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Humanitarian Disarmament Strategy

January 2014



Norwegian People's Aid





photo: werner anderson

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Cover photo: Carlos Coelho Juga (front cover) and Joaquim Sabão Domingos (back cover) are deminers in NPA's mine action programme in Mozambique. Photo by Werner Anderson

Design: Cox Oslo AS

INTRODUCTION

NORWEGIAN PEOPLE'S AID'S VISION IS 'SOLIDARITY IN ACTION'. WE FOCUS OUR WORK TOWARDS THE JUST DISTRIBUTION OF POWER AND RESOURCES, AND THE PROTECTION OF LIFE AND HEALTH. IN SUPPORT OF THE VISION, THIS STRATEGY LAYS OUT THE OBJECTIVES, WORKING METHODS, PRINCIPLES, AND EVALUATION CRITERIA THAT WILL GUIDE ONE OF OUR CORE GLOBAL ACTIVITIES: HUMANITARIAN DISARMAMENT.

Beginning in 1992, Norwegian People's Aid (NPA) has implemented mine action programmes in more than 40 states and territories. The strategy presented here builds on our experience, accomplishments, and lessons learned. It identifies new directions and priorities, and expands our work from mine action to broader areas of humanitarian disarmament. By 'humanitarian disarmament' we mean all operations and advocacy which aim to reduce and prevent harm to civilians from the impacts of weapons and ammunition. It is disarmament motivated and guided by humanitarian and development imperatives, rather than strategic national interests and international stability, and where civil society plays a critical role. The Mine Ban Treaty (MBT) and the Convention on Cluster Munitions (CCM) are thus far the most significant products of humanitarian disarmament initiatives.

To further improve protection of civilians from armed violence, NPA has identified new areas where we can make a difference. In doing so we have built on the set of technical/operational and policy/advocacy capabilities accrued by NPA during more than 20 years as an innovative and vocal mine action operator.

Mine action will remain NPA's topmost priority within humanitarian disarmament. We are committed to finishing the job we set out to do, and we call on all stakeholders to retain a strong

focus on making the MBT and the CCM work. The value of bringing existing humanitarian disarmament treaties to their full implementation must not be underestimated.

Nevertheless, we recognise that mine action primarily addresses only a small segment of the total risk posed by weapons and ammunition, the risk that persists *after* their use. Rather than acting solely as a cure, NPA seeks to take a proactive approach aimed also at prevention. Alongside our Mine Action Pillar, we are therefore establishing two new pillars of work: *Arms Management and Destruction* and *Humanitarian Disarmament Initiatives*. Through these three pillars, NPA will to a greater degree cover the full life-cycle of weapons and ammunition - with interventions *before*, *during*, and *after* their use.

All activities in NPA's humanitarian disarmament programmes will be monitored and evaluated in light of their relevance and contribution toward this strategy.



Steinar Essén

Director, Department for Humanitarian Disarmament



Searching for mines with rakes in Jordan. Photo: Awad Awad, AFP 4

THE THREATS WE ADDRESS

NPA'S INTERVENTIONS WILL CONTINUE TO FOCUS ON THE INSTRUMENTS OF ARMED VIOLENCE – WEAPONS AND AMMUNITION. WE HAVE IDENTIFIED THE FOLLOWING SIX ARMS-RELATED THREATS WHERE WE HAVE SPECIFIC AND RELEVANT COMPETENCE AND CAN MAKE A DIFFERENCE IN TURNING PEOPLE'S IMMEDIATE SURROUNDINGS INTO SAFER LIVING ENVIRONMENTS WHERE DEVELOPMENT CAN THRIVE.

Threat 1 / Mines and ERW

Landmines, cluster munition remnants (CMR), and other explosive remnants of war (ERW)¹ pose a serious and on-going threat to civilians. In 2012, a total of 3,628 new casualties were recorded by the Landmine and Cluster Munition Monitor in 62 states and areas. 47% of the total casualties for whom the age was known were children. In many states and areas, though, numerous casualties go unrecorded; thus the true casualty figure is likely significantly higher.²

In 2012, the global casualty total recorded was the lowest ever recorded since 1999, with approximately 10 casualties reported per day. A decade ago, however, there were at least 25 casualties recorded per day.³ The MBT has been the driving impetus behind this drastic reduction in human suffering, and has almost eliminated the laying of new mines. The CCM too has rapidly gained momentum and built a strong norm against the use of cluster munitions.

Despite these significant gains, the many requests by States Parties to the MBT for extensions to their clearance deadlines under Article 5 are a matter of concern. Delays in completing clearance are partly due to the complexity of the demining task but are also a reflection of how the mine action community has failed to address

key challenges, such as insufficient national ownership, a lack of understanding (and hence underuse) of available and updated methods and tools, and the ineffectiveness of some of the established systems, organisations, and structures.

Today, however, we have better skills than ever before to understand the nature and extent of countries' mine and ERW problems. Thus we are better equipped to find the right solutions. We therefore no longer talk about the hundreds of years it will take to rid the world of the vast majority of its mine problem, but rather decades, or perhaps even years. With respect to CMR too, there is very good reason to be optimistic about the potential for progress in survey and clearance. Apart from a very small number of countries with massive or heavy contamination, existing global CMR contamination is limited and manageable, both in terms of the number of countries affected and in terms of the size of areas contaminated. With the right approaches, considerable progress in clearing the global cluster munition contamination can be made in just a few years.

¹ ERW consists of unexploded ordnance (UXO) and abandoned explosive ordnance (AXO).

² Landmine and Cluster Munition Monitor Factsheet, "The Impact of Mines and ERW on Children 2012", December 2012.

³ Ibid.



Cambodian cluster munition survivor Kei Khonn with his granddaughter Linn Srey Neth.
Photo: Werner Anderson



Boys search for belongings amongst rubble at a site hit by shelling in the Duma neighbourhood of Damascus, September 4, 2013. Photo: REUTERS/Bassam Khabieh

Threat 2 / Explosive weapons in populated areas

Each year, tens of thousands of civilians are killed or injured during the use of explosive weapons in populated areas (EWIPA). Still more civilians are affected from damage to vital infrastructure such as schools, hospitals, housing, and water and sanitation systems. Explosive weapons kill, injure, damage, and destroy using blast and fragmentation from the detonation of explosives. These weapons include explosive ordnance such as mortars, rockets, artillery shells, and aircraft bombs, as well as improvised explosive devices (IEDs). It is estimated that 91% of casualties from

EWIPA in 2012 were civilians.⁴ The 2012 UN Secretary General's Report on the Protection of Civilians in Armed Conflict highlighted EWIPA as one of the key challenges for the protection of civilians and urged parties to *"refrain from using explosive weapons with a wide-area impact in densely populated areas"*.⁵

⁴ Action on Armed Violence, "An Explosive Situation: monitoring explosive violence in 2012", March 2013.

⁵ United Nations Secretary-General Ban Ki-moon, "Report of the Secretary General on the protection of civilians in armed conflict", UN Security Council, S/2012/376, 22 May 2012.

Threat 3 / Dangerous and insecure ammunition storage areas

Across the globe, and particularly in countries with weaker economies, dangerous and insecure ammunition storage areas (ASAs) pose an increasing humanitarian problem. The Small Arms Survey has recorded more than 450 incidents in over 90 countries of so-called unplanned explosions at munitions sites (UEMS) between 1987 and 2013.⁶ ASAs with large quantities of ageing and unstable munitions, together with inadequate guarding and physical security, as well as poor stockpile management, are disasters waiting to happen. In many cases, urban development has meant that

ASAs that were once in isolated locations are now located in or in close proximity to heavily populated areas. Every year, thousands of civilians are killed, injured, made homeless, or forced to flee because of UEMS. In addition to the explosive risk they pose, poorly secured ASAs can result in weapons and ammunition being illegally sold, stolen, or otherwise diverted, further fuelling armed violence and providing a prominent source material for the fabrication of IEDs.

⁶Small Arms Survey, "Unplanned Explosions at Munitions Sites", 26 March 2013.



Thousands of people had to flee for their lives when a series of powerful explosions took place in an arms and ammunitions depot in the Venezuelan city of Maracay, January 30, 2011.
Photo: REUTERS/Gerard Aponte



A rebel surveys ammunition in a Qaddafi Government ammunition depot, outside of Zintan, Libya, 2011. Photo: Bryan Denton/Corbis

Threat 4 / Surplus weapons and ammunition

The fact that many armed forces fail to destroy surplus⁷ military weapons and ammunition leads to heightened levels of explosive risk at ASAs, more diversion and proliferation of weapons and ammunition, and the perpetuation of armed violence. Many factors contribute to the global build-up of ageing and excess weapons and ammunition. These can include a lack of awareness, transparency, or trust; the absence of national policies on the issue; a lack of training and capacity in armed forces; and insufficient donor resources.

Failure to destroy surpluses must be recognised as a humanitarian problem. The need to speed up destruction of surplus weapons and ammunition should be higher on global political agendas as a way of protecting civilians from arms-related risks.

⁷ Here "surplus" is taken to mean the quantity of weapons and ammunition exceeding the requirements of the national stockpile, including those that are unserviceable, obsolete, or prohibited. See UN Safer Guard, "Policy development and advice", International Ammunition Technical Guideline 01.30, first edition, 1 October 2011, pg.11.

Threat 5 / Toxic remnants of war

The principle of precaution has moved NPA to engage in the emerging agenda on toxic remnants of war (TRW). While the risks associated with the explosive ordnance remaining after combat have been extensively documented and addressed, little attention has so far been paid to the toxic and radiological materials released during military activities. Beyond the broad

imperative of preventing hazards to human and environmental health, the issue is also of particular importance to NPA and other field operators, whose staff are physically present in areas with potential contamination and in ASAs where there may also be toxic materials. The TRW agenda includes, but is not limited to, depleted uranium.



Puddles of so-called 'red water' photographed at an Iraqi army ammunition storage depot, Shykh Na Tm, Kumayt, Maysan Governorate, South Eastern Iraq, 2004. Red water is a waste product produced during the manufacture of the commonly used explosive TNT. Red water is hazardous because of the toxicity of its various constituents, for example some (e.g. dinitro-toluene) are probable human carcinogens and also have been known to have impacts on the blood, kidney, liver, and nervous system of exposed individuals. Photo: Jonathan Olley



Threat 6 / Nuclear weapons

There are at least 17,000 nuclear weapons in the world today. Detonation of even a single nuclear weapon in a populated area, whether rural or urban, would almost certainly have catastrophic humanitarian consequences. In most conceivable cases it is not feasible to build adequate humanitarian response capacity to address the humanitarian problems and the suffering that such an event would cause. Nuclear weapons have not been used in conflict since 1945, but many accidents, mishaps, and miscalculations involving nuclear weapons have come to light and continue to do so. In addition, there is the continuing risk of diversion of nuclear weapons to terrorist groups. While nuclear weapons continue to exist, the risk of their detonation cannot be eliminated. It is a paradox that these weapons of mass destruction have not already been made illegal in the same way as chemical and biological weapons.

Russian nuclear Topol (aka SS-25) intercontinental ballistic missiles photographed in Yushkovo outside Moscow, March 8, 2008.
Photo: AFP/Dima Korotayev

At a sports stadium in Gaza City which has been partially destroyed by shelling, a piece of red fabric is draped across the stairs, evoking images of the shedding of blood.
Photo: Werner Anderson.





OBJECTIVES

TO ADDRESS THE THREATS OUTLINED ABOVE, NPA HAS DEFINED A LONG-TERM OBJECTIVE (LTO) AND THREE SEPARATE IMMEDIATE OBJECTIVES (IOs):

Long-term objective

The risks from mines, cluster munitions, and other weapons are reduced to a level where civilians can live safely and development is not constrained.

Immediate objectives

- 1** NPA is a catalyst for increased quality, impact, and cost efficiency in the release of land contaminated with mines, cluster munitions, and other explosive remnants of war.
- 2** NPA is a catalyst for reduction of risk of unplanned explosions at munitions sites and for reduction of the number of weapons and ammunition in circulation globally.
- 3** NPA has a strong voice on unresolved or emerging arms-related issues that call for further strengthening of international rules and norms protecting civilians from unacceptable harm.

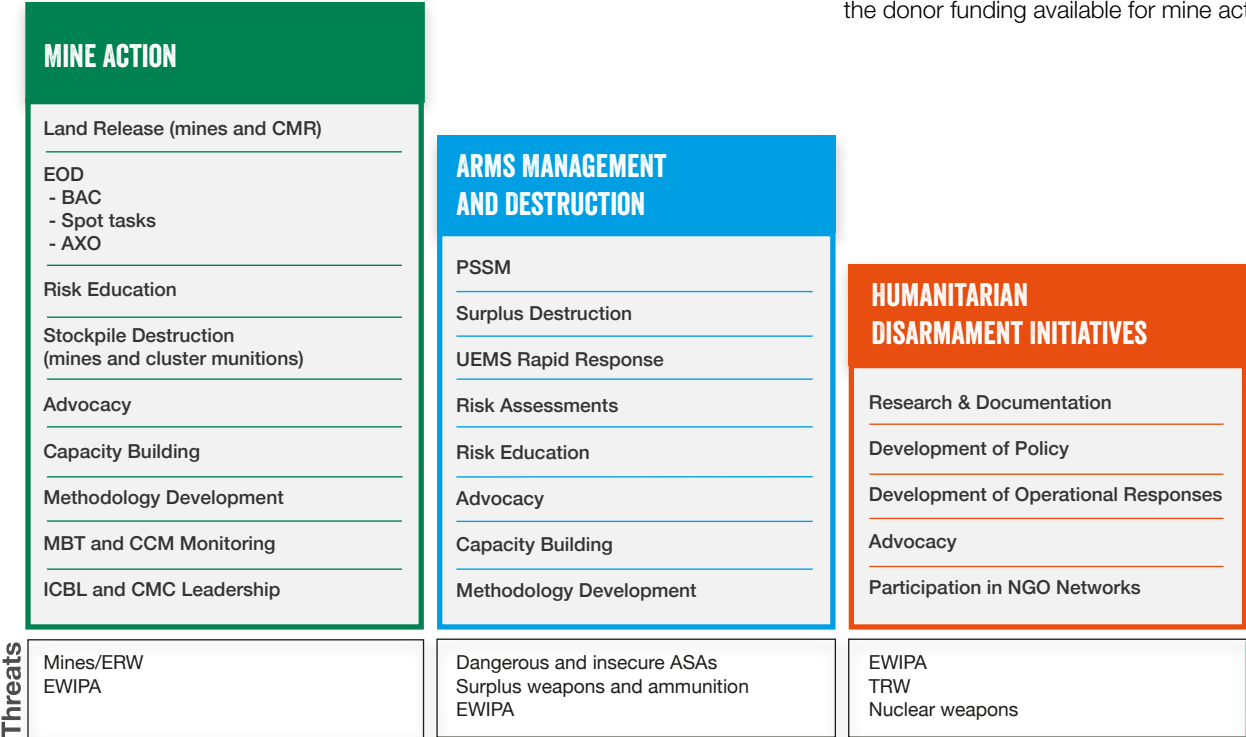




PILLARS OF WORK

TO ACHIEVE EACH OF THE THREE IOs, NPA ORGANIZES ITS EFFORTS TOWARDS HUMANITARIAN DISARMAMENT IN THREE CORRESPONDING PILLARS OF WORK.

In any given country programme, activities may be carried out under one, two, or all three of the pillars, depending on the context. Activities under the respective pillars will be implemented in coordination, but will remain separate operations with separate donor proposals, budgets, reporting, and staff. This is intended to ensure high quality and output in each pillar and to avoid dissipating the donor funding available for mine action.



To help turn the life-saving potential of the CCM into reality, NPA assists states that need to destroy their cluster munition stockpiles locally because industrial destruction is not within reach or appropriate. With NPA's approach to stockpile destruction the recommendation is to maximise the disassembly of the cluster munitions and submunitions, as far as is safe and efficient, before the demolition stage of the process. All available materials of value from the destruction process is salvaged. This photo was taken in Moldova, where NPA helped the Ministry of Defence complete its stockpile destruction obligation under the CCM in 2010. Photo: Werner Anderson



OUTPUTS

TO ACHIEVE THE IOs THE FOLLOWING OUTPUTS WILL BE DELIVERED UNDER THE RESPECTIVE PILLARS OF WORK:

PILLAR 1 - MINE ACTION

Output 1

NPA has maintained its role as a strong land release operator facilitating implementation of Article 5 of the MBT and Article 4 of the CCM, with longer-term programmes in medium to heavily contaminated countries as well as rapid completion initiatives.

Output 2

NPA has reinforced its efforts to promote good land release methodology as a major opportunity for improved efficiency and more expedient treaty compliance.

Output 3

NPA has reinforced its role as a Battle Area Clearance (BAC) operator in emergencies and high-impact areas in connection with EWIPA.

Output 4

NPA has reinforced its efforts to provide assistance for national self-help cluster munition stockpile destruction programmes, ensuring speedy completion of obligations under Article 3 of the CCM.

Output 5

NPA has continued its work for the universalization of and full compliance with the MBT and the CCM, including active participation in the International Campaign to Ban Landmines (ICBL), the Cluster Munition Coalition (CMC), and the Landmine and Cluster Munition Monitor.

Output 6

Crosscutting issues (gender, HIV/AIDS, environment) are mainstreamed in all programmes.

Treaty focus

Mine action will remain NPA's principal pillar of work. The Mine Action Pillar addresses mines, CMR, and other ERW (UXO + AXO). NPA's mine action programmes will primarily be designed to ensure full and effective implementation of the MBT and CCM.

We will give priority to supporting states that have joined these treaties. We may also establish operations in non-member states where the humanitarian imperative so dictates or where NPA's presence may influence progress towards accession to the treaties.

Stockpiled mines and cluster munitions

Notably, NPA's destruction of stockpiled mines and cluster munitions is carried out under our Mine Action Pillar, while stockpile management and stockpile destruction of all other types of weapons and ammunition is done under the Arms Management and Destruction Pillar. This is in keeping with the definition of mine action as contained in the International Mine Action Standards (IMAS) 04.10 (2nd ed.).

Land release

Application and promotion of good land release methodology is at the core of NPA's Mine Action Pillar. Efficient land release promotes survey above clearance in areas suspected to be contaminated. NPA's land release process involves the application of all reasonable effort to identify tight confirmed hazardous areas (CHAs) using an evidence-based approach comprising of non-technical survey (NTS), technical survey (TS), and clearance. Suspected hazardous areas (SHAs) will be considered as areas where further survey is needed. With respect to CMR, NPA will continue to influence global efforts to map and document such contamination. The aim is to avoid repeating the mistakes and polygon inflation that were made during the same phase of implementation of the MBT. NPA will treat CMR as a separate problem and conduct CMR-specific survey and clearance. CMR will not be considered just a component of broader UXO contamination, where it is addressed only incidentally during general BAC.

A dog handler and his dog in a suspected mined area in Croatia, during the recent development of a new technical survey methodology where dogs and mine shoes are employed. Photo: Håvard Bach



PILLAR 2 – ARMS MANAGEMENT AND DESTRUCTION

Output 1

NPA has motivated and assisted states and non-state armed groups (NSAGs) to mitigate the risk of UEMS and diversion of their contents.

Output 2

NPA has motivated and assisted states and NSAGs to reduce surplus stocks of weapons and ammunition by destruction, with a primary focus on explosive weapons.

Output 3

NPA has provided technical capacity for stockpile management and destruction in collection schemes.

Output 4

NPA has deployed rapid response teams following unplanned explosions and other events at munitions sites.

Output 5

Crosscutting issues (gender, HIV/AIDS, environment) are mainstreamed in all programmes.

Owned items

While mine action activities are mostly undertaken after mines and explosive ordnance have been *used* or *abandoned*, the subject matter of the Arms Management and Destruction Pillar is *owned* items. To be more precise: operations under this pillar deal with weapons and ammunition that are still controlled by a state or NSAG and that may be used in the future.

NPA will emphasise correct and separate reporting of items destroyed as a result of clearance or stockpile destruction under the Mine Action Pillar on the one hand and items destroyed under the Arms Management and Destruction Pillar on the other. IMAS 04.10 (second edition) establishes that the subject matter of mine action consists of mines and ERW, and ERW refers to UXO and AXO. As the mine action industry has gradually expanded into

addressing stockpiles of owned ordnance, it is likely that there has been some over-reporting of UXO and AXO finds, as well as under-reporting and under-communication of work carried out with mine action resources that has actually addressed similar but different challenges. Destruction of what is actually owned explosive ordnance may have been registered as destruction of UXO or AXO, or activities may not have been entered into databases at all, because they did not fit the reporting formats of mine action. In NPA's view this is important to rectify, as it obscures facts and prevents knowledge-sharing on important activities addressing owned weapons and ammunition.

Self-help

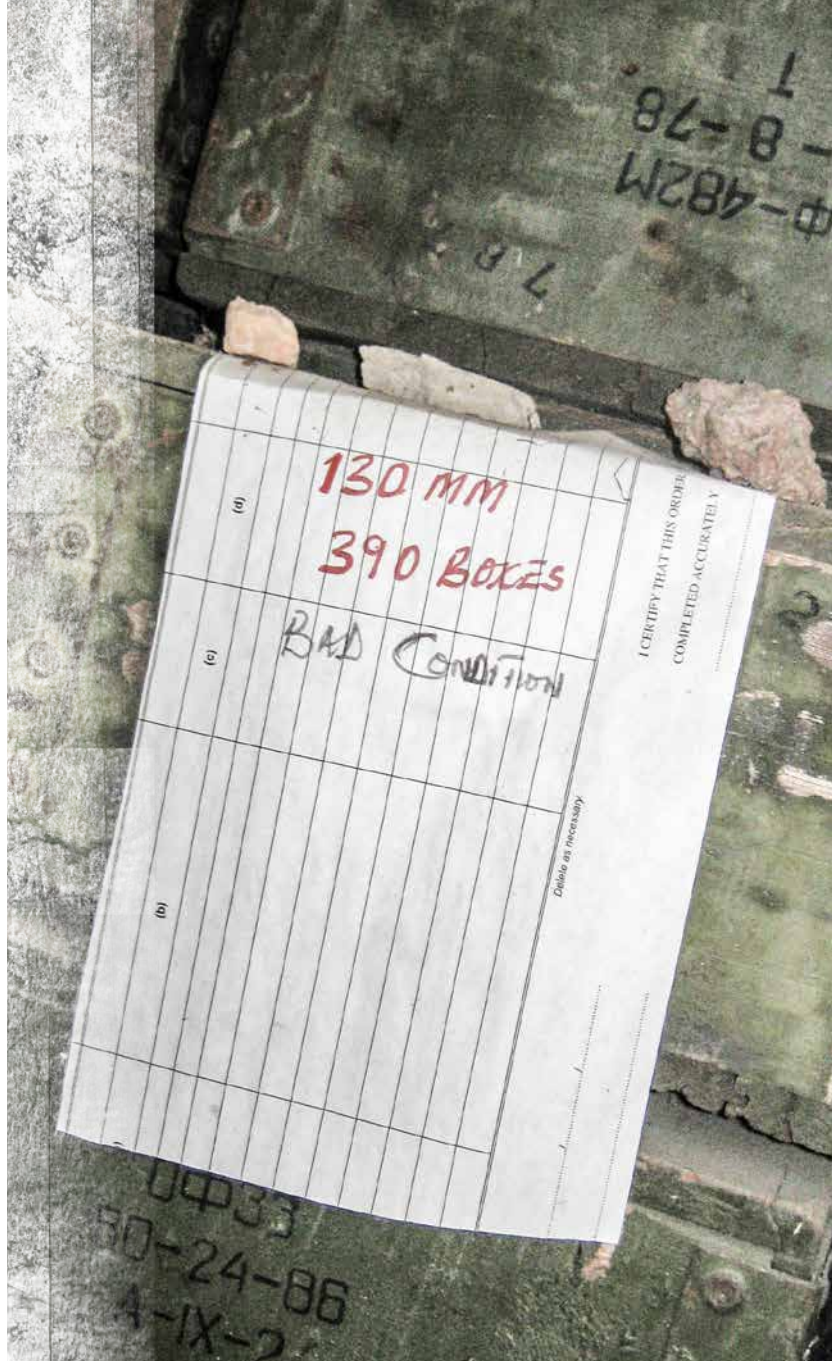
In designing interventions under the Arms Management and Destruction Pillar NPA will always focus on 'help for self-help'. We will work both with state and NSAG owners of small and

large volumes of weapons and ammunition. The criteria for NPA's engagement will be whether the items or stockpile in question expose civilians to unacceptable risk; the potential humanitarian impact of our intervention; and whether an NPA intervention is needed in order for action to be taken.

EWIPA

The Arms Management and Destruction Pillar will help limit the general presence and availability of weapons and ammunition, thus lowering the potential for EWIPA incidents and other armed violence. A range of organisations and funding schemes focus on the collection and destruction of small arms and light weapons (SALW) and ammunition. NPA, however, will prioritise operations addressing *explosive ordnance*, or more precisely medium and larger calibre ammunition and bulk explosives. The latter are not receiving sufficient attention from non-governmental organisations (NGOs) or donors, yet they can present even greater threats. Once the decision has been taken to start operations in an ASA however, NPA will address all weapons and ammunition types present as required, whether SALW, larger calibre ordnance, or chemical weapons, etc. NPA will not normally carry out the process of *collecting* SALW from civilians or former combatants. We may however form a technical component for stockpile management and destruction in such collection schemes organised by other actors.

Boxes of 130 mm projectiles marked with "bad condition" before demolition during an NPA Arms Management and Destruction operation in South Sudan in 2013. Photo: Sten Trygve Brand



PILLAR 3 – HUMANITARIAN DISARMAMENT INITIATIVES

Output 1

NPA has a clear policy on selected arms-related issues and promotes this policy widely to partners and governments.

Output 2

NPA has helped build the international discourse on EWIPA and its stigmatization.

Output 3

NPA has established itself as a strong international advocate for a prohibition on nuclear weapons.

Output 4

NPA has helped promote the imperative of preventing potential hazards to human health and the environment because of toxic materials released during military activities.

Output 5

If and when relevant field opportunities arise, NPA has documented, researched and analysed the impact on civilians and the environment of relevant categories of weapons or methods of warfare and brought field realities to the attention of policy makers. Where necessary, NPA has also developed operational responses.

Output 6

NPA has participated actively in relevant international civil society networks on unresolved and emerging agendas of humanitarian disarmament, with a primary focus on the International Network on Explosive Weapons (INEW), the Toxic Remnants of War Network, and the International Campaign to Abolish Nuclear Weapons (ICAN).

Output 7

NPA has closely followed the general development of weapons technology and armed violence and, where appropriate, undertaken additional efforts to enhance protection of civilians against other specific weapons or practices.

Another path to save lives

Just as removing a mine from the ground or securing an ASA can save lives, so can developing and promoting policies, rules, and norms that can restrict and eventually end the use of weapons with indiscriminate effects. Building on experience from our contributions to the processes that successfully banned antipersonnel mines and cluster munitions, NPA will under this pillar help define and engage on further unresolved or emerging agendas for humanitarian disarmament.

The concrete arms-related issues that NPA will address are EWIPA, TRW, and nuclear weapons. A short introduction to each issue is provided in the section on *Threats* in this strategy, while more background and an outline of NPA's policy position on each issue is outlined in the NPA document *Arms Policy*. Additional issues may be taken up where a pressing need is identified and where NPA can make a difference.

NPA was closely involved in the Oslo process to ban cluster munitions. NPA's Grethe Østern represented the Cluster Munition Coalition (CMC) during the closing session of the May 2008 Dublin Diplomatic Conference on Cluster Munitions, where the ban was adopted. Next to her are Norway's Minister of Defence Espen Barth Eide, Ireland's Minister for Foreign Affairs Micheál Martin, and Ambassador Dáithí O'Ceallaigh of Ireland. Photo: Werner Anderson





WORKING METHODS

UNDER EACH PILLAR, NPA WILL WORK ALONG FIVE MUTUALLY REINFORCING TRACKS: OPERATIONAL PROGRAMMES, ADVOCACY, CAPACITY BUILDING, METHODOLOGY DEVELOPMENT, AND FUNDRAISING.

Operational programmes

The operational programmes are the direct physical interventions with weapons and ammunition on the ground locally and nationally. This work will be maintained as the backbone of our response to defined needs.

Equipment and human resources will whenever possible be utilised across borders in regional approaches or rapid response interventions, to create synergies, and to reduce costs.

NPA will also place great emphasis on state-of-the-art information management systems and tools for our humanitarian disarmament operations to store, analyse, process, document, and present information in a structured and user-friendly manner.

Advocacy

Operations and advocacy are two sides of the same coin in NPA. The collective advocacy efforts of NPA's Head Office (HO) and the external offices together form an international political process through which we aim to influence policy and resource allocation in states, the UN, and other political, economic, or social systems and institutions.

NPA will question the way policy is administered; participate in global and national agenda setting; propose practical, policy, and legal solutions; and be inclusive and engaging at all times. This will include our participation in relevant forums enhancing the quality, impact, and coordination of mine action or arms management and destruction efforts. All country programme managers are expected to act as advocates as an integral component of their operational responsibilities.

Methodology development

NPA has been a driver of much of the methodology development that has taken place in mine action since the early 1990s. We will consistently seek to improve, innovate, and look for ways to deliver higher quality and increase efficiency and effectiveness across our programming. We will share our knowledge and developments with all those working in the same field as ourselves, and encourage others to do the same, so that we can make stronger collective efforts towards humanitarian disarmament.

Deminer Rabeca Carlitos Martinho and her colleagues in NPA Mozambique employ tablets to store and analyse their survey and clearance data. Photo: Werner Anderson

Capacity building

1.Capacity building of and support to national authorities

It is crucial to develop solid partnerships with governments and support them in taking meaningful ownership of their own challenges, securing resources, and building necessary institutions and capacities. NPA will always relate to national authorities and other levels of authority in a respectful and constructive way, and will seek to foster genuine partnerships. We will actively involve national authorities in the analysis, planning, and implementation of operations. We will focus on capacity building of personnel and on assisting them in developing methodologies and systems, as well as national policies and legislation. To this end, we will also facilitate *partner-to-partner communication*, meaning exchanges between the various national authorities that we have partnered with.

With a view to supporting national authorities in taking ownership, NPA will also contribute to *stakeholder coordination* both in the countries where we operate and on a global level. We will proactively engage with other operators, donors, and other stakeholders to help ensure that we act in a coordinated manner.

2.Internal capacity building

NPA will methodically build internal capacity at all staff levels and encourage motivated and competent national staff in our country programmes to apply for international positions.

Fundraising

Fundraising is essential if we are to achieve our objectives. This will be a prioritized and continuous task for all NPA managers. Fundraising at HO and in all country programmes will also become a more coordinated and structured activity.

Increasingly – and justifiably – donors are becoming more stringent in their requirements and given the current financial climate there will be more competition for available funding from the traditional donors. NPA must increase its donor base, and in particular it will be important to access new funding channels for operations under the Arms Management and Destruction Pillar.

NPA is the leading supplier of Mine Detection Dogs and Explosive Detection Dogs. NPA's Global Training Centre in Bosnia and Herzegovina breeds and trains dogs and delivers approximately 70 qualified dogs per year to NPA's own operations and other organizations.
Photo: Finn Oluf Nyquist



MINE

MINE!

MINE

GUIDING PRINCIPLES

HUMANITARIAN DISARMAMENT OPERATIONS IMPLEMENTED BY NPA UNDER THIS STRATEGY WILL BE GUIDED BY THE FOLLOWING PRINCIPLES:

- We will mainstream a gender and diversity perspective in the design, implementation, monitoring, and evaluation of our programmes, in order to work towards and achieve gender equality; i.e. equal rights, responsibilities, and opportunities for women and men, and girls and boys.
- We will enable and promote the active participation of survivors of armed violence and persons with disabilities.
- We will maintain a safe, healthy, and non-discriminatory work environment for all employees and we will not tolerate discrimination on any grounds, including on HIV status, suspected or real.
- We will ensure, to the greatest extent possible, that our activities do no harm – and that they in particular take account of the specific conflict situation and the vulnerability of specific groups among direct and indirect beneficiaries.
- We will do all that is reasonably practicable to protect the environment during our operations, and we will apply and promote methods and techniques that encourage productivity while minimising adverse environmental effects.
- We will build on the capacity of local people and structures in the design of our operations, and empower local communities to solve their arms-related challenges.
- We will have zero tolerance for corruption.

Nancy Sunday John is a demining machine operator in NPA South Sudan. Photo: Werner Anderson



EVALUATION CRITERIA

FOUR KEY CONCEPTS CONSTITUTE NPA'S EVALUATION CRITERIA FOR HUMANITARIAN DISARMAMENT INTERVENTIONS: QUALITY, RELEVANCE, EFFICIENCY, AND IMPACT. THEY WILL ASSIST IN CLARIFYING GOOD PROCESSES AND MEASURING PRODUCTION AND SUCCESS.

Quality

When we say 'quality' we refer to the level of performance in our work. All NPA's work, whether technical, managerial, administrative, or analytical will be undertaken in a professional manner. Processes and activities regulated by International/National Mine Action Standards will be undertaken in accordance with these standards. Operations addressing weapon and ammunition stockpiles will be implemented according to international best practices and the principles of the International Ammunition Technical Guidelines (IATG). Management and administration of each programme will follow the provisions of the quality management (QM) systems at NPA HO. In addition to operation specific QM, NPA has several tools that are used to ensure quality at a country programme and global level, including NOMS (NPA Operational Management System) and our internal monitoring system.

Relevance

'Relevance' can be understood as the extent to which the aid activity is suited to the priorities and policies of the target group, recipient, and donor. In order to develop operations with a high degree of relevance, NPA will seek a thorough understanding of the national mine/ERW or other arms-related problem as well as the desired end-state. NPA can better make a relevant and useful contribution when fitting into a larger plan. To perform a

relevant role we must know both our own and the host country's capacities and capabilities. A desired/expected end-state of an NPA intervention is, for example, not always a mine-free country, but could also be a situation where national authorities are themselves ready and willing to take over responsibility for addressing the remaining problem.

In all cases, an NPA intervention must be based on a structured appraisal/pre-assessment, with as much stakeholder participation as possible. The assessment should include social, economic, and political costs and benefits. It is also important to evaluate a programme's continued relevance in relation to NPA's global and country strategies and objectives.

Efficiency

'Efficiency' measures the outputs, both qualitative and quantitative, in relation to the inputs. It is an economic term that signifies that the assistance provided uses the least costly resources possible in order to achieve the desired results. Once we have defined NPA's quality standards, resource usage versus production always needs to be considered and measured. NPA will continue to develop our mine action toolbox, our concept for self-help ammunition destruction options, and our organisational structure to ensure delivery of high quality NPA products at a competitive price.

Image from a school yard in Loka, South Sudan where mines were uncovered after heavy rainfalls and one teacher died. The children had been using the schoolyard for years. After the rainfalls, NPA cleared the area and uncovered and demolished more mines. More than 300 children attend the school safely today. Photo: Werner Anderson

Increased use of planning systems and activity-based budgeting will strengthen our focus on resource usage and production.

Impact

'Impact' refers to the potential for positive and negative changes produced by an NPA intervention, directly or indirectly, intended or unintended. The desired effect should be stated in the objectives of the programme and relate to all levels, from national authorities to beneficiary groups at the village/task level. Several tools to ensure positive long-term impact are in use by NPA, including our self-developed *Impact Assessment* tool. This process involves systematic gathering of information to identify activities and to establish a baseline and monitor/measure the impact of our programmes. It will be implemented at three levels by all country programmes:

- Level 0 (Country Assessment)
- Level 1 (Intermediate administration e.g. Province/ District Assessment)
- Level 2 (Village/ Task Assessment)



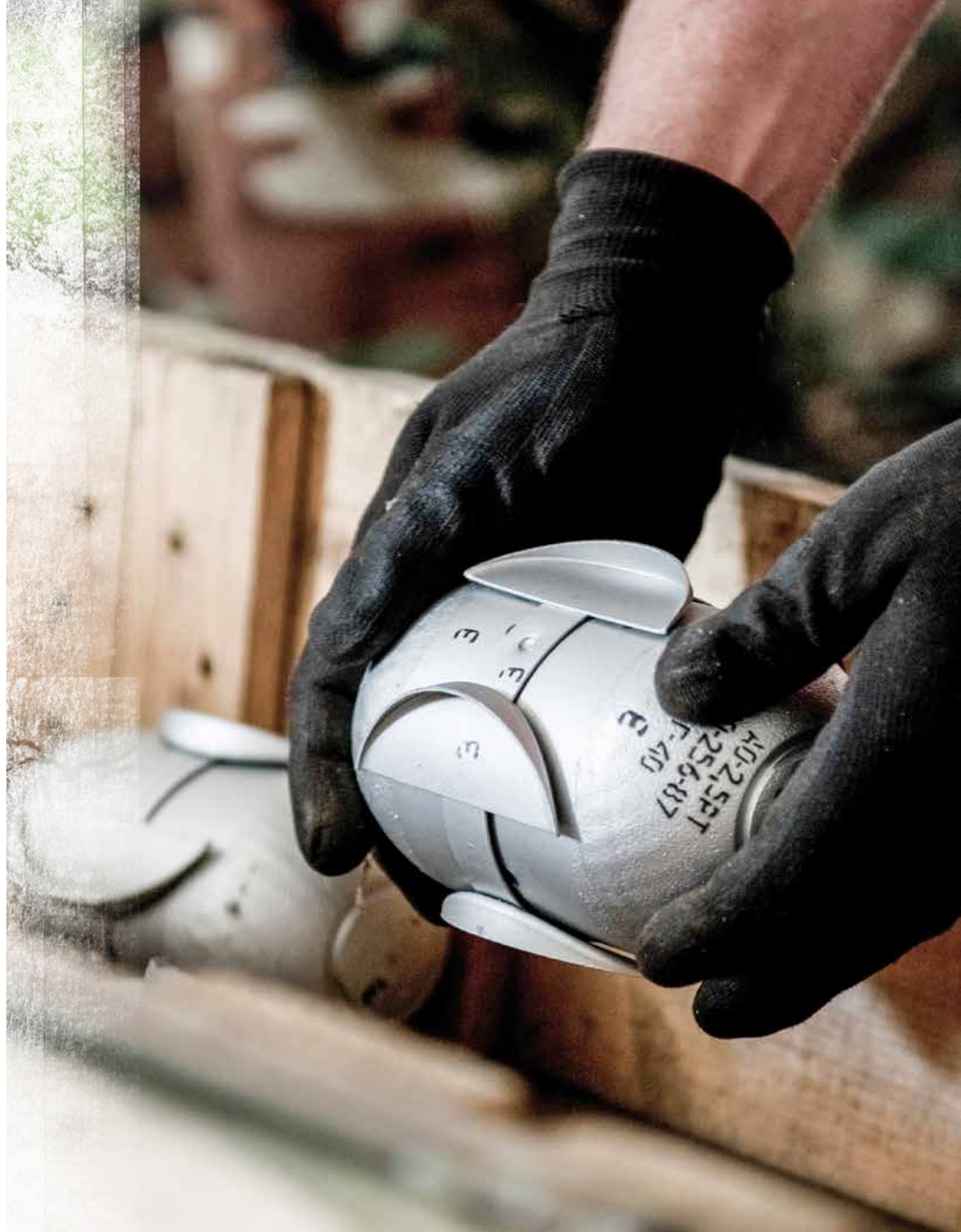
INDICATORS

GLOBAL PROGRESS IN ACHIEVING THE LTO, IOs, AND OUTPUTS WILL BE MEASURED AGAINST THE FOLLOWING INDICATORS:

- 1) Number of mine/ERW accidents in countries where NPA is engaged.
- 2) Number of countries with NPA programmes implementing Art 5 of the MBT.
- 3) Number of countries with NPA programmes implementing Art 4 of the CCM.
- 4) Number of countries with NPA programmes implementing Art 3 of the CCM.
- 5) Number of countries where NPA has facilitated completion under Art 5 of the MBT.
- 6) Number of countries where NPA has facilitated completion under Art 4 of the CCM.
- 7) Number of countries where NPA has facilitated completion under Art 3 of the CCM.
- 8) Number of square metres released by NTS, TS, and clearance.
- 9) Level of confidence in use of released land by target population.
- 10) Proportion of released land put into productive use.
- 11) Number of people directly benefitting from use of released land.
- 12) Number of people accessing previously blocked resources and infrastructure.
- 13) Number of antipersonnel (AP) mines, antivehicle (AV) mines, CMR, other UXO and AXO located and destroyed.
- 14) Number of stockpiled AP mines, AV mines, cluster munitions, and submunitions destroyed.
- 15) Number of countries where NPA has actively promoted universalization of and adherence to the MBT or the CCM.
- 16) Number of countries where NPA interventions have contributed to ratification or accession to the MBT or the CCM.
- 17) Number of countries where NPA interventions have prompted the adoption of original or improved national legislation/plans/reporting regarding land release.
- 18) Number of UEMS in countries where NPA is engaged.
- 19) Number of EWIPA events in countries where NPA is engaged.
- 20) Number of countries with NPA programmes addressing owned weapons and ammunition.
- 21) Number of owned items of weapons and ammunition destroyed.

An AO-2.5RT submunition extracted from an RBK-500 cluster munition is carefully placed in a crate for further processing in Moldova, 2010. Photo: Werner Anderson

- 22) Number of countries where NPA has actively influenced state armed forces or NSAGs on the need to prevent UEMS, diversion of weapons and ammunition, build-up of surpluses, and EWIPA.
- 23) Number of arms-related civil society coalitions where NPA has taken an active, global role.
- 24) Number of countries with improved policies/legislation on EWIPA, TRW, or nuclear weapons.
- 25) Number of new donors and level of donated funds.



ABBREVIATIONS

AP	antipersonnel
ASA	ammunition storage area
AV	antivehicle
AXO	abandoned explosive ordnance
BAC	battle area clearance
CCM	Convention on Cluster Munitions
CHA	confirmed hazardous area
CMC	Cluster Munition Coalition
CMR	cluster munition remnants
EOD	explosive ordnance disposal
ERW	explosive remnants of war
EWIPA	explosive weapons in populated areas
HO	head office
ICBL	International Campaign to Ban Landmines
IED	improvised explosive device
IMAS	International Mine Action Standards
IATG	International Ammunition Technical Guidelines
IO	immediate objective
LTO	long term objective
MBT	Mine Ban Treaty
NGO	non-governmental organisation
NPA	Norwegian People's Aid
NSAG	non-state armed group
NTS	non-technical survey
PSSM	physical security and stockpile management
QM	quality management
SALW	small arms and light weapons
SHA	suspected hazardous area
TRW	toxic remnants of war
TS	technical survey
UEMS	unplanned explosions at munitions sites
UXO	unexploded ordnance

Ali Farfour gets ready for another day's work in the field in Lebanon. Photo: Werner Anderson





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