of 19 October 1993, 49/215 of 23 December 1994, 50/82 of 14 December 1995 and 51/149 of 13 December 1996 on assistance in mine clearance, all adopted without a vote,

Considering demining to be an important component of United Nations humanitarian and development activities,

Reaffirming its deep concern at the tremendous humanitarian problem caused by the presence of mines and other unexploded devices that have serious and lasting social and economic consequences for the populations of mine-infested countries and constitute an obstacle to the return of refugees and other displaced persons, to humanitarian aid operations and to reconstruction and economic development, as well as to the restoration of normal social conditions,

Reiterating its dismay at the high number of victims of mines, especially among civilian populations, particularly children, and recalling in this context Commission on Human Rights resolutions 1995/79 of 8 March 1995, *See Official Records of the Economic and Social Council, 1995, Supplement No. 3* and corrigenda (E/1995/23 and Corr.1 and 2), chap. II, sect. A. 1996/85 of 24 April 1996 *Ibid.*, 1996, *Supplement No. 3* (E/1996/23). and 1997/78 of 18 April 1997 *Ibid.*, 1997, *Supplement No. 3* (E/1997/23). on the rights of the child and resolution 1996/27 of 19 April 1996² and decision 1997/107 of 11 April 1997³ on the human rights of persons with disability,

/...

Deeply alarmed that the number of mines being laid each year, as well as the presence of a large number of mines and other unexploded devices as a result of armed conflicts, exponentially outweighs the number of such mines that can be cleared during that time, and thus convinced of the necessity and urgency of a significant increase in mine-clearance efforts by the international community,

Noting the decisions taken at the Review Conference of the States Parties to the Convention A/RES/52/173
Page 1

A/RES/52/173
Page 1

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/CONF.I/16 (Part I), particularly with respect to Protocol II of the Convention and the inclusion in the Amended Protocol Ibid., annex B, of a number of provisions of importance for mine-clearance operations, notably the requirement of detectability,

Recalling that the States Parties to the Review Conference declared their commitment to keep the provisions of Protocol II under review in order to ensure that the concerns regarding the weapons it covers are addressed, and that they would encourage efforts of the United Nations and other organizations to address all the problems of landmines,

Recalling also the adoption at the Ottawa International Strategy Conference, "Towards a Global Ban on Anti-Personnel Mines", on 5 October 1996, of the Ottawa Declaration A/C.1/51/10, annex I, whereby participants undertook a commitment towards the earliest possible conclusion of a legally binding international agreement to ban anti-personnel mines and which, among other things, recognizes that the international community must provide significantly greater resources to mine-awareness programmes, mine-clearance operations and victim assistance, as well as the Brussels Declaration of 27 June 1997,

Noting the adoption on 18 September 1997 at the Oslo Conference of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on Their Destruction, which, among other things, recognizes that States parties in a position to do so should provide assistance for mine-clearance and related activities, for the care and rehabilitation, and social and economic reintegration, of mine victims and for mine-awareness programmes, and noting that the Convention was opened for signature at Ottawa on 3 December 1997 and that it has been signed by one hundred and twenty-two States,

Encouraged by the recent initiatives taken at conferences in Elsinore, Denmark, Bonn, Germany, and Tokyo, notably in relation to international standards and procedures for humanitarian mine-clearance operations, as well as the development of new technology for landmine detection and removal and the rehabilitation of landmine victims, which can serve as a basis on which to advance the safety, effectiveness and professionalism of these operations throughout the world,

Taking note of the Plan of Action on Landmines adopted at the First Continental Conference of African Experts on Landmines, held at Kempton Park, South Africa, and the adoption at Harare by the heads of State and Government of the Organization of African Unity of a resolution on the report of the Secretary-General of the Organization of African Unity on the issue of anti-personnel mines and international efforts to reach a total ban,

Emphasizing the importance of recording the location of mines, of retaining all such records and making them available to concerned parties upon cessation of hostilities, and welcoming the strengthening of the relevant provisions in international law,

Stressing the need to convince mine-affected States to halt new deployments of anti-personnel mines to ensure the effectiveness and efficiency of mine-clearance operations,

Recognizing the important role that the international community, particularly States involved in the deployment of mines, can play in assisting mine clearance in affected countries through the provision of necessary maps and information and appropriate technical and material assistance to remove or otherwise render ineffective existing minefields, mines and booby-traps,

Bearing in mind the serious threat that mines and other unexploded devices pose to the safety, health and lives of personnel participating in humanitarian, peacekeeping and rehabilitation programmes and operations,

Aware that the rate of mine clearance needs to accelerate substantially if the global landmine problem is to be tackled effectively,

Concerned about the limited availability of safe and cost-effective mine-detection and mine-clearance equipment as well as the lack of global coordination in research and development to improve the relevant technology, and conscious of the need to promote progress in this field and to foster international technical cooperation to this end,

Recognizing that, in addition to the primary role of States, the United Nations has an important role in the field of assistance in mine clearance,

Noting with satisfaction the inclusion in the mandates of several peacekeeping operations of provisions relating to mine-clearance work carried out under the direction of the Department of Peacekeeping Operations of the Secretariat, in the context of such operations,

Commending the activities already undertaken by the United Nations system, donor and recipient Governments, the International Committee of the Red Cross and non-governmental organizations to coordinate their efforts and seek solutions to the problems related to the presence of mines and other unexploded devices, as well as their assistance to victims of landmines,

Also commending the role of the Secretary-General in increasing public awareness of the problem of landmines, and in the establishment of the central landmine database and inventories of mine-awareness materials and mine-clearance techniques,

1. *Takes note* of the report of the Secretary-General on the activities of the United Nations in assistance in mine clearance; A/52/679.

2. *Welcomes*, in particular, the efforts made by the United Nations to foster the establishment of mine-clearance capacities in countries where mines constitute a serious threat to the safety, health and lives of the local population, and emphasizing the importance of developing national mine-clearance capacities, urges all Member States, particularly those that have a capacity to do so, to assist afflicted countries in the establishment and development of their national mine-clearance capacities;

3. *Invites* Member States to develop national programmes, in cooperation with the relevant bodies of the United Nations system where appropriate, to promote awareness of landmines, especially among children;

4. *Expresses its appreciation* to Governments and regional organizations for their financial contributions to the Voluntary Trust Fund for Assistance in Mine Clearance and other demining programmes, and appeals to them to continue this support through further contributions;

5. *Encourages* all relevant multilateral and national programmes and bodies to include, in coordination with the United Nations, activities related to mine clearance in their humanitarian, social and economic assistance activities;
6. *Stresses* the importance of international assistance for the care and rehabilitation, and social and economic reintegration of mine victims;
7. *Emphasizes again*, in this connection, the important role of the United Nations in the effective coordination of activities related to mine clearance, awareness and assistance, including those by regional organizations, in particular activities related to standards, technological development, information and training, and, in this regard, encourages the Secretary-General to develop further a comprehensive mine-clearance strategy, taking into consideration the impact of the landmine problem on the process of rehabilitation, reconstruction and development, with a view to ensuring the effectiveness of assistance in mine clearance by the United Nations;
8. *Urges* Member States, regional organizations, governmental and non-governmental organizations and foundations to continue to extend full assistance and cooperation to the Secretary-General and, in particular, to provide him with information and data as well as other appropriate resources that could be useful in strengthening the coordination role of the United Nations in the field of mine awareness, training, surveying, mine detection and clearance, scientific research on mine-detection and clearance technology and information on and distribution of medical equipment and supplies;
9. *Takes note* of the convening of the Mine Action Forum at Ottawa from 2 to 4 December 1997, and of the development there of An Agenda for Mine Action, and welcomes the proposals related to enhancing and coordinating action by international organizations, governmental and non-governmental organizations and foundations on mine-awareness, mine clearance and assistance to victims of anti-personnel mines, among other issues;
10. *Calls upon* Member States, especially those that have a capacity to do so, to provide the necessary information and technical and material assistance, as appropriate, and to locate, remove, destroy or otherwise render ineffective minefields, mines, booby-traps and other devices in accordance with international law, as soon as possible;
11. *Urges* Member States and intergovernmental and non-governmental organizations and foundations that have the ability to do so, to provide, as appropriate, technological assistance to mine-infested countries and to promote scientific research and development on humanitarian mine-clearance techniques and technology so that mine-clearance activities may be carried out more effectively at lower costs and through safer means and to promote international collaboration in this regard;
12. *Encourages* Member States and intergovernmental and non-governmental organizations and foundations to continue to support ongoing activities to promote appropriate technology, as well as international operational and safety standards for humanitarian mine-clearance activities, including the early follow-up of the International Conference on Mine Clearance Technology; See A/51/472, annex.
13. *Requests* the Secretary-General to submit to the General Assembly at its fifty-third session a report on the progress achieved on all relevant issues outlined both in his previous reports to the Assembly on assistance in mine clearance and in the present resolution, and on the operation of the Voluntary Trust Fund for Assistance in Mine Clearance and other demining programmes;
14. *Decides* to include in the provisional agenda of its fifty-third session the item entitled "Assistance in mine clearance".

76th plenary meeting
18 December 1997

ANNEX C

**TERMS OF REFERENCE FOR MULTI-DISCIPLINARY AND MULTI-SECTORAL ASSESSMENT
MISSIONS**

TERMS OF REFERENCE FOR THE ASSESSMENT MISSIONS

BACKGROUND

Brief mission background: why is it taking place ?

OBJECTIVE OF THE MISSION

1. The overall objective of the assessment team will be to gather all relevant information required for the United Nations to make an informed decision with regard to the launching of mine-action activities in XXXX. In cases where the country of concern is a signatory or party to the Ottawa Convention, the mission will also seek to assist the country in reporting under article 7 of the Convention.
2. To achieve this overall objective, the assessment team will gather information on:
 - the scope of the landmine/UXO problem (location and number of mines/UXOs);
 - the implications of the landmine/UXO problem;
 - the in-country capacities available to deal with the landmine/UXO problem;
 - the political and security situation and its potential impact on a mine-action programme.
3. The assessment team will produce a report to highlight its findings; present its recommendations regarding the feasibility, scope and institutional form of a potential mine action programme; and establish priorities to deal with short-term emergency requirements as well as with long-term capacity building requirements.

SCOPE OF THE MISSION

4. The assessment mission will look at the requirements associated with each component of a comprehensive and integrated mine action plan: mine awareness / mine risk education; information gathering / surveying / mine marking; UXO/mine clearance; victims assistance and rehabilitation; training and quality management; capacity-building.
5. The assessment mission will focus on the contaminated-areas of the country where the humanitarian impact of landmines and UXOs is the most serious and where the security/political situation allows assistance to be provided. It will conduct its mission with neutrality, impartiality and humanity as required to achieve the objectives assigned.
6. The mission will be conducted in cooperation with the UN Coordinator in country. It will consult with the local civilian and military authorities; with UN agencies and in particular UNDP, UNICEF, UNHCR, WFP and WHO; with NGOs and the Red Cross movement; and with diplomatic missions and representatives as required. The assessment team will make sure that it does not duplicate existing studies where they exist, but build upon the information already available.

DETAILED INFORMATION REQUIRED

7. Information on the scope of the landmine problem will include the following:
 - Types of mines/UXOs used;
 - Location of the known mines/UXOs;
 - Estimated number of mines/UXOs.

8. Information on the impact of the landmine problem will include the following:
 - Impact of the presence of mines/UXOs on national reconciliation;
 - Impact of the presence of mines/UXOs on the repatriation of refugees;
 - Impact of the presence of mines/UXOs on the resettlement of IDPs;
 - Impact of the presence of mines/UXOs on the delivery of humanitarian aid;
 - Impact of the presence of mines/UXOs on the settled population (casualties);
 - Impact of the presence of mines/UXOs on reconstruction and development;
 - Impact of the presence of mines/UXOs on health.

9. Information on the local capacities available will include the following:
 - Indigenous mine-clearance capacities;
 - International companies/organizations involved in mine-clearance operations;
 - Local capacities to conduct a mine awareness campaign;
 - Medical and para-medical capacities to assist and rehabilitate landmine victims.

10. Information on the political/security situation will include the following:
 - Willingness of the various parties involved to support a mine-action programme;
 - Points of contact;
 - Parties currently involved in the laying of mines and unwilling to suspend these operations;
 - potential impact of the security situation on a mine-action programme.

TIME FRAME

11. Duration of the mission in the field.

12. A report is to be submitted within three weeks after the completion of the field mission.

ANNEX D

**THE ROLE OF THE VARIOUS UN PARTNERS WITH REGARD TO RESOURCE MOBILIZATION -
SYNOPSIS**

**ROLE OF THE VARIOUS UN PARTNER WITH REGARD TO
RESOURCE MOBILIZATION - SYNOPSIS**

RESPONSIBILITIES	UNMAS	OCHA	IMPLEMENTING A CHARGE OF C PROGRAM
Focal point for resource mobilization in support of mine action	X		
Coordination of country-specific consolidated appeals		X	
Coordination of the preparation of a “portfolio of mine action projects”	X		
Coordination of the preparation of an annual pledging conference for mine action	X		
Management of the Voluntary Trust Fund for Assistance in Mine Clearance	X		
Management of the Central Emergency Revolving Fund		X	
Management of programme-specific trust funds			X
Coordination of in-country donor meetings			X
Coordination of headquarters donor meetings	X		
Reporting to donors on specific programmes			X
Consolidated reporting to donors on mine action	X		
Coordination with the UN International Assistance Trust Fund on mine-related projects	X		
Initiation of steering committee meetings (where all UN partners involved are represented) to discuss resource mobilization priorities	X		

ANNEX E

**SPECIFIC RULES AND PROCEDURES APPLYING TO THE VARIOUS UN PARTNERS WITH REGARD TO
RESOURCE MOBILIZATION**

SPECIFIC RULES AND PROCEDURES APPLYING TO THE VARIOUS UN PARTNERS WITH REGARD TO RESOURCE MOBILIZATION

Each UN partner is subject to its particular set of financial rules, policies and procedures which have to be taken into consideration when developing principles for effective coordination. The agency-specific rules, policies and procedures which impact or may impact on the overall UN resource mobilization effort for mine action are summarized in this annex.

A. United Nations Mine Action Service (UNMAS)

1. UNMAS relies exclusively on two sources of funds for its activities: DPKO resources and voluntary contributions.
2. All mine-related activities in support of peacekeeping operations are financed from DPKO resources. These resources come from: a/. Assessed contributions raised on a case by case basis as new operations are decided upon by the Security Council; b/. DPKO's support account; c/. The UN regular budget. While assessed contributions are used to finance mandated field operations, the support account and the regular budget are only used to finance headquarters coordination required in support of operational mine action.
3. All other mine-related activities, primarily of a humanitarian nature, undertaken by UNMAS are financed from voluntary contributions through the UN Voluntary Trust Fund for Assistance in Mine Clearance (VTF). Voluntary contributions are made, by definition, on a voluntary basis. They can be earmarked against a specific country programme or project, or they can be unearmarked. The management of the resources available in the VTF is placed under the authority of the Under-Secretary-General for Peacekeeping Operations.

B. Office for the Coordination of Humanitarian Affairs (OCHA)

4. The Under-Secretary General for Humanitarian Affairs and Emergency Relief Coordinator has been entrusted with the management of the Central Emergency Revolving Fund (CERF), and with the overall coordination of the Consolidated Appeal Process (CAP). While CERF is a funding mechanism, and CAP a resource mobilization mechanism, both can be used in support of mine action.

C. United Nation Children's Fund (UNICEF)

5. Core UNICEF programmes, both in the field and at the headquarters level, are funded from "general resource" allocations. Income for these allocations includes contributions from governments, net income from the sale of greeting cards and other products, funds contributed by the private sector, including individuals, corporations, foundations and non-governmental organizations (mainly through National Committees), and other income. When critical emergency needs arise which require immediate action, the Executive Director has the authority to release resources from the Emergency Programme Fund (EPF).
6. Donors are also approached to make specific contributions to particular components of a country programme or HQ activity through "supplementary funding". Regular supplementary funding is received primarily from donor countries, from UNICEF National Committees (NatComs), and from intergovernmental, multi-lateral, or NGOs. It is for the most part specifically earmarked for a recipient country programme, or a component thereof. While most programmes for supplementary funding are developed and submitted to the Executive Board as part of a multi-year country programme, on occasion UNICEF offices formulate proposals for supplementary funding in between country programme submissions. These are commonly referred to as "stand alone" requests for supplementary funding. Donors can also respond to the needs expressed by UNICEF as part of the Consolidated Appeal Process.

7. Submissions of new projects to the donor community can also be undertaken through multi-country, regional or global programmes approved by the Executive Board. Contributions received for these programmes are then allocated to country-specific projects on the basis of reviews by UNICEF HQ and regional offices on a case-by-case basis.

D. United Nations Development Programme (UNDP)

8. UNDP raises its resources for mine-related activities both at the field level where round-tables and appeals are organized by the in-country offices, and at the headquarters level through the Division for Resources Mobilization. The primary role rests with the country offices.

9. Proposals for new projects are submitted to the Emergency Response Division through the Regional Bureaux. Seed funding can then be considered from track 1.1.3., although such funding is limited and has to have a catalytic effect in generating donor support. Funding for ongoing projects has to come from voluntary contributions, usually through specific trust funds established in-country. Such trust funds already exist for Cambodia and Laos.

E. United Nations Office for Project Services (UNOPS)

10. UNOPS is a self-financing implementing entity within the UN system which is engaged by other UN entities to execute projects on their behalf. It is not a funding source and it cannot directly receive funds from donors outside the UN system, but in its capacity as executing or cooperating agency, UNOPS can collaborate with other UN partners to mobilize resources, including in-kind donations of personnel and equipment.

11. Donors outside of the UN system who wish to finance projects and have UNOPS execute them must enter into an agreement with a UN entity and designate UNOPS as the executing agency. These agreements are normally called Management Service Agreements (MSAs).

F. World Food Programme (WFP)

12. The World Food Programme raises its resources for mine-related activities at both headquarters and field level either through direct funding or through the establishment of food-for work programmes where local populations undertake mine awareness or information gathering activities in exchange of food.

G. World Health Organization (WHO)

13. The World Health Organization relies on two sources of funds to contribute to UN mine action:

a/ WHO regular budget which partly funds “core staff” and guarantees the minimum staffing needed to monitor the implementation of the “Plan of Action for a Concerted Public Health Response on Anti-personnel Mines” endorsed by the 101st session of the WHO Executive Board; b/ Voluntary contributions, which will fund total or part of the plan of action cited above. These voluntary contributions can be earmarked for specific activities related to the plan, or earmarked for support of the plan in general.