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Guide for the management of mine risk education

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Foreword

International standards for humanitarian demining programmes were first proposed by working groups at an international technical conference in Denmark, in July 1996. Criteria were prescribed for all aspects of demining, standards were recommended and a new universal definition of 'clearance' was agreed. In late 1996, the principles proposed in Denmark were developed by a UN-led working group and the International Standards for Humanitarian Mine Clearance Operations were developed. A first edition was issued by the UN Mine Action Service (UNMAS) in March 1997.

The scope of these original standards has since been expanded to include the other components of mine action and to reflect changes to operational procedures, practices and norms. The standards were re-developed and renamed as International Mine Action Standards (IMAS) with the first edition produced in October 2001.

The United Nations has a general responsibility for enabling and encouraging the effective management of mine action programmes, including the development and maintenance of standards. UNMAS, therefore, is the office within the United Nations responsible for the development and maintenance of IMAS. IMAS are produced with the assistance of the Geneva International Centre for Humanitarian Demining.

The work of preparing, reviewing and revising IMAS is conducted by technical committees, with the support of international, governmental and non-governmental organisations. The latest version of each standard, together with information on the work of the technical committees, can be found at <http://www.mineactionstandards.org/>. Individual IMAS are reviewed at least every three years to reflect developing mine action norms and practices and to incorporate changes to international regulations and requirements.

Introduction

The development of international standards for Mine Risk Education (MRE)

In 1998, *International Guidelines for Landmine and UXO Awareness Education*¹ were developed by UNICEF with the aim of providing an internationally agreed approach to planning, implementing, monitoring and evaluating MRE (previously referred to as 'mine awareness') programmes. At that time it was understood that these 'Guidelines' would be subsequently reviewed to reflect developing mine action practices and norms.

MRE is one of the five components of mine action. The others are: demining, victim assistance, advocacy to stigmatise the use of landmines and support of a total ban on anti-personnel landmines, and stockpile destruction. The first two editions of the International Mine Action Standards (IMAS) did not include MRE-specific standards and guides. This guide and others in the MRE series addresses the particular needs of MRE, as an integral part of mine action.

As with all IMAS, the purpose of the MRE standards and guides is to improve the *safety* and the *efficiency* of mine action. As the MRE standards and guides require a strengthened link between mine action operators and the affected communities, they also assist in improving the *effectiveness* of mine action operations.

This *Guide for the Management of MRE* and the other IMAS standards for MRE have been developed from, and replace, the aforementioned 1998 UNICEF Guidelines. The MRE series of IMAS has been sponsored and developed by UNICEF in recognition of its role as the focal point for MRE within the United Nations. Input has been received from National Mine Action Authorities (NMAA), UNICEF field offices, and other organisations and individuals involved in the implementation of mine action.

In this Guide and other related IMAS documents the term *mine awareness* has been replaced by *mine risk education* - the meaning and scope of the term MRE is explained in this Guide.

The application of IMAS to MRE

The MRE series of IMAS have been developed to improve the quality of mine action programmes and to ensure that MRE can effectively meet the needs and priorities of the affected communities. They assist NMAA to develop national standards and national standing operating procedures (SOPs) by establishing a frame of reference for MRE which can be used, or adapted for use, as a national standard. They also assist in the development of mine action organisations' SOPs.²

The MRE standards and guides provide a common language, and recommend the formats and rules for handling data that enable the accurate and timely exchange of information. They also encourage NMAA to develop the tools and capacities to plan, implement, monitor and evaluate MRE within an integrated national mine action programme.

The MRE series of IMAS do not define the way in which MRE requirements are to be achieved in the field – that is covered in national and local SOPs, instructions and codes of practice. Guidance on the preparation of national and local SOPs for MRE, together with a portfolio of MRE tools and methods is given in the series *Guidelines for Implementing MRE Programmes*.³

1. Sponsored and distributed by UNICEF.

2. Mine action organisations should ensure that their SOPs are consistent with national standards and legislation. Successful accreditation will normally require organisations' SOPs to be 'localised'.

3. In development through UNICEF.

Guide for the management of Mine Risk Education (MRE)

1. Scope

This Guide establishes principles and provides guidance for the effective management of MRE. Its purpose is to clarify the role of MRE and provide an overview of the series of IMAS pertaining to MRE. There are seven IMAS in this series, including this Guide. They are:

- IMAS 07.11 Guide for the management of MRE;
- IMAS 07.31 Accreditation of MRE organisations and operations;
- IMAS 07.41 Monitoring of MRE programmes and projects;
- IMAS 08.50 Data collection and needs assessment for MRE;
- IMAS 12.10 Planning for MRE programmes and projects;
- IMAS 12.20 Implementation of MRE programmes and projects; and
- IMAS 14.20 Evaluation of MRE programmes and projects.

This Guide should be read prior to reading the other six MRE standards and guides.

This Guide should be read in conjunction with other IMAS standards and guides. In particular, attention is drawn to IMAS 01.10, which defines the role of IMAS, and establishes the guiding principles for their proper and appropriate use.

2. References

A list of normative references is given in Annex A. Normative references are important documents to which reference is made in this Guide and which form part of the provisions of this Guide.

3. Terms, definitions and abbreviations

A list of terms, definitions and abbreviations used in this Guide is given in Annex B. A complete glossary of all the terms, definitions and abbreviations used in IMAS is given in IMAS 04.10.

In the IMAS series of standards, the words 'shall', 'should' and 'may' are used to indicate the intended degree of compliance. This use is consistent with the language used in the International Organization for Standardisation (ISO)'s standards and guidelines:

- a) 'shall' is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard;
- b) 'should' is used to indicate the preferred requirements, methods or specifications; and
- c) 'may' is used to indicate a possible method or course of action.

The term 'education' refers to the imparting and acquiring over time of knowledge, attitudes and practices through teaching and learning.

The term 'risk' refers to a combination of the probability of occurrence and the severity of physical injury to people, property or the environment. [ISO Guide 51:1999(E)]

The term 'mine risk' refers to the probability of occurrence and the severity of physical injury to people, property or the environment caused by the unintentional detonation of a mine or Explosive Remnants of War (ERW).

The term 'mine risk reduction' refers to those actions which lessen the probability and/or severity of physical injury to people, property or the environment. [Adapted from ISO Guide 51:1999(E)] Mine risk reduction can be achieved by physical measures such as clearance, fencing or marking, or through behavioural changes brought about by MRE.

The term 'MRE organisation' refers to any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

The term 'National Mine Action Authority (NMAA)' refers to the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and co-ordination of mine action. In most cases the national Mine Action Centre (MAC) or its equivalent will act as, or on behalf of, the NMAA. In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA. In such cases the UN should provide appropriate technical support including suitably qualified personnel, experienced in MRE.

The term 'project' refers to an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. The resources needed to successfully accomplish the objective will normally be defined and agreed before the start of the project.⁴

The term 'programme' implies the medium to long-term activities of an organisation in the fulfilment of its vision and strategic objective. A mine action programme consists of a series of related mine action projects. Similarly, an MRE programme consists of a series of related MRE projects.

4. Mine Risk Education (MRE)

The term 'MRE' refers to activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.

MRE aims to ensure that communities are aware of the risks from mines and ERW and are encouraged to behave in a way which reduces the risk to people, property and the environment. The objective is to reduce the risk to a level where people can live safely; to recreate an environment where economic and social development can occur free from the constraints imposed by landmine contamination⁵.

MRE, along with demining (including technical survey, mapping, mine and ERW clearance, marking, post-clearance documentation and the handover of cleared land), contributes to mine risk reduction, reducing the risk of physical injury from mines and ERW which *already* contaminate the land. Advocacy and stockpile destruction aim to prevent the future use of mines. Victim assistance deals with the care, rehabilitation and reintegration of mine/ERW survivors. The relationship between mine action, mine risk reduction and MRE is shown Figure 1.

4. In mine action, the method of defining the objective, the means of achieving the objective and the resources needed are usually referred to as a 'project proposal' or 'project document'.

5. *United Nations Mine Action: a Strategy for 2001/2005, Assistance in Mine Action, Report of the Secretary General to the UN General Assembly A/56/448/Add 1*, New York, 16 October 2001.

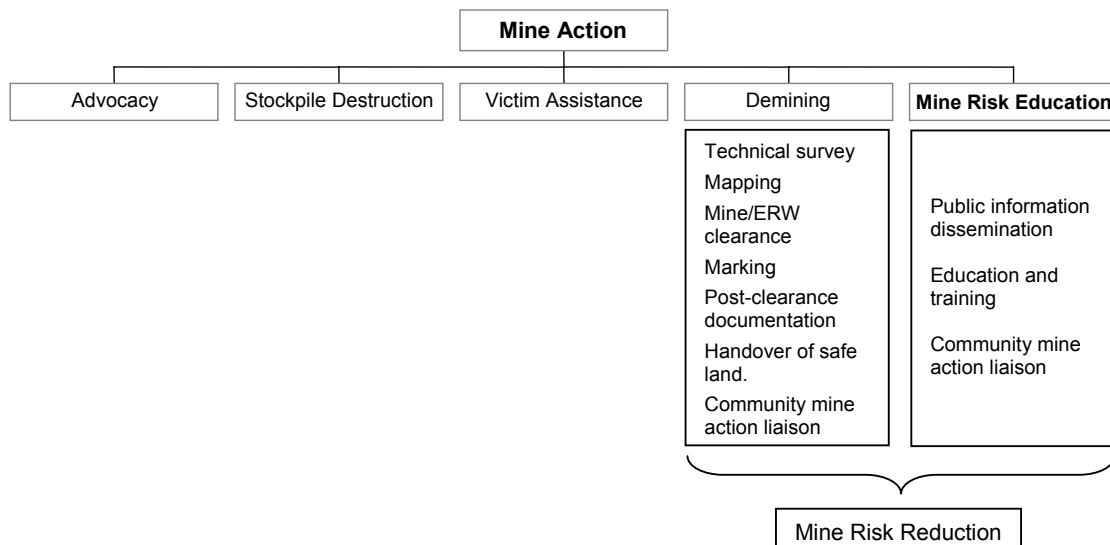


Figure 1: Relationship between MRE, mine risk reduction and mine action

MRE should not normally be a stand-alone activity. It is an integral part of mine action planning and implementation. Thus the management of MRE projects, as described in clause 6 below, is part of the overall management of mine action.

MRE has three components: public information dissemination, education and training, and community mine action liaison. They are complementary and mutually reinforcing. Descriptions of the three components are given below.

4.1. Public information dissemination

Public information in mine action refers to information which describes the landmine and ERW situation, and is used primarily to inform and update a broad range of stakeholder groups, including populations at risk. Such information may focus on local risk reduction messages, or may address broader national issues such as complying with legislation, or to raise public support for the mine action programme.

Public information dissemination as part of MRE refers primarily to public information activities, which seek to reduce the risk of injury from landmines and ERW by raising awareness of the risk to individuals and communities, and by promoting behavioural change. It is primarily a one-way form of communication transmitted through mass media, which may provide relevant information and advice in a cost-effective and timely manner.

Public information dissemination projects may be 'stand alone' MRE projects that are implemented independently, and often in advance of other mine action activities. In an emergency post-conflict situation, due to time constraints and lack of accurate data, public information dissemination is often the most practical means of communicating safety information to reduce risk. Equally they may form part of a more comprehensive risk reduction strategy within a mine action programme, supporting community based MRE, demining or advocacy activities.

4.2. Education and training

The term 'education and training' in MRE refers to all educational and training activities which seek to reduce the risk of injury from mines and ERW by raising awareness of the danger to individuals and communities, and promoting behavioural change. Education and training is a two-way process, which involves the imparting and acquiring of knowledge, attitude and practice through teaching and learning.

Education and training activities may be conducted in formal and non-formal environments. For example, this may include teacher to child education in schools, parent to children and children to parent education in the home, child to child education, peer to peer education in work and recreational environments, landmine and ERW safety training for humanitarian aid workers⁶ and the incorporation of landmine and ERW safety messages in regular occupational health and safety practices.

4.3. Community mine action liaison

Community mine action liaison refers to the system and processes used to exchange information between national authorities, mine action organisations and communities on the presence of mines and ERW, and of their potential risk. It enables communities to be informed when a demining activity is planned to take place, the nature and duration of the task, and the exact locations of areas that have been marked or cleared.

Furthermore it enables communities to inform local authorities and mine action organisations on the location, extent and impact of contaminated areas. This information can greatly assist the planning of follow on mine action activities such as technical survey, marking and clearance, and if necessary the provision of assistance to landmine/ERW survivors. Community mine action liaison creates a vital reporting link to the programme planning staff, and enables the development of appropriate and localised risk reduction strategies. Community mine action liaison aims to ensure that mine action projects address community needs and priorities.

Community mine action liaison should be carried out by all organisations conducting mine action operations. These may be MRE-specific organisations, or MRE individuals and/or 'sub-units' within a mine action organisation.

Community mine action liaison with the affected populations may start far in advance of demining activities and may help the development of a capacity at the community level to assess the risk, manage the information and develop local risk reduction strategies. This may assist communities gather the necessary information to lobby the relevant stakeholders and advocate for mine action and other assistance intervention.

5. Mine action programme planning

5.1. The General Mine Action Assessment (GMAA) process

The decision to develop a national mine action programme will normally be as a result of sufficient information gathered demonstrating such a need. The process of gathering this information is a combination of formal/deliberate and informal activities and can be referred to as a General Mine Action Assessment (GMAA) process. This process is a continuous process of information gathering, through any relevant means, relating to mine and ERW accidents, incidents and other mine and ERW related information. The process effectively starts when the first piece of information is received indicating that there is a mine or ERW problem in the country and ends effectively when all the information about the mine and ERW problem is known.

The GMAA process:

- a) collects and analyses information to assess the scale and impact of the landmine and ERW problem in the affected country and individual communities;

6. Landmine Safety Project, UNMAS.

- b) provides information on which to decide the necessity to survey reported and/or suspected locations of mine or ERW contamination, quantities and types of explosive hazards; and
- c) collects general information such as the security situation, terrain, soil characteristics, climate, routes, infrastructure and local support facilities, to assist the planning of future mine action activities and projects.

Information gathered during the GMAA process should provide a growing indication of the size and scope of the problem (if any), an assessment of the resources needed to meet it, the national capabilities and potential to address the problem, and an assessment of the need for external assistance including financial, human skills, material and information. Full recognition will be given to ongoing work, including local community-based MRE and demining activities, which usually precede the establishment of a mine action programme.

The information collected will, at some stage, be sufficient to enable a national authority, with assistance as necessary, to establish priorities and to begin to develop a coherent national mine action programme and plan incorporating as required MRE, demining, stockpile destruction, victim assistance and advocacy.

Guidance on the requirements for the GMAA process is given in IMAS 08.10.

5.2. Continued mine action data collection and assessment

Prior to implementing mine action projects, activities and tasks, further data collection and assessment is usually required. For MRE this involves a needs assessment (see IMAS 08.50 for guidance); for mine and ERW clearance this involves a technical survey (see IMAS 08.20 for guidance); for victim assistance this involves an analysis of landmine/ERW survivors and their needs. There may be other data collection activities, such as Landmine Impact Surveys (LIS), task assessment and planning or other community studies, as well as on-going community mine action liaison. All of these form part of the GMAA process and an active surveillance process to establish and to monitor the problems faced by affected communities.

5.3. Project implementation

Using information obtained from the GMAA process mine action projects and activities are planned, implemented, monitored and evaluated. Where possible, this should be done in a fully integrated manner - with organisations conducting joint visits to the communities. Organisations implementing these activities should share information and coordinate their work. For example, both MRE and demining organisations should be involved in the handing over of cleared land to the local communities.

The question of whether there is still a risk posed by the presence of mines and ERW should be continually monitored until such time as there is no further requirement for the mine action activity. Similarly there should be ongoing monitoring of the requirement for further assistance to mine/ERW survivors until they have access to the highest attainable rehabilitation services and standards and have been fully reintegrated into society. This latter process is part of the evaluation.

During the early stages of a humanitarian intervention there will often be a need to implement MRE and demining projects before a comprehensive LIS has been conducted. In such cases, technical survey teams collecting information to define the clearance requirement should work together with MRE organisations conducting needs assessments to identify mine and ERW risks, assess community needs and priorities, and evaluate clearance and MRE requirements.

6. MRE project cycle

The MRE project cycle is shown in outline in Figure 2 below and in greater detail in Annex C. The project cycle consists of five activities: data collection and needs assessment (see IMAS 08.50), planning (see IMAS 12.10), implementation (see IMAS 12.20), monitoring (see IMAS 07.41) and evaluation (see IMAS 14.20).

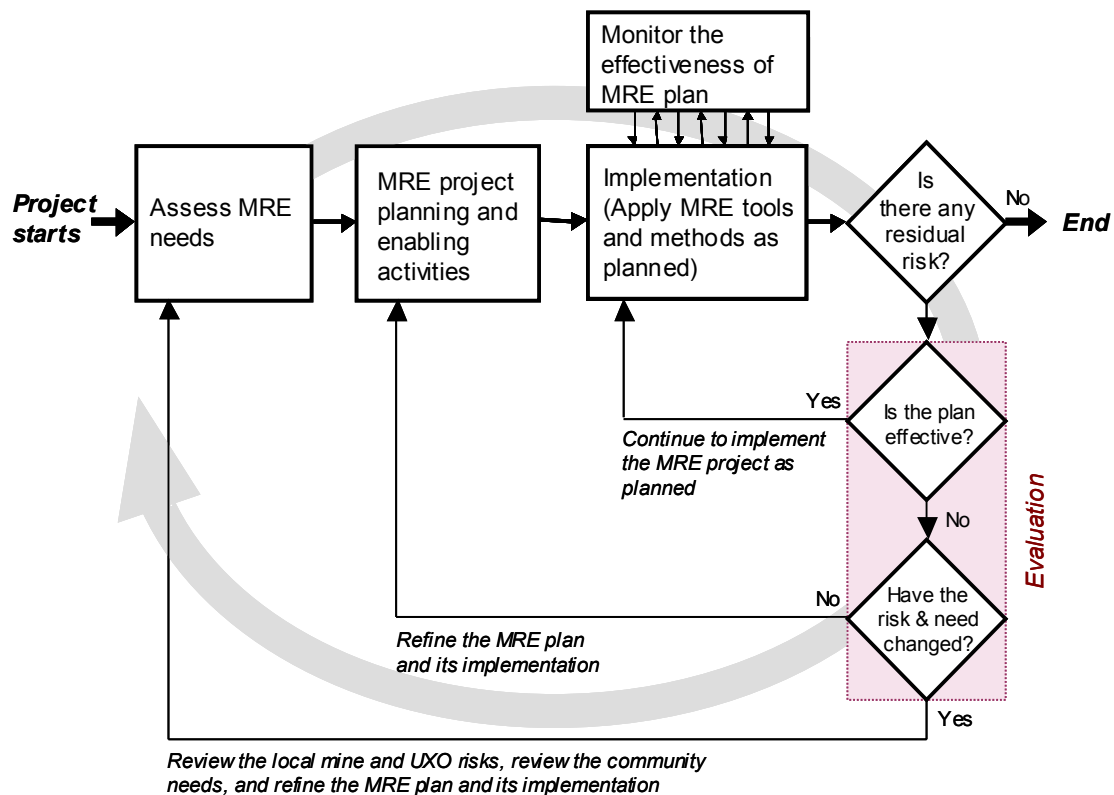


Figure 2: the MRE project cycle

6.1. Data collection and needs assessment

The purpose of collecting data and conducting a needs assessment is to identify, analyse and prioritise the local mine and ERW risks, to assess the capacities and vulnerabilities of the communities, and to evaluate the options for conducting MRE. A needs assessment will provide sufficient information necessary to make informed decisions on the objectives, scope and form of the resulting MRE project.

Ideally, the needs assessment will follow on from a comprehensive LIS or other such information gathering activities contributing to the GMAA process. In such circumstances there may already be a substantial amount of information collected during the survey. This may include details on mine and ERW hazards, the number and types of casualties recorded, the socio-economic impact of the mine and ERW contamination, and data on the national resources available to support MRE. It may also include an assessment of previous and on-going mine action interventions, including MRE projects. However, the information collected as part of a national level LIS within the GMAA process is unlikely to contain sufficient detail to successfully plan and implement effective MRE projects at the community level. In most cases, further data collection and analysis will be required to confirm the accuracy and currency of the information collected during the LIS. The additional data will add to the GMAA process and provide more detailed data on those areas of greatest need.

Many countries have not had a comprehensive LIS and there may be no strategic view on the scale and distribution of mine and ERW contamination, nor of the socio-economic impact of the mine and ERW contamination. In such circumstances, the scope and form of the needs assessment should be much wider, requiring more resources and time. But the objectives and output of the needs assessment will remain the same - to provide the information necessary to make informed decisions on the objectives, scope and form of the resulting MRE projects.

Systematic data collection and analysis are key to the effective implementation of all mine action activities. Data collected for MRE needs assessment should ideally be collected and *analysed in conjunction with* other mine action implementing organisations and with the NMAA. Data collected should be regularly updated to see whether the mine and ERW risk has changed. Guidance on conducting data collection and needs assessment for MRE is given in IMAS 08.50.

6.2. Planning

The strategic planning of MRE should be conducted as part of the overall planning process for mine action as described in clause 5. At the level of the mine-affected community, the planning of MRE should be conducted jointly, or in close conjunction with the planning of other mine action activities (in particular demining). At the community level, planning may be conducted with affected communities themselves, for example as part of a safer village plan strategy.

The purpose of the planning phase of a specific MRE project is to identify the most effective ways to address the needs. The plan should define the overall objectives, establish a plan of activities and tasks aimed at achieving these objectives, determine suitable measures of success, and establish systems for monitoring and evaluation.

The planning phase will also include preparatory activities such as identifying local capacities, mobilising resources, developing appropriate capabilities, recruiting and training suitable staff, and developing and field-testing MRE methods and tools.

The planning phase should involve all stakeholders and should consider the national mine action strategy *and* wider humanitarian and development strategies where they exist. The project, objectives, activities and responsibilities should be consistent with the needs and expectations of all those involved in the MRE project.

Planning should not be a one off activity but an on-going process repeated on a regular basis. Guidance on conducting planning for MRE organisations is given in IMAS 12.10.

6.3. Implementation

The success of an MRE project depends on the proper application of the MRE tools and methods as planned, the ability to refine and adjust the tools and methods in response to changing needs, and the timely reporting of progress and lessons learned.

For MRE projects of limited scope and duration, the implementation phase may be relatively short. However, for larger projects with several stages of varying duration, the implementation may be complex and difficult to manage. It may involve transferring management responsibilities from international staff to local employees, funding arrangements may change, and the operating environment may improve from one of open conflict or humanitarian emergency to a more stable one focusing on development, requiring a change of the MRE tools and methods used to communicate with at-risk populations.

MRE projects may be broadly categorised into three separate but mutually reinforcing activities: public information dissemination, education and training, and community mine action liaison. The nature of these activities is quite different and guidance for their implementation is given in IMAS 12.20.

6.4. Monitoring

Monitoring is an essential part of the MRE project cycle. Together with accreditation and evaluation, it provides stakeholders with the necessary confidence that MRE projects are achieving the agreed goals and objectives in an appropriate, timely and affordable manner. Monitoring is an on-going process, conducted throughout implementation to provide feedback and information on the application, suitability and effectiveness of MRE tools and methods.

Monitoring will normally involve an assessment of the MRE organisation's capabilities (people, procedures, tools and methods) and how these capabilities are being applied. External monitoring should be used to complement the MRE organisation's own internal Quality Management (QM) system. External monitoring should verify the MRE organisation's Quality Assurance (QA) procedures and internal Quality Control (QC) inspections - but it should never replace the organisation's responsibility for ensuring the proper application, suitability and effectiveness of its chosen MRE tools and methods.

Monitoring should not be limited to measuring and reporting on the achievement of set objectives, but should trigger the evaluation and revision process to reflect changing MRE needs and/or local circumstances.

Guidance on the external and internal monitoring of MRE programmes and projects is given in IMAS 07.41.

6.5. Evaluation

Evaluation is '... a process that tries to determine as systematically and objectively as possible the worth or significance of an intervention or policy. The appraisal of worth or significance is guided by reference to defined (and agreed) criteria such as relevance, efficiency, effectiveness, impact and sustainability of activities in light of the specified objectives. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of project partners and donors.'⁷

For MRE, evaluation aims to measure the acquisition of knowledge, attitudes and practices among the target communities, assess the impact and use of specific tools and methods, and make recommendations for changes to these tools and methods. In practice, the evaluation of MRE is usually difficult to achieve as it may not be possible to identify the connections between *the cause* (i.e. the MRE intervention), and *the effect* (i.e. behavioural change).

Evaluation is usually conducted upon completion of a project but may also be conducted at specific intervals throughout the life of the project to assess its actual impact and justify its continuation.

Guidance on the evaluation of MRE programmes and projects is given in IMAS 14.20.

7. Accreditation of MRE organisations and operations

Organisational accreditation is the procedure by which a MRE organisation is formally recognised as competent and able to plan and manage MRE activities safely, effectively and efficiently. For most mine action programmes, the NMAA will be the body which provides accreditation. International organisations such as the United Nations or regional bodies may also introduce accreditation schemes. Accreditation will be given to the in-country headquarters of an organisation for a finite duration, normally for a period of two to three years.

Operational accreditation is the procedure by which a MRE organisation is formally recognised as competent and able to carry out specific MRE activities. The organisation will receive accreditation for each operational capability required to carry out a particular activity such as community mine action liaison or public information dissemination. The awarding of an operational accreditation assumes that the capability will not change beyond the original scope or intention for which it was accredited.

7. The UNICEF Programme Policy and Procedures Manual (2001).

Guidance on the accreditation of MRE organisations and operations is given in IMAS 07.31.

8. Guiding principles

8.1. Guiding principles of IMAS

The preparation and application of IMAS are shaped by five guiding principles: first, the right of national governments to apply national standards to national programmes; second, standards should protect those most at risk; third, emphasis on building a national capacity to develop, maintain and apply appropriate standards for mine action; fourth, to maintain consistency with other international norms and standards; and fifth, compliance with international conventions and treaties. These guiding principles are described in detail in IMAS 01.10.

8.2. Guiding principles for MRE

MRE policy, programmes and projects are shaped by many factors and issues at the international, national and local levels. A UNICEF project has defined each of these factors and issues in some detail and promoted their application as guiding principles across all stages of the MRE project cycle.

For ease of reference, these guiding issues and principles can be grouped into eight generic requirements: stakeholder involvement, coordination requirements, integration, community participation and empowerment, information management and exchange, community targeting, educational tools and methods, and the provision of appropriate and effective training to those responsible for implementing MRE projects. These principles are considered in each of the MRE IMAS, and in some cases provide a framework for the layout of the guidance given in the document. They are explained in more detail below.

8.2.1. Stakeholder involvement

Mine affected communities are the primary stakeholders in mine action, and shall be acknowledged as such. Other stakeholders are mine action organisations, governments and public institutions, aid agencies, and community groups. Stakeholder participation is necessary at each stage of the project cycle, to ensure that:

- a) the needs of mine-affected communities and groups are addressed;
- b) national and local economic and development priorities are taken into account; and
- c) mine action supports and enables humanitarian and development activities.

Gender mainstreaming should be a key consideration in stakeholder involvement.

8.2.2. Coordination

MRE should be well coordinated, both between and within projects. Effective coordination will enable consistency of pedagogical content, optimise the use of resources, and minimise any duplication of effort.

8.2.3. Integration

MRE activities should be fully integrated with the other mine action, humanitarian and development activities to achieve a synergistic effect.

8.2.4. Community participation and empowerment

The primary stakeholders in MRE are the members of the affected communities and the concept of empowering communities through participation should shape MRE projects throughout the project cycle.

8.2.5. Information management

The effective management of MRE projects requires accurate, appropriate and timely information. There are many sources of information at local, national and international level and the resulting collated information is needed by a wide range of individuals involved in the planning, implementation, monitoring and evaluation of MRE projects.

NMAA and MRE organisations should establish and maintain effective management information systems. The UN's system for the management of mine action information, the Information Management System for Mine Action (IMSMA) has been developed to provide the facility to collect, collate and distribute relevant information at field and headquarters levels in a timely manner. IMSMA is available to all mine action programmes.

Guidance on information needs, information management and the application of information systems to mine action programmes, including MRE projects, is given in IMAS 05.10.

8.2.6. Appropriate targeting

Mine action programmes should be context specific and respect the different needs and priorities and the different local cultural values and norms of the affected communities.

8.2.7. Education

The development of appropriate and effective educational methodologies with appropriate content is an essential part of any MRE project throughout its cycle.

8.2.8. Training

A major management responsibility of the MRE organisation during the planning and preparation phase is the recruiting and training of staff. This responsibility continues throughout the implementation phase, in particular if responsibilities are transferred from international to national staff.

9. Responsibilities

9.1. United Nations

The United Nations has a general responsibility for enabling and encouraging the effective management of mine action programmes by continuously refining IMAS to reflect developing mine action norms and practices, and incorporating changes to international regulations, requirements and treaties, including the Convention on the Rights of the Child (1989) and the Convention on the Elimination of all Forms of Discrimination against Women (1979). UNMAS is the office within the United Nations Secretariat responsible to the international community for the development and maintenance of IMAS. UNICEF is the focal point for MRE within the UN System, and has responsibility for the development, review and amendment of the MRE component of IMAS.

In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all the functions, of a NMAA.

The UN applies IMAS to its mine action programmes, activities and contracts. In circumstances where one or more IMAS is considered not appropriate, the UN provides alternative specifications, requirements and guidance.

The UN should ensure that MRE needs of mine affected communities are addressed and that appropriate MRE is provided in all new and existing mine action programmes.⁸

8. Goal 1.1 of the UNICEF Mine Action Strategy 2002/2005, p 9.

The UN should ensure provision of landmine safety training to personnel working in UN missions or on UN deployments to mine affected countries.

9.2. Regional organisations

In certain areas of the world, regional organisations have been given a mandate by their member states to coordinate and support mine action programmes within a state's national boundaries. A particular example of this is the OAS mine action programme in Central and South America.

In these circumstances the regional organisation may often assume many of the responsibilities and roles of the NMAA, and may also act as a conduit for donor resources. The responsibilities and roles of regional organizations for mine action will vary from state to state and will be subject to a specific Memorandum of Understanding (MOU), or similar agreement.

9.3. National Mine Action Authority (NMAA)

The NMAA, or the organisation acting on its behalf, is responsible for ensuring the conditions which enable the effective management of national mine action. The NMAA is ultimately responsible for developing and managing the mine action programme, including MRE projects, within its national boundaries and ensuring that it responds to the needs and priorities of the affected communities.

The NMAA is responsible for establishing and maintaining national standards, regulations and procedures for the management of MRE. These national standards, regulations and procedures should be consistent with IMAS, and other relevant national and international standards, regulations and requirements.

9.4. Donors

Donor agencies are part of the management process, and as such have a responsibility for ensuring that the projects they fund are managed effectively, and in accordance with national and/or international standards. This involves attention to the writing of contract documents, and ensuring that MRE organisations chosen to carry out such contracts are competent, and likely to meet the national accreditation criteria. Donors, or their agents, are also partly responsible for ensuring that the standards and guidelines for QM are applied, including monitoring and evaluation of the project. This responsibility and accountability is even greater when the NMAA is in the process of formation and has not had the opportunity to gain experience in these areas.

9.5. Mine action organisations

Ultimately it is the organisation that implements MRE, which is required to establish an appropriate and effective management system, demonstrate it to the NMAA, and apply it throughout the MRE project. Where the NMAA is in the process of formation, such organisations are well placed to assist the formation process, by giving advice and assistance, including the development of national standards.

All MRE organisations should apply IMAS and adapt their SOPs to conform with national legislation and standards.

Annex A (Normative) References

The following normative documents contain provisions, which, through reference in this text, constitute provisions of this part of the standard. For dated references, subsequent amendments to, or revisions of, any of these publications do not apply. However, parties to agreements based on this part of the standard are encouraged to investigate the possibility of applying the most recent editions of the normative documents indicated below. For undated references, the latest edition of the normative document referred to applies. Members of ISO and IEC maintain registers of currently valid ISO or EN:

- a) IMAS 01.10 Guide for the application of IMAS;
- b) IMAS 04.10 Glossary of mine action terms, definitions and abbreviations;
- c) IMAS 05.10 Information management;
- d) IMAS 07.31 Accreditation of mine risk education organisations and operations;
- e) IMAS 07.41 Monitoring of mine risk education programmes and projects;
- f) IMAS 08.10 General mine action assessment;
- g) IMAS 08.20 Technical Survey;
- h) IMAS 08.50 Data collection and needs assessment for mine risk education;
- i) IMAS 12.10 Planning for mine risk education programmes and projects;
- j) IMAS 12.20 Implementation of mine risk education programmes and projects; and
- k) IMAS 14.20 Evaluation of mine risk education programmes and projects; and
- l) United Nations gender guidelines for mine action programmes.

The latest version/edition of these references should be used. GICHD hold copies of all references used in this standard. A register of the latest version/edition of the IMAS standards, guides and references is maintained by GICHD, and can be read on the IMAS website (www.mineactionstandards.org). National employers, mine action authorities, and other interested bodies and organisations should obtain copies before commencing mine action programmes.

Annex B (Informative) Terms, definitions and abbreviations

B.1. community liaison

community mine action liaison

liaison with mine/ERW affected communities to exchange information on the presence and impact of mines and ERW, create a reporting link with the mine action programme and develop risk reduction strategies. Community mine action liaison aims to ensure community needs and priorities are central to the planning, implementation and monitoring of mine action operations.

Note: Community liaison is based on an exchange of information and involves communities in the decision making process, (before, during and after demining), in order to establish priorities for mine action. In this way mine action programmes aim to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and evaluation of projects.

Note: Community liaison also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of mines/ERW on individuals and communities until such time as the hazard is removed.

B.2. demining

humanitarian demining

activities which lead to the removal of mine and ERW hazards, including technical survey, mapping, clearance, marking, post-clearance documentation, community mine action liaison and the handover of cleared land. Demining may be carried out by different types of organizations, such as NGOs, commercial companies, national mine action teams or military units. Demining may be emergency-based or developmental.

Note: in IMAS standards and guides, mine and ERW clearance is considered to be just one part of the demining process.

Note: in IMAS standards and guides, demining is considered to be one component of mine action.

Note: in IMAS standards and guides, the terms demining and humanitarian demining are interchangeable.

B.3. evaluation

a process that attempts to determine as systematically and objectively as possible the merit or value of an intervention.

Note: The word 'objectively' indicates the need to achieve a balanced analysis, recognising bias and reconciling perspectives of different stakeholders (all those interested in, and affected by programmes, including beneficiaries as primary stakeholders) through use of different sources and methods.

Note: Evaluation is considered to be a strategic exercise.

Note: Definition when used in relation to programmes. (*UNICEF Policy and Programming Manual*)

the analysis of a result or a series of results to establish the quantitative and qualitative effectiveness and worth of software, a component, equipment or system, within the environment in which it will operate.

Note: Definition when used in context of equipment test and evaluation.

B.4.

Explosive Remnants of War (ERW)

Unexploded Ordnance (UXO) and Abandoned Explosive Ordnance (AXO). (CCW protocol V).

B.5.

gender mainstreaming

the process of assessing the implications for women and men in any planned action. For mine action, gender mainstreaming focuses attention on ensuring that the concerns and experiences of individuals of both sexes are taken into consideration in the design, implementation, monitoring and evaluation of programmes.

B.6.

guide

an IMAS guide provides general rules, principles, advice and information.

B.7.

harm

physical injury or damage to the health of people, or damage to property or the environment. [ISO Guide 51:1999(E)]

B.8.

IMSMA

the Information Management System for Mine Action (IMSMA).

Note: This is the United Nation's preferred information system for the management of critical data in UN-supported field programmes. The Field Module (FM) provides for data collection, information analysis and project management. It is used by the staffs of MACs at national and regional level, and by the implementers of mine action projects - such as demining organisations.

B.9.

International Mine Action Standards (IMAS)

documents developed by the UN on behalf of the international community, which aim to improve safety and efficiency in mine action by providing guidance, by establishing principles and, in some cases, by defining international requirements and specifications.

Note: IMAS provide a frame of reference which encourages, and in some cases requires, the sponsors and managers of mine action programmes and projects to achieve and demonstrate agreed levels of effectiveness and safety.

Note: They provide a common language, and recommend the formats and rules for handling data which enable the free exchange of important information; this information exchange benefits other programmes and projects, and assists the mobilisation, prioritisation and management of resources.

B.10.

Landmine Impact Survey (LIS)

impact survey

an assessment of the socio-economic impact caused by the actual or perceived presence of mines and ERW, in order to assist the planning and prioritisation of mine action programmes and projects.

B.11.

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. [MBT]

B.12.

mine accident

an accident away from the demining workplace involving a mine or ERW hazard (c.f. demining accident).

B.13.
mine action

activities which aim to reduce the social, economic and environmental impact of mines and ERW.

Note: Mine action is not just about demining; it is also about people and societies, and how they are affected by landmine and ERW contamination. The objective of mine action is to reduce the risk from landmines and ERW to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine and ERW contamination, and in which the victims' needs can be addressed. Mine action comprises five complementary groups of activities:

- a) MRE;
- b) humanitarian demining, i.e. mine and ERW survey, mapping, marking and clearance;
- c) victim assistance, including rehabilitation and reintegration;
- d) stockpile destruction; and
- e) advocacy against the use of APM.

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

B.14.
monitoring

in the context of mine action, the term refers to the authorised observation, inspection or assessment by qualified personnel of worksites, facilities, equipment, activities, processes, procedures and documentation without taking responsibility for what is being monitored. Monitoring is usually carried out to check conformity with undertakings, procedures or standard practice and often includes recording and reporting elements.

in the context of MRE, the term refers to ...the process of measuring or tracking what is happening. This includes:

- a) measuring progress in relation to an implementation plan for an intervention – programmes/projects/activities, strategies, policies and specific objectives; and
- b) measuring change in a condition or set of conditions or lack thereof (e.g., changes in the situation of children and women or changes in the broader country context).

Note: Definition from UNICEF Policy and Programming Manual.

B.15.
MRE organisation

any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

B.16.

public information dissemination

information concerning the mine and ERW situation, used to inform or update populations. Such information may focus on particular issues, such as complying with the mine ban legislation, or may be used to raise public support for the mine action programme. Such projects usually include risk reduction messages, but may also be used to reflect national mine action policy.

B.17.

risk

combination of the probability of occurrence of harm and the severity of that harm. [ISO Guide 51:1999(E)]

B.18.

Unexploded Ordnance (UXO)

explosive ordnance that has been primed, fuzed, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design or for any other reason.

B.19.

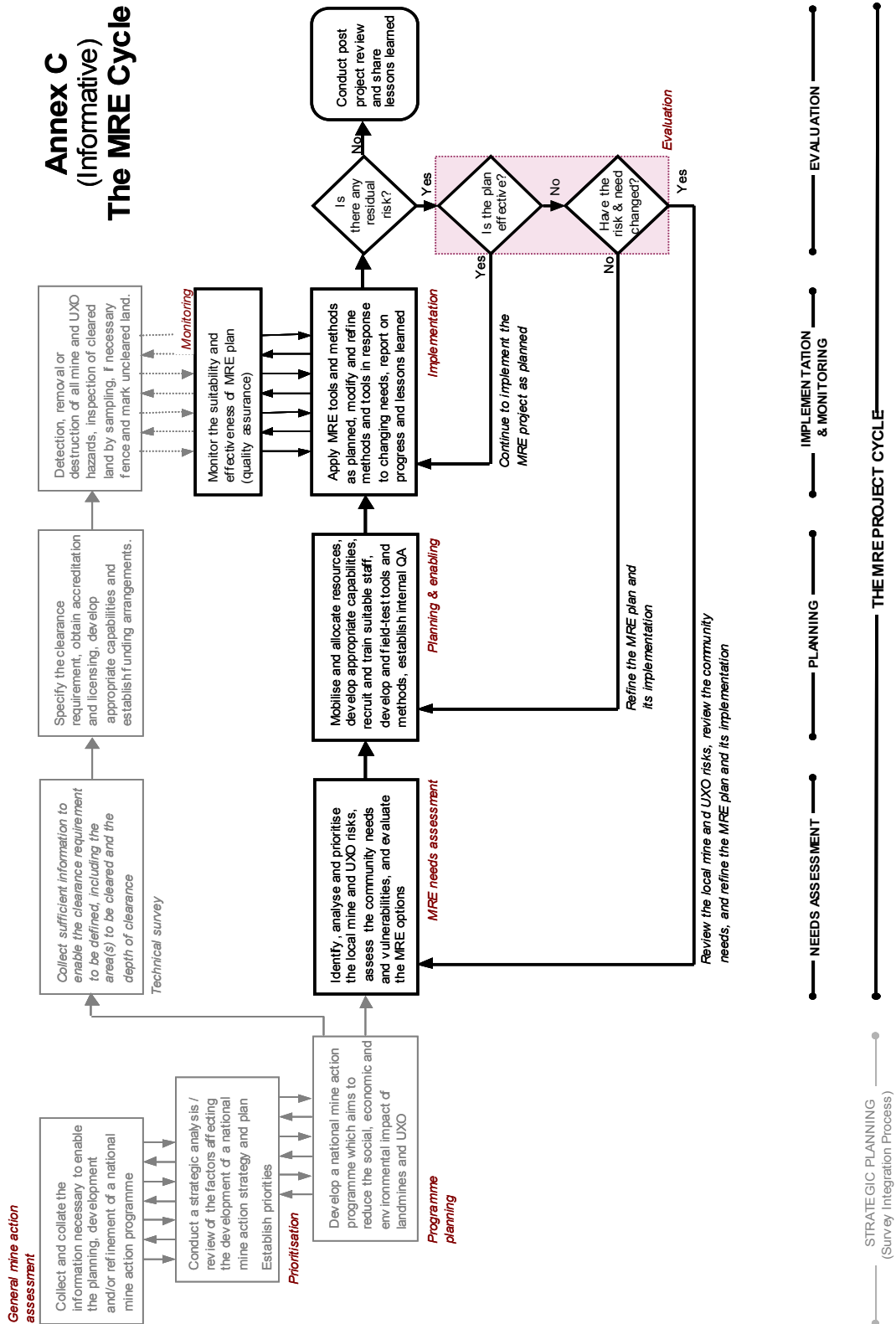
United Nations Mine Action Service (UNMAS)

The focal point within the UN system for all mine-related activities.

Note: UNMAS is the office within the UN Secretariat responsible to the international community for the development and maintenance of IMAS.

Note: UNICEF is the focal point for MRE, within the guidelines of UNMAS overall coordination.

Annex C (Informative) The MRE cycle



Amendment record

Management of IMAS amendments

The IMAS series of standards are subject to formal review on a three-yearly basis, however this does not preclude amendments being made within these three-year periods for reasons of operational safety and efficiency or for editorial purposes.

As amendments are made to this IMAS they will be given a number, and the date and general details of the amendment shown in the table below. The amendment will also be shown on the cover page of the IMAS by the inclusion under the edition date of the phrase *'incorporating amendment number(s) 1 etc.'*

As the formal reviews of each IMAS are completed new editions may be issued. Amendments up to the date of the new edition will be incorporated into the new edition and the amendment record table cleared. Recording of amendments will then start again until a further review is carried out.

The most recently amended IMAS will be the versions that are posted on the IMAS website at www.mineactionstandards.org.

Number	Date	Amendment Details
1	1 Dec 2004	1. Formatting changes. 2. Minor text editing changes. 3. Changes to terms, definitions and abbreviations where necessary to ensure that this IMAS is consistent with IMAS 04.10. 4. Substantive changes: a) Clause 5.1, complete revision.
2	23 Jul 2005	1. The term 'abandoned EO' changed to 'Abandoned Explosive Ordnance (AXO)' a number of times throughout the IMAS. 2. Annex B, change to the definition of 'Mine Risk Education (MRE)' to be consistent with IMAS 04.10.
3	1 Aug 2006	1. Minor changes/additions to the first and second paragraph of the foreword. 2. Removal of the term 'threat' from throughout the IMAS. 3. Inclusion of the term 'mines and ERW '. 4. Clause 5.1, paragraph 2, removal of the opening sentence. 5. Clause 8.1, text changes. 6. Clause 8.2.1, new last paragraph added. 7. Annex B, new definition for 'gender mainstreaming'.