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Implementation of mine risk education programmes and projects

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Foreword

In July 1996, international standards for humanitarian mine clearance programmes were proposed by working groups at a conference in Denmark. Criteria were prescribed for all aspects of mine clearance, 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 into *International Standards for Humanitarian Mine Clearance Operations*. A first edition of these standards was issued by the UN Mine Action Service (UNMAS) in March 1997.

This IMAS reflects changes to operational procedures, practices and norms that have occurred over the past three years. The scope of these standards has been expanded to include the other components of mine action, in particular those of mine risk education and victim assistance.

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 is the office within the United Nations Secretariat responsible for the development and maintenance of international mine action standards (IMAS).

The work of preparing, reviewing and revising these standards 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/>. IMAS will be 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 effective implementation of an MRE programme or project should be guided by the standards for data collection and needs assessment (IMAS 08.50) and planning (IMAS 12.10), and should be responsive to the feedback from monitoring and evaluation. Of all the phases in a project the implementation phase is the one that reflects most strongly the mixture of guidance and flexibility that is inherent in the IMAS – implementing what is planned at both the national and the organisational level, yet flexible enough to react quickly to changes in circumstances. Effective implementation should work with existing community structures and local authorities; accessing influential members of communities to facilitate project implementation. One of the key factors to ensure effective implementation is the establishment of a coordination framework with other key stakeholders.

Implementation of mine risk education programmes and projects

1 Scope

This standard provides guidance for implementing mine risk education programmes and projects, including the implementation of community mine action liaison activities to be conducted by demining projects.

2 References

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

3 Terms and definitions

In IMAS, the words 'shall', 'should' and 'may' are used to convey the intended degree of compliance. This use is consistent with the language used in ISO standards and guides.

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

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

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 or authorities' 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 national mine action authority. 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 national mine action authority. 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.¹

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.

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

A list of terms and definitions used in this standard is given in Annex B. A complete glossary of all the terms and definitions used in the IMAS series of standards is given in IMAS 04.10.

4 Project implementation

The successful implementation of an MRE project depends on the proper application of MRE tools and methods, revised as necessary to reflect changing needs, and based on feedback from the monitoring and evaluation of MRE projects.

The implementation of MRE should be conducted in close cooperation with the implementation of other mine action activities, and mine action organisations should share information with nearby activities.

MRE activities, messages and methodologies should be piloted or pre-tested with a representative group among the target population prior to full scale project implementation.

5 Implementation of various MRE activities

The methods adopted to implement MRE will vary according to the type of activity. Some specific requirements for the three main components of MRE are discussed below.

5.1 Public information dissemination

Public information dissemination as part of MRE refers primarily to public information activities, which seek to reduce the risk of injury from mines and UXO 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.

The needs assessment and planning phases should have identified access to mass media and patterns of radio listening, TV viewing and reading behaviour of the target groups. These may vary significantly between various groups and geographical areas, and the implementation of public information activities should recognise these differences. In addition to using the mass media, public information may also be disseminated via ‘small media’, such as posters and leaflets. Such media may be disseminated to areas with reduced access to mass media or as a support to mass media approaches. Posters and leaflets have limited value alone and should always be used in support of a wider MRE project.

5.2 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/or UXO, by raising awareness of the mine and UXO threat 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 safety training for humanitarian aid workers² and the incorporation of landmine safety messages in regular occupational health and safety practices.

The implementation of education and training activities will differ according to the type of activity planned. Some organisations will conduct the training directly to affected communities, and others will work with implementing partners to conduct the education and training to the target groups. The implementation of a train-the-trainer (TOT) programme will require more time to be spent on working with partners, training, supporting and monitoring activities.

TOT programmes will vary according to their nature, the implementing partner and the target group. TOT programmes may include:

- a) Schools curriculum based education;
- b) Landmine safety training;
- c) Child to child training;
- d) Non-formal peer education; and
- e) As part of other on-going education initiatives, such as:
 - i. public health,
 - ii. safety in the home / injury prevention;
 - iii. workplace safety & occupational health training.

Child to child training, as an example, may not be standard practice in many countries and MRE organisations implementing such a project should work closely with affected communities and implementing partners to develop culturally appropriate methodologies which are in accordance with recognised child to child training guidelines.

5.3 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 UXO, 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 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.

2. Landmine Safety Project, UNMAS

6 Implementation context

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 phase 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 change from one of open conflict or humanitarian emergency to a more stable environment focused on development, requiring a change of the MRE tools and methods used to communicate with at-risk populations.

7 Guiding principles

As explained in the “Guide for the Management of Mine Risk Education” (IMAS 07.11), the series of standards for MRE are based on a set of requirements or principles for MRE which are considered at each phase of the project cycle and provide a framework for the layout of the standards. Each of these requirements are addressed in turn below to provide guidance for implementing MRE projects.

7.1 Stakeholder involvement

Stakeholders and activities involving stakeholders who were identified in the planning phase should be a part of the implementation phase. Indeed, if the community has taken ownership of the project then they are the implementers. The extent to which they are involved in implementation will impact on how monitoring and evaluation activities are conducted.

7.2 Coordination

Coordination activities at national, regional and organisational level are important during implementation to ensure that there is consistency of educational content, coverage of all effected areas, effective use of resources, sharing of lessons learned, and assuring that activities are not unnecessarily duplicated.

National mine action authorities should establish national and/or regional MRE coordination and planning mechanisms and MRE organisations should participate in them.

7.3 Integration

National authorities shall ensure that mine risk education and demining activities are integrated at both the national and the organisational level through quality management systems, which regulate such integration. See for example IMAS 7.40 and 7.41.

7.4 Community participation and empowerment

To facilitate community participation and empowerment:

- a) Organisations should work in partnership with existing capacities, e.g. landmine survivors, farmers groups, women’s groups, schools, community groups, government, and village deminers and so on.
- b) Community ownership should be encouraged from the beginning of the project, and in particular, there should be community involvement in the implementation phase of the project.
- c) The target community should participate in the design and field-testing of the MRE materials.

7.5 Information management and exchange

During the implementation phase, it is important that the MRE project continues to provide information to the national mine action authority to be formally recorded in the national mine action information management system. The national mine action authority or its representative should ensure full information exchange between mine action organisations and other relevant stakeholders. The national mine action authority should ensure that community liaison takes place in affected communities), during and after clearance.

7.6 Appropriate targeting

Implementation should focus on the target groups identified in the needs assessment and planning phases, and targeted groups should be included as active participants rather than passive recipients within the project.

7.7 Education

The national mine action authority should be required to set and monitor national standards for a core MRE curriculum. The MRE curriculum should be consistent with national core curriculum standards, so that MRE messages are consistent across organisations.

Implementation of MRE through the formal education system (i.e. the school curriculum) will have specific challenges regarding meeting accreditation requirements, the ongoing monitoring of teachers and the development of materials. This will need to be carefully implemented by the national mine action authority or its representative, i.e. Ministry of Education.

The substance of the curriculum and messages should be agreed and used consistently by all organisations involved in MRE. The range and type of methodology employed in the delivery of the messages and curriculum should be suitable to the target audience requirements and capabilities. Principles for the use and development of messages include:

- a) Messages should be based on the needs assessment and adapted as necessary following monitoring and evaluation;
- b) Messages should be based on an analysis of mine accidents, the consequences of incidents and the nature of incidents;
- c) Messages should be targeted at populations most at risk;
- d) Messages should be field tested prior to use;
- e) Messages should be as positive as possible and not give the impression that it is impossible to live safely in mine contaminated environments;
- f) Messages should explain the reasons for recommended actions; and
- g) Local systems for the development of appropriate messages, which reflect local culture and religion, should be accessed and used whenever possible, although there is a need to avoid being influenced by inappropriate biases.

A more detailed discussion of methodologies and selection of such is the subject of further TNMA.

7.8 Training

MRE projects should aim to educate target populations on the nature of the mine risk and promote the adoption of safer behaviours by everyone at risk, including aid workers and other persons working in mine affected regions or communities. Organisations should provide appropriate safety training, including landmine safety training for their own MRE personnel and ancillary staff such as guards and drivers, and if appropriate to other members of the development sector.

Basic MRE and safety training should be standardised among implementing organisations, and training activities should be documented and subject to monitoring and evaluation.

8 Areas of responsibility

Where specific roles and responsibilities are not identified, the reader should refer to IMAS 07.11 (*Guide for the management of MRE*).

8.1 United Nations

United Nations agencies shall support the national mine action authority in developing and adhering to the standards for the implementation of MRE projects.

In certain situations and at certain times the UN may assume some or all of the responsibilities, and fulfil some or all of the functions, of a national mine action authority, including coordinating and monitoring the implementation of mine risk education.

8.2 National mine action authority

The national mine action authority, or an organisation acting on its behalf:

- a) should ensure that the MRE project implementation is consistent with the needs and priorities identified in the assessment and planning phases;
- b) shall regularly update the national mine action programme based on feedback from the monitoring and evaluation of MRE projects and other related activities;
- c) shall ensure that monitoring mechanisms are in place and are working to ensure the effective implementation of MRE projects at the national level;
- d) should monitor access to affected communities and target groups;
- e) should provide technical assistance where appropriate;
- f) should mobilise resources, internal and external (staff media, technical assistance) to support implementation activities; and
- g) should facilitate access to schools and other venues where target populations can be accessed.

The implementation of MRE projects should be coordinated by the national mine action authority or an organisation acting in its capacity. Where applicable the national mine action authority:

- a) shall support organisations in their coordination efforts with other government agencies and sectors;
- b) shall coordinate, while facilitating participation in planning by implementing partners both national and international;
- c) shall ensure that MRE is part of operational planning of the national mine action programmes at the national, regional and organisational levels; and
- d) should ensure full information exchange between mine action organisations and other relevant stakeholders.

8.3 Mine risk education organisation

The organisation undertaking mine risk education:

- a) should inform and seek stakeholder agreement on implementation changes (i.e. partner organisations, other involved agencies, community);
- b) should keep the implementation of MRE projects flexible;
- c) should implement MRE projects in accordance with the principles and priorities set out in the national mine action programme.

8.4 Donors

The donor organisation:

- a) should allow project flexibility by recognising that implementation of a project may in some instances be different to what was originally planned;
- b) should conduct a level of monitoring during implementation as outlined in funding agreements. Monitoring at this stage may consider the level of adherence by organisations to IMAS and national plans and standards and the appropriate coordination and integration within mine action, and with other humanitarian and development agencies; and
- c) should facilitate implementation of the national mine action programme by providing appropriate funding and support.

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 and definitions
- c) IMAS 07.11 Guide for the management of mine risk education
- 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 08.50 Data collection and needs assessment and for mine risk education
- h) IMAS 12.10 Planning for mine risk education programmes and projects
- i) IMAS 14.20 Evaluation of MRE programmes and projects

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 and Definitions**

B.1

community mine action liaison

community liaison

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

B.2

demining

humanitarian demining

activities which lead to the removal of mine and UXO 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 UXO 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

education

the imparting and acquiring over time of knowledge (awareness or possession of facts, ideas, truths or principles), attitude and practices through teaching and learning. [Oxford Concise English Dictionary]

B.4

guide

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

B.5

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.

B.6

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 Ban Treaty]

B.7

mine accident

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

B.8

mine action

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

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

- a) mine risk education;
- b) humanitarian demining, ie. mine and UXO survey, mapping, marking and (if necessary) clearance;
- c) victim assistance, including rehabilitation and reintegration;
- d) stockpile destruction; and
- e) advocacy against the use of anti-personnel mines.

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, quality management and the application of effective, appropriate and safe equipment.

B.9

mine awareness

see mine risk education.

B.10

mine risk

the probability and severity of physical injury to people, property or the environment caused by the unintentional detonation of a mine or UXO. [Adapted from ISO Guide 51:1999(E)]

B.11

mine risk education (MRE)

educational activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

B.12

mine risk reduction

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.

B.13

MRE organisation

any organisation (government, NGO or commercial entity) 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 a mine action MRE organisation, however

named, that is licensed to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community liaison project evaluation.

B.14

MRE partner

an institution or agent within the mine-affected community who is able to work with an MRE organisation to facilitate, establish and implement an MRE project.

B.15

national mine action authority(ies)

the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and coordination of mine action. In most cases the national mine action centre (MAC) or its equivalent will act as, or on behalf of, the 'national mine action authority'. 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 national mine action authority.

B.16

public information dissemination

information concerning the mine and UXO situation, used to inform or update populations. Such information may focus on particular issues, such as complying with the mine ban law, or may be used to raise public support for the mine action programme. Such programmes 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

survivors (landmine/UXO)

persons either individually or collectively who have suffered physical, emotional and psychological injury, economic loss or substantial impairment of their fundamental rights through acts or omissions related to the use of mines and UXO. Mine survivors or victims include directly impacted individuals, their families, and communities affected by landmines and UXO.

B.19

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.20

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 designated focal point for MRE, within the guidelines of UNMAS overall responsibility.

B.21

victim (landmine/UXO)

see *survivor*.

B.22

village demining

self-supporting mine and/or UXO clearance and hazardous area marking, normally undertaken by local inhabitants, on their own behalf or the behalf of their immediate community. Often described as a *self-help initiative or spontaneous demining*, village demining usually sits outside or in parallel with formal mine action structures, such as *demining* undertaken by militaries or *humanitarian demining* such as is supported by the UN, international and national non-governmental organisations, private enterprise and governments, among others.