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Strategic Planning in Mine Action Programmes

Mozambique

Geneva, November 2013

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CONTENTS

Map of Mozambique by Province

GLOSSARY OF ABBREVIATIONS

ADP	Accelerated Demining Programme
APMBC	Anti-personnel Mine Ban Convention
APOPO	Anti-Personnel Landmines Detection Product Development
AT	Anti-tank
AP	Anti-personnel
CIDA	Canadian International Development Agency
CND	National Demining Commission
EOD	Explosive Ordnance Disposal
ERW	Explosive Remnants of War
FRELIMO	Mozambique Liberation Front
GICHD	Geneva International Centre for Humanitarian Demining
HI	Handicap International
IMAS	International Mine Action Standards
IMSMA	Information Management System for Mine Action
IND	National Demining Institute
ISU	Implementation Support Unit
MFD	Mine Free District
MIFD	Mine Impact Free District
MRE	Mine Risk Education
NGO	Non-Governmental Organisation
NPA	Norwegian People's Aid
ONUMOZ	United Nations Operation in Mozambique
PARPA	Action Plan for the Reduction of Absolute Poverty
PEPAM[1]	Education programme for the prevention of mine and ERW accidents
RENAMO	Mozambican National Resistance
SHA	Suspected Hazardous Area
VA	Victim Assistance

[1] (Note: PEPAM is a French language acronym where the original version stands for the title "Programmes d'éducation pour la prévention des accidents par mines et autres engins non explosés".)

EXECUTIVE SUMMARY

Mozambique's mine action programme has evolved through various stages of strategic planning. Although the size and scope of the programme have made planning a challenging undertaking, planning structures have gradually been shaped to make the process more accurate and effective. As the first major mine action programme to be approaching completion of its obligations under the Anti-Personnel Mine Ban Convention[2] (APMBC), Mozambique's experience holds many lessons for other mine action programmes.

Three distinct episodes of conflict in Mozambique left most of the country heavily affected by mines. A total of 123 of 128 districts were contaminated by mines, in a country where many of the basic institutions and services were already not functioning. In addition, high levels of poverty in the country have heightened the impact of mines on communities.

When Mozambique's mine action programme began, it had a narrow focus that was mainly linked to freedom of movement for peacekeepers. Led by the United Nations (UN), there was very little strategic vision, and rushed decisions (such as focusing mainly on training large numbers of military and civilian deminers to deal with Mozambique's mine contamination) laid the foundations for difficulties in later phases of the programme.

The established national institutions that coordinate mine action in the country were first, the National Demining Commission (CND), and later the National Demining Institute (IND). As the mine action programme entered subsequent phases of planning, key problems limited effective planning, such as a lack of coordination between: international demining NGOs collecting data; local authorities in affected areas; and the Government's coordination bodies. This meant that national institutions did not have the basis of information they needed to develop meaningful planning documents.

Even the national landmine impact survey (LIS) was not conducted in close coordination with the national staff of the coordinating body of the time, the IND. As a result, the IND did not recognise flaws in data collection and methodology during the survey. Gaps in information management capacity and a lack of confidence in data regarding the "real" levels of mine contamination in Mozambique were major impediments to accurate planning and monitoring for the IND. At the same time, threats to the budget stemming from misperceptions of the remaining mine problem, and non-performance on the part of the national institutions further damaged the mine action programme's reputation and limited donor support.

[2] The full name of this legal instrument is the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction.

A key turning point prompted transition into the final phase of planning: IND staff became increasingly aware of inaccuracies in LIS data on their database and international NGOs began undertaking their own survey initiatives. In addition, they began phasing out their operations, believing that the problem of “mine impact” had been largely solved. At the same time, Mozambique was drawing closer to its deadline for clearance of mines on its territory under the APMBC and was required to prepare a formal APMBC Article 5 extension request.

These issues coalesced to create a more cooperative and coordinated environment between the IND and international NGOs that had been working in various parts of the country collecting data for more than a decade. A baseline assessment was conducted in 2008 by HALO Trust on behalf of the IND, using a process that built on previous survey data collected by HALO Trust, Handicap International (HI) and Norwegian People’s Aid (NPA). The results of this assessment gave the IND the first up-to-date picture of Mozambique’s contamination – a picture that was radically different than previous LIS results.

Working through the APMBC’s mechanisms, in close contact with the Implementation Support Unit (ISU) and supported by UNDP and others, IND managers put together the detailed planning documentation required to justify an extension of its deadline. This was not only a watershed in terms of the IND’s leadership of a coordinated planning process, but also in terms of national ownership and confidence.

Coordination with stakeholders continued to improve, as the IND completed the planning process for its second multi-year NMAP (2008-2014) – a document that mirrored the strategy outlined in the APMBC extension request. Stakeholders working with the IND have expressed their enthusiasm and satisfaction with the performance of the IND over the last two years of this final phase and with how planning is being carried out. Despite this, struggles to improve the quality of information and to gather accurate data have continued into this last planning period, as an additional 22 square kilometres of suspected hazardous areas (SHAs) were found in the aftermath of the extension request and significant errors have persisted within the IND’s IMSMA database.

As Mozambique works on completing its last major phase of planning, it has developed coordinated and transparent planning structures that will be under pressure to ensure that the mine action programme meets its new Article 5 deadline for mine clearance. Another extension seems likely at this point, but the improved accuracy of information should make more precise planning possible, as Mozambique approaches its final phase of mine clearance operations.

Mozambique’s experience highlights the following good practices:

1. **National ownership of mine action planning:** this ensures that planning is integrated into government institutions and that national goals and objectives remain at the forefront.

2. **Integrating mine action planning into wider government planning and budgeting processes:** this adds rigour and transparency to the management of mine action budgets and ensures that donor funding contributes to the Government’s overall vision for the sector.

3. **Ensuring the required information is collected:** this makes planning processes as accurate as possible.

4. **Maintaining quality data:** this ensures that no errors or omissions sneak in; allowing planners to be confident in their planning figures, the assumptions they make, and in the fact that quality assurance can be carried out effectively.

5. **Making planning an inclusive and transparent process that includes all relevant stakeholders**: this increases the quality and scope of planning information and encourages collaboration and support in terms of executing the plan.

6. **Ensuring coordination with local government representatives and communities:** this provides valuable additional information from local authorities as well as an additional quality control mechanism that assesses the service delivery to affected populations and limits the likelihood of significant omissions**.**

7. **Carrying out sufficient analysis:** this ensures precise estimations of costs and timelines for implementation and makes maximum use of historical data to ensure that planning projections related to time and cost are more accurate.

8. **Using technical advice and capacity development strategically:** this saves financial resources and focuses managers on prioritising tasks and identifying what is needed to accomplish them. This is particularly relevant when considering large-scale training and development of national demining capacities. A thorough needs assessment approach avoids wasting time and money as well as continuing to throw resources at a problem without analysing why it is not working.

9. **Strong leadership** from top management in national coordination bodies is essential for setting the tone of an organisation that strives for efficiency and effectiveness in its overall operations, as well as maximum accuracy in terms of planning processes.

INTRODUCTION

Mozambique has one of the oldest and largest mine action programmes in the world. The contamination has resulted from three distinct periods of conflict in Mozambique:

- the war for independence (1964-75);
- Rhodesia's military offensive as a result of Mozambican support for Zimbabwe liberation forces (1976-79); and
- the civil war between the ruling FRELIMO government and RENAMO rebel forces (1980-92).

These conflicts left the country with intensive contamination spread over a wide geographic area. The extent of the contamination – in 123 of 128 districts[3] – and the complexity of its mine action response make the country an extremely interesting case study, in terms of strategic planning for mine action. Mine action planning has evolved through a variety of phases in Mozambique, and through a number of institutions. This evolution has been a result of many elements including the:

- establishment of an increasingly complex national infrastructure;
- development of best practice in the global mine action community; and
- strengthening of national ownership of mine action coordination.

These factors have contributed to an increasingly effective process for strategic and operational mine action planning in Mozambique. This evolution illustrates a number of important lessons for mine action planners, as well as key elements that are essential for an effective planning process.

Mine action planning in Mozambique began its first phase within the United Nations (UN) in 1992 through the UN Operation in Mozambique (ONUMOZ). With the end of the ONUMOZ mandate, a national demining commission, the CND (Comissão Nacional de Desminagem) was created in 1995 under the Foreign Affairs and Cooperation Ministry. This organisation was overseen by an inter-ministerial body (including Economy, Finance, Home Affairs and Defence as core members and Health, Labour and Social Affairs as occasional members). The CND, generally considered to have been under-staffed and unsupported by the Government,[4] continued until 1999 when the organisation was replaced by the National Demining Institute or IND (Insituto Nacional de Desminagem).

The IND is the structure that persists until today, but has evolved considerably since its

[3] Documented in Mozambique's *Request for an extension of the deadline for completing the destruction of anti-personnel mines in mined areas in accordance with Article 5, paragraph 1 of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction* , August, 2008, p.3

[4] This opinion is documented by Patterson et al., in their Review of Ten Years Assistance to the Mine Action Programme in Mozambique p.16

establishment in 1999. It is now recognised as the sole responsible entity for Mozambique's national mine action planning and as an organisation that has developed the capacity and knowledge to carry out this function.

National strategic planning in 2012 was carried out in an inclusive and transparent manner, where mine action operators and other stakeholders, such as donors to mine action were integrated into the planning processes.

HISTORY OF STRATEGIC PLANNING PROCESSES

Phase I: The initial phase of mine action planning

Mine action planning in Mozambique began its first phase within the ONUMOZ coordination structures in 1992. This early phase should be considered a departure point, since very little planning, especially longer-range strategic planning, seems to have resulted from this initial stage. The focus on mine action in this era of peacekeeping was limited, as it took place prior to the development of UN coordination mechanisms for mine action[5].

Nevertheless, at the request of the UN Department of Humanitarian Affairs (UNDHA), and as a result of the expressed needs of humanitarian actors at the time, an effort to establish the overall scope of mine contamination was made beyond the rough estimate that more than two million landmines were contaminating Mozambique[6]. (This was the number estimated when ONUMOZ was established in 1992.) The United Nations Office for Humanitarian Assistance Coordination (UNOHAC) within ONUMOZ contracted HALO Trust during mid-1993 to conduct a nationwide assessment. The available funding for the activity limited the scope of the survey and prevented detailed survey reports.

The HALO Trust survey was completed in mid-1994 and recorded 981 mine areas, with the most seriously affected provinces identified as Maputo, Inhambane, Manica, Zambezia and Tete. ONUMOZ struggled throughout its mandate to develop a coherent planning document despite survey data and other information being collected by humanitarian operators in the field. This is probably due in part to the heavy coordination mechanisms in place at the time and the lack of cohesion among the major humanitarian actors, including donor countries[7].

[5] The subsequent recognition of the need for a dedicated mine action focal point for peacekeeping operations and emergencies led to the establishment of the United Nations Mine Action Service (UNMAS) in 1997. UNMAS also serves as the focal point for mine action within the UN system.
[6] See the ICBL's Landmine Monitor Report for 1999.
[7] See Richard Synger's account of coordination regarding mine action in Mozambique: Peacekeeping in Action (1992-94), p.68-86. Synger argue that mine action proceeded in spite of the involvement of the UN's coordinating bodies and not because of its planning and implementation efforts.

In some cases, UN agencies such as the World Food Programme (WFP) were independently conducting clearance with little or no coordination with UN planning frameworks. In this case, the UN apparently failed to develop a mine action plan until mid-1994, just a few months before the end of the mandate.[8] The mine action planning process appeared to be clouded by a lack of vision and by complicated and conflicting mandates among UN agencies, where there was no one clear agency in charge. Perhaps as a result of these difficulties, more superficial strategies that centred on mission-oriented road clearance and training large numbers of deminers became the main focus. The objectives were simplistic, but corresponded to the lack of sophistication of multilateral mine action planning at the time.

The lack of strategic and operational planning, did not, however, impede a humanitarian response from being launched outside a formal planning structure. Mine Risk Education (MRE) was being provided to refugees by Handicap International (HI) at the direct request of UNHCR, outside the framework of broader UN coordination. Victim Assistance (VA) was being directly coordinated by the Ministry of Health with the assistance of international NGOs HI and Power, as well as the International Committee of the Red Cross (ICRC). A total of 11 orthopaedic centres, including one children's centre were established prior to and during this phase.

International NGOs working in mine clearance at the time saw the need for a humanitarian response to the mine contamination and began working in affected areas. In 1993 NPA began working in the provinces of Tete, Manica and Sofala and in 1994 HALO Trust began working in Zambézia province, expanding into the three northern provinces of Niassa, Nampula and Cabo Delgado[9]. During this time, the UN began training deminers – eventually it became a project executed by the UNDP, the Accelerated Demining Programme (ADP).

<u>Phase II: The establishment of a national coordination structure</u>

The second phase of planning for mine action was characterised by the effort to establish a national entity that would coordinate mine action. In 1995 the establishment of the CND as both a national authority and coordination centre for mine action provided the possibility to address the notable gap in strategic thinking. Given the size and scope of the problem, pressure exerted by the international community to establish such a national capacity is understandable. However, CND's structure proved unable to tackle the numerous and complex issues left unaddressed at the strategic level. The inter-ministerial body that was responsible for policy-making should have laid the foundations for an initial strategic planning document, with technical support and

[8] Patterson et al. p.14
[9] HALO Trust cleared all four provinces were cleared of contamination by 2007 according to information provided by the organisation's headquarters.

issue-specific content provided through the CND's mine action centre function. However the CND did not demonstrate the capacity to develop the type of planning documents that provided a strong strategic direction.

The CND has been described as poorly staffed and lacking the necessary knowledge and experience to carry out a planning mandate effectively. However, it should be noted that significant sums were spent on capacity development efforts (roughly USD 3 million over 2.5 years). Training and technical advice were clearly not the issue standing in the way of establishing a national strategic policy direction and operational planning capacity. Staff remained unmotivated and in some cases did not have the professional profile to carry out their job[10]. Although a comprehensive survey of the country had not been carried out, data provided by the initial HALO Trust survey and later complemented by other operators such ADP's widespread operations would have provided the CND with substantial data to begin strategic and operational planning.

During this period (1998), HI initiated demining operations in Inhambane province while the organisation continued to plan and coordinate MRE activities nationally. In the absence of planning, a tacit model of "areas of operations" prevailed. This meant that:

- ADP was operating in the South (Maputo, Gaza and Inhambane);
- HALO Trust was operating in the north of the country (Niassa, Cabo Delgado, Nampula and Zambezia); and
- NPA was operating in the centre of the country (Tete, Manica and Sofala).

Operations therefore moved forward, with organisations carrying out their own planning within their areas of operations. Higher level planning and coordination remained somewhat stagnant.

Victim assistance (VA), through provincially-based physical rehabilitation centres and transit centres, continued in the country. The responsibility for these was handed over to the national health system by international NGOs HI and Power in 1998. The Ministry of Health and the Ministry for the Coordination of Social Action (MICAS) were the entities responsible for coordination and planning these services.

Phase III: A new national coordination structure

The fact that the CND was widely seen as ineffective paved the way for the third phase of planning (1999-2006) through a newly established National Demining Institute (Instituto Nacional de Desminagem – IND) in 1999. This new structure responded to criticisms and the general viewpoint that there were many coordination gaps not being

[10] According to the Landmine Monitor Report for 1999, this fact was in part a result of budget problems that made recruitment of qualified staff difficult.

met. The Ministry of Foreign Affairs was subsequently established as the ministry with the responsibility for mine action and for the IND, where a reporting line directly to the Vice Minister was established for the Director of the IND. The interdepartmental structure was abolished in this new phase and the IND was given the direct responsibility to develop policies and strategies for mine action.

This period has been characterised as an improvement over previous coordination structures in all areas. The IND was a new beginning after the perceived failures of the CND, with a new Director at the helm to re-establish credibility within the donor community. This resulted in enhanced resource mobilisation and support for capacity development. A capacity development project that placed five technical advisors at the disposal of the IND began in 2000. This intensive effort was no doubt warranted in this period, to help avoid the vacuum in national leadership that existed under the CND. Unfortunately planning for this initiative was short-sighted –this project, which expanded the numbers of national staff in the IND, created an unsustainable human resource structure in terms of staffing and salaries[11].

In order to address the IND's need for more detailed and comprehensive information on national mine contamination, the Canadian International Development Agency (CIDA) agreed to finance a national survey in 1998. A Canadian demining NGO with limited demining experience was contracted to execute a Landmine Impact Survey (LIS) in 1999. Fieldwork subsequently began in 2000 and was completed in August 2001. NGOs had been collecting data at field level to plan their operations and provide their own strategic assessments for some time. However, this was the first national-level initiative since the establishment of a national coordination authority that aimed for a broad understanding of the overall landmine problem in Mozambique. The survey's role in the planning process is therefore pivotal in Mozambique's planning history.

However, the lack of experience on the part of the implementing organisation meant that the data collected contained errors and substantial over-estimations of mine-affected areas. These had to be taken into account for the purpose of planning by demining operations. The methodology, which focused on impact, also meant that further non-technical survey work was necessary to more accurately define mine-affected areas and permit operational planning for clearance. In addition, because this project had been carried out in relative isolation from the IND, the limitations of the LIS methodology for operational planning of demining operations was not fully understood. Furthermore, errors and inaccuracies during its implementation were not initially evident to IND managers using the LIS results.[12]

A turning point during this phase was the fact that the first multi-year plan for mine

[11] See Pamela Rebelo's discussion of capacity development at the IND in the GICHD study of Transitioning Mine Action Programmes to National Ownership, p.22
[12] This issue is documented by Rebelo p.12

action in Mozambique was produced. The “Five Year National Mine Action Plan” (NMAP) spanned 2002-2006 and was based primarily on the results of the LIS completed in 2001. Planning in this phase was also disconnected from other national planning structures. This included both from national-level government departments with the need for demining information or services, and from regional and local governments that represented the end-users of demining services more closely.

National level planning structures existed at the time and were instrumental for drafting major national planning documents such as multi-year national development plans and Mozambique’s Action Plan for the Reduction of Absolute Poverty: 2001-2005 (PARPA). However, there were few links with the IND during this phase and mine action is not mentioned in the PARPA, despite being a key precursor to many elements of the plan. Given the number of infrastructure projects in need of demining support, this was a further limitation in relation to the accuracy of planning carried out. However, procedures were established to ensure that demining operations executed as a component of infrastructure projects were approved by the IND. Final reports were provided as a condition for payment so that mine clearance information can be documented in the IND’s IMSMA database.[13]

In terms of content, the first plan was general in nature and incorporated all mine action’s pillars, despite limited resources to do so – notably in the areas of mine risk education (MRE), VA and stockpile destruction. Given the IND’s status as overall coordinator for mine action in the country, the comprehensive nature of the document is not an issue. However, the lack of coordinated planning with those entities that were executing MRE and VA was more problematic. The plan asserts the IND’s intention to carry out initiatives in these two areas both unilaterally and in coordination with sector focal points.

Coordination of MRE was transferred from HI’s PEPAM[14] approach and formally handed over to the IND in 1999. However, under IND coordination, there was a disconnect between planning and implementation. The NMAP described a strategy of continuing intensive MRE and marking, however, the reality for the period is much different. Most MRE delivery was in conjunction with the Education Ministry, targeting school children through the support of UNICEF. MRE messages were also delivered by mine clearance organisations working in mine-affected areas, generally through a community liaison model. Limited funding was forthcoming for MRE, due to dropping casualty rates and the perception that the bulk of humanitarian clearance had been completed. The IND was not able to articulate a case for the intensive MRE campaign described in their planning documents and donor funding was therefore extremely limited.

[13] Interview with Fernando Mulima, Mozambique, 2012.
[14] HI’s PEPAM methodology uses traditional MRE materials for interventions at the national, regional and community levels. It relies heavily on working with the educational system, as well as traditional and religious networks.

Regarding VA, in order to address gaps in planning a Mine Victim Assistance Workshop was organised in November 2001 by the IND where a draft policy for survivor and victim assistance was developed. The policy includes plans to "develop appropriate strategies and methodologies for providing long-term assistance".[15] The IND Five Year National Mine Action Plan (2002-2006) affirmed its coordinating role in mine victim assistance. However, this level of planning remained disconnected from the overall disability sector planning of the Health Ministry and the Ministry of Women and Social Affairs (MMAS).

HI supported the Government of Mozambique in the area of disability, by establishing and running six orthopaedic centres. Subsequently (from 1999-2000) Landmine Survivors Network, POWER and the Jaipur Limb Campaign also supported Mozambique in the area of orthopaedics. The disability sector as a whole had a mandate that was much larger than the provision of assistance to mine and ERW survivors, and coordination of this sector with the IND's plans for VA remained difficult.

In terms of mine clearance, the overall vision that the NMAP sets out is problematic. The plan establishes the goal for Mozambique of being "Mine Impact Free" within ten years. The NMAP defines the term "impact free" as the "elimination of impediments to fundamental socio-economic activity and significant reduction in the risk of encountering landmines."[16] Terms such as "fundamental" and "significant" are not defined in the plan and leave substantial ambiguity in the process.

In addition, this goal contradicts Mozambique's obligations under the APMBC. The Convention's Article 5 obligates State Parties to "destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control, as soon as possible but not later than ten years after the entry into force" of the Convention"[17]. Therefore the ten-year goals established in the NMAP contradict Mozambique's international obligations under the Convention. As Mozambique's deadline under Article 5 approached, the tension between these two aims became increasingly clear and controversial.

This policy direction and a lack of reliable evidence regarding further sizable contamination in the country contributed to the subsequent decisions of the international NGOs to reduce their operations and leave the country[18]. Although only NPA followed through with this decision, such a reduction of capacity, once high and medium impact areas were released, is clearly in line with the contents of the NMAP 2002-2006. Again, given the inaccuracies inherent the LIS and the subjective and time-bound nature of "impact", the complete reliance on this data was a missed opportunity

[15] Landmine Monitor, 2003.
[16] See the IND's National Mine Action Plan 2002-2006, p.7
[17] Article 5, Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction, 18 September, 1997.
[18] HALO Trust has asserted that their initial plan to leave Mozambique was as a result of the fact they had completed clearance of contamination in the 4 northern provinces where they were working. Planning conducted by the IND for remaining areas indicated at that time that the organisations assigned to these areas had the capacity to meet remaining contamination.

to carry out a comprehensive reassessment of information management.

Notably, gaps in data were soon making themselves visible toward the end of this phase. The view that the LIS has simply overestimated Mozambique's mine contamination was being slowly replaced by the view that there were substantial areas that had never been identified. Therefore a correction had to be made to increase, and not solely decrease previous estimates of the number of mine-affected areas. The three major demining NGOs working in Mozambique (HALO Trust, HI and NPA) engaged in their own major survey initiatives beginning in late 2004 and 2005.

Given the scepticism that existed on the part of these NGOs regarding the LIS data, this is not surprising. HALO Trust initiated a Mine Impact Free District (MIFD) project (2004-2007) to ensure there were no remaining mines in its areas of responsibility and was able to declare its areas of operation free of mine contamination by conducting surveys that aimed to verify whether the district was effectively free of suspected mined areas[19]. In 2005-2006, NPA conducted surveys of areas it had cleared, focusing on socio-economic data, but also included data regarding the remaining high, medium and low impact communities. Finally, HI conducted its own comprehensive survey of Manica and Sofala provinces between 2005 and 2007[20]. Additional survey work done by HALO Trust and HI highlighted that there were areas that had not been recorded by the LIS. Until this point, the fact that the LIS had "over-estimated" areas was the focus. These early survey results revealed that a significant amount of contamination had not been recorded by the LIS.

In terms of approach, this first planning process was executed with relatively little input from the major demining operators at the time – NPA, HALO Trust, HI and ADP with the addition of People Against Landmines (MgM), Ronco and Apopo. This was despite the fact that the first three operators in particular had done considerable work on survey in their respective areas. As a result, the opportunity to highlight contradictions between theory and practice in terms of mine contamination and estimated contaminated area was missed.

Another element that could have pinpointed the inaccuracies in the LIS data for planning purposes was a systemic analysis of data entered into the IMSMA database. Survey and clearance reports submitted by demining operators would have illustrated consistent over-estimation of contaminated areas. This would have allowed for the rapid correction of data used for strategic and operational planning. However, the IMSMA database contained serious flaws and numerous errors. IND staff had little confidence in this data, making mine action management a difficult prospect that led to

[19] This survey methodology later became known as Mine Free District (MFD) surveys since they were in fact verifying that **all** known mined areas had been cleared, according to HALO Trust Desk Officer Calvin Ruysen.
[20] HI's Mozambique Programme Manager Aderito Ismaël highlighted the fact that survey work done by HI made it clear by 2008 that there was a notable under-estimation of the problem and it was important to continue humanitarian work and support further survey.

managers creating disconnected systems for tracking progress and reporting achievements.[21]

Moreover, regional offices set up to make a closer connection to operational areas may have resulted in further disconnects. The information management system was designed so that data was submitted by demining operators to three regional IMSMA databases. This information was not always entered accurately and was not reflected within one central IMSMA database, where quality assurance of the data could have been carried out using centralised resources.

The effectiveness of the IND's early work was also marred by a growing lack of confidence in its management. A scandal involving funds for clearance and local reports of mismanaged resources at the IND was in part responsible for a drastic dip in donations that had an impact on the implementation of the NMAP and on the resources for coordination at the disposal of the IND.[22] Mine action funding dropped from an average of USD 18 million per year between 1999 and 2005, to 7.5 million in 2006, to 4 million in 2007 (see Annex 2).[23]

However, equally important to this funding dip was the perception that the impact on communities in Mozambique had been vanquished and only minor contamination that impeded economic development remained to be addressed. It was believed that the latter category would be subject to financing through national development schemes, private investment and international support for infrastructure development (such as World Bank loans). This analysis led to NPA's departure from Mozambique and HALO Trust's planned departure. The IND's lack of solid national data to make a convincing case to donors and operators of the ongoing humanitarian need exacerbated the reluctance of donors to channel substantial financing into Mozambique's mine clearance programme.

A gap in information for planning also made itself visible within the VA component. There was no coherent system for recording victims of mines or explosive remnants of war (ERW) in Mozambique. Although the IND has a mandate to collect information on mine and ERW victims, the reporting of incidents involving mine victims is not formalised within the structures of the state. The IND database is therefore populated mainly by reports received through demining organisations or local contacts through QA teams in the field (such as the police). However, frontline services such as the police and hospitals do not have an established mechanism or requirement to report new victims. Moreover, at the time there existed no formalised mechanism for the reporting of victim data to the relevant ministries responsible for providing services to mine

[21] Interviews with IND managers, Maputo, 2012

[22] Patterson et al. (p.42) documented the scandal involving one humanitarian demining organization and both the IND and UNDP where funds were misappropriate from an Adopt a Minefield clearance project. In addition, allegations of mismanagement of funds by the IND's Director surfaced and were made public in the press.

[23] Data is from Mozambique's APMBC Article 5 Extension Request, p.17

victims. The limitations of the collection and analysis of data on victims significantly hampered planning and in particular, accurate estimations of resources required to address the problem[24].

Coupled with this lack of data and planning, there was a consistent lack of progress in the delivery of VA services. This was highlighted by the IND in several of the Article 7 transparency reports under the APMBC. The chronic lack of resources for VA was cited by the Government as the main reason for the lack of progress on these issues. However, the ministries with the responsibility for managing the disability sector were plagued with scandals and a lack of capacity that impeded donors from supporting their planning structures. The IND refers to VA as "mine action's weakest component" in its reports.[25]

Current phase: consolidating the mine action response[26]

The current phase of strategic planning (2006 – present) is characterised by the same structures as the previous phase. The IND is still the organisation responsible for strategic and operational planning under the Ministry of Foreign Affairs. However, planning processes have evolved considerably in terms of the coordination with national planning institutions. Increasingly, mine action planning has been carried out in conjunction with the Planning and Development Ministry (MPD), where the country's national planning is centred. The development of national planning structures, as well as their interface with an increasingly effective national coordination structure for mine action, has transformed both the methodology and efficiency of planning structures in Mozambique.

Although mine action was absent from the first Action Plan for the Reduction of Absolute Poverty, the subsequent plan, PARPA II (2006-2009), included demining as a cross-cutting issue. Today's mine action planning is carried out in conjunction with a national budgetary process where the MPD's Planning Division chairs broad stakeholder meetings in regard to future budgetary allocations. This includes international contributions so that the national budget reflects virtually all resources coming into the country.[27] The allocation of these resources is discussed in a forum that ensures national ministries and donors are coordinated and in-line with overall government priorities. This also helps ensure that duplication and funding gaps are reduced.[28]
The requirement to prepare the APMBC Article 5 extension request necessitated an increased focus on strategic planning. This phase represents the transition to a national

[24] See APMBC Article 7 Transparency Reports for years 2003 to 2005.
[25] Ibid
[26] Rebelo refers to this period as the "Reconfiguration Phase" due to the transformation of the IND's way of working during this most recent phase of activity.
[27] Chavana Xavier of the Ministry of Planning and Development asserted that partners can also track budget progress through the Ministry's internet site: www.mpd.gov.mz - ODAMOZ
[28] This mechanism includes oversight of spending on the part of the government and possible penalties for unspent funds.

approach to strategic and operational planning. Ownership of the coordination function matured to allow the IND to lead this major planning initiative instead of being led by external technical advisors or international operators.

Related to this maturity as an organisation was the IND's growing realisation that IMSMA data was deficient, and the overall accuracy of mine contamination information needed to improve to have any credibility. Operator reports did not coincide with demining information that could be produced in database-generated reports. Errors within the data impeded the use of the database as a basis for planning. Instead, managers began to keep individual tracking systems to be able to provide more accurate figures[29].

Adding to this difficulty was the fact that the LIS data, which provided the initial baseline of Mozambique's mine contamination, was being shown as a substantial over-estimation of the problem.[30] Additionally, a number of areas were ignored in the final results. The LIS results were gradually compared against the LIS data and it was clear that large numbers of areas were being cancelled. This process is clear in examining the wording of the 2006 National Planning document, which includes a review of achievements based on the 2002-2006 multi-year plan. It highlights the need to cancel substantial numbers of affected areas that were not in fact mine-affected. What was less clear initially was the number of areas that had been omitted.

The results of these survey efforts led to the IND's conclusion that better data was the foundation for strategic and operational planning, as well as for the preparation of Mozambique's APMBC Article 5 extension request. HALO Trust was asked by the IND to complete a Baseline Assessment in 2007, in coordination with HI and NPA, using all the survey information available at the time. The assessment was able to substantially reduce suspected hazardous areas (SHAs) in Mozambique, cancelling 71 per cent of those recorded. Additional areas found at the time increased the initial 484 SHAs to a total of 541. This data was used to produce the detailed analysis required for Mozambique's Article 5 extension request in August 2008.

A lack of data continued to be problematic in the area of planning for VA as well. Although the coordination for VA activities is situated within the disability sector, under the responsibility of MMAS (supported by the Ministry of Health), the IND retains the responsibility for coordination of VA[31]. A National Plan of Action for the Area of Disability 2006 – 2010 was drafted at the outset of this period. In terms of the implementation of VA programmes, however, this planning framework provided little

[29] IND Operations, Planning and Database staff all lamented the great difficulty in using IMSMA data, based on the LIS for the purpose of planning.

[30] See the APMBC Article 5 Extension Request for a list of LIS areas cancelled through subsequent survey.

[31] One considerable challenge of planning VA initiatives relative to the planning of other mine action pillars is that planning mechanisms generally occurs outside existing mine action structures in favour of planning that is mainstreamed within the disability sector. The logic behind this fact relates to the need to integrate VA as early as possible within the long-term structures of the national health system or other social assistance structures with the mandate for disability issues.

support for achieving results. A new phase of the national plan of action was approved in July 2012. This new plan explicitly includes the consideration of mine victims, in part as a result of lobbying on the part of the IND for inclusion of this aspect. Unfortunately, the plan also reproduces many of the previous goals and objectives, as well as lines of action. Concrete implementation of activities based on these plans continues to be lacking, however.

The extension request is seen as a turning point by IND managers, as the experience of preparing this extensive and very detailed document, in the absence of in-house technical advisors, provided the occasion for national staff to truly assume the leadership role in planning for which they had been trained.[32] Advice provided through the Implementation Support Unit (ISU) and other organisations, such as the UNDP and operators, was key to guiding the IND through the extension process. Nevertheless, the task of analysing the information required and working out reasonable estimates of Mozambique's contamination ultimately fell to the IND's core managers. This experience compelled IND staff to be more confident in dealings with operators, who felt they could now speak more knowledgeably with operators that clearly had a great deal of expertise about their individual geographic areas. Moreover, with the completed Baseline Assessment, the mine problem was better defined and appeared more manageable. Finally, this occasion, when no technical advisor was present for an extended period, required a more direct relationship between the IND and the operators. The Baseline Assessment became the basis for IND planning and necessitated close collaboration between the organisations.

This period also saw the execution of the second NMAP (2008 to 2014). The NMAP provided the strategic framework that coincided with the Article 5 Extension Request and was revised to reflect the period until the estimated "completion" of APMBC requirements. The second NMAP is a more streamlined and a simpler document. It includes a review of the previous plan, which offered a number of lessons for the preparation of the new plan. Among those lessons were:

- the reality of the contamination being radically different than that recorded by the LIS;
- the impracticality of being able to complete all UXO clearance sequentially in advance of demining;
- the unrealistic target of marking all SHAs identified as low-impact; and
- the lack of progress on targets for VA.

As with the extension request, the new NMAP was developed in a consultative environment and in a coordinated fashion.[33] The aims and objectives of the NMAP 2008 - 2012 are specific and clearly articulated. In this regard, there is a change in the overall

[32] This perspective based on interviews with current IND managers.
[33] A planning workshop for the NMAP with all stakeholders was organised jointly by Mozambique and Norway in October 2007.

vision to “a mine and UXO-free Mozambique” from the more subjective and legally problematic notion of “impact” included in the 2002-2006 NMAP. This plan also reflects more clearly the elements in line with the IND’s mandate and capability.[34]
In terms of the critical issue of information management, this phase unfortunately saw the continued struggle of IND management with the effort to ensure accurate and complete data.

Despite ongoing assistance from the GICHD, problems have persisted with the quality of data recorded in the IND’s IMSMA database. Although the closer consultation by IND with the major demining NGOs and the provincial and district governments[35] has helped significantly to improve data analysis for planning and monitoring purposes, the database has remained a source of frustration for IND managers due to their lack of confidence in the data.

In the latter part of 2012, the GICHD and NPA initiated a major information management support programme for Mozambique, with the primary task to support IND information management staff to clean up errors in the IMSMA database and assure the quality of new data being entered. This comprehensive support is a more intensive level of support than has been provided in the past that includes proactive and ongoing interventions, as well as the ongoing presence of international technical advisors to accompany the IND’s technical staff. The initiative is a vital step in terms of ensuring that the IND’s data will, indeed, contain an accurate historic record of clearance work that has been carried out. Previous distance support based on providing assistance upon request from database personnel and managers, has not been able to guarantee the maintenance of high quality records for survey and clearance operations nationally.

As Mozambique’s Article 5 deadline approaches, the issue of managing information becomes increasingly important. Initial calculations of Mozambique’s completion by March 2014 have been affected by the fact that surveys carried out between 2008 and 2011 revealed another 512 SHAs that had not been identified by the LIS or by NGO survey initiatives. These SHAs (representing more than 22 km^2) had a drastic effect on the IND’s recorded projections for the subsequent years. This fact points to the inherent challenge in ensuring that areas affected by mines and other ERW have indeed been identified and can be addressed – even after decades of clearance work. Much closer work with district authorities on the part of the IND and operators has partly addressed such a future possibility of errors.

[34] For example, the VA focus of the plan is on victim data instead of medical and social assistance projects that fall under the mandate of other ministries and where implementation could not be controlled or guaranteed by the IND.
[35] The IND initiated a “District by District Approach” to ensure that as each district is recorded as free of mined areas, there is a consultation process with all regional and local levels of government to ensure there is no remaining information regarding SHAs that has not been recorded. This approach completed by the MFD survey process initiated by HALO Trust. This degree of coordination between the various levels of government would have gone a long way toward preventing the fact that a large number of areas were missed by NGOs during the previous planning period.

However, political variables can also be an important consideration for planning, particularly in border areas where jurisdictional issues may come into play. In Mozambique the border area with Zimbabwe will likely be the major hurdle to achieving its completion of the APMBC's Article 5 requirements. Contamination there is considered to be the result of Rhodesia's mining of the border and as a result was not initially addressed by the IND as a problem pertaining to Mozambique's clearance[36]. However, through accidents occurring in this area and survey work that has been taking place on both sides of the border, the fact that mines from Zimbabwe's border defence were inside Mozambique's territorial borders became increasingly clear[37]. This issue threatens to impede Mozambique's completion of Article 5 requirements before its deadline in March 2014.

In light of Mozambique's looming Article 5 extension deadline, the IND continued its cooperative approach with the Government of Norway and the ISU through the organisation of a workshop on completion in November 2012. This illustrated quite clearly that new data on key SHAs, such as those on Mozambique's border with Zimbabwe, will have to be collected and analysed with the utmost caution to make accurate planning estimations for completion. Work in a coordinated manner with stakeholders is therefore essential to ensuring that Mozambique is able to report its problem accurately and judge whether an additional extension under Article 5 is required. The current IND Director has demonstrated his commitment to follow exactly this course of action through the messages he has delivered both to the IND staff and to stakeholders.[38] Clearly, this approach has enhanced the effectiveness and reputation of Mozambique's mine action programme, since funding has been steadily increasing from the start of 2011. While challenges remain in terms of VA and the transition to a long-term solution for residual mine and UXO contamination, in the near future Mozambique will not be viewed as a heavily mine-affected state.

This last phase saw the consolidation of many principles that were in development in earlier stages, despite a drop in funding that plagued the programme from 2006 to 2011. While it bears mentioning that the task of strategic planning becomes easier as progress is achieved and the planning variables narrow, the improvements from the early days of non-planning by the UN and national government is striking.

[36] According to presentations made by the HALO Trust during Mozambique's planning workshop (November 2012), this contamination dates back to the 1970s when liberation movements were operating out of Mozambique and Zimbabwe's government at the time wished to impeded cross-border movement with Mozambique for strategic reasons.

[37] HALO Trust has been engaging in significant survey work of the Mozambique-Zimbabwe border – with programmes in both countries. Their findings will be submitted to the IND as work progresses to enable an ongoing assessment of whether a further Article 5 Extension Request will be required and establish a realistic timeline for completion.

[38] These messages are highlighted very clearly in the Workshop Summary where the Director emphasised a collaborative approach and the need for monthly meetings to monitor Mozambique's clearance progress until July 2013 when a decision will be made regarding the need for a further extension.

KEY FINDINGS: GOOD PRACTICES, MAIN CHALLENGES AND LESSONS LEARNT

Mozambique has gone through a number of phases in the development of its mine action programme and the planning processes that it is premised upon. Many of the same challenges have been experienced by other mine action programmes; however, the unique history and evolution of mine action in Mozambique has resulted in a Mozambican slant on the mine action problem.

Perhaps the key element in the evolution of Mozambique' strategic planning process is related to the ownership and management of mine action information – in particular the identification of contaminated areas and clearance progress. How information management is viewed has evolved considerably since the early days of mine clearance in Mozambique – in part due to the learning and experience gained there by demining operators and other stakeholders.

GOOD PRACTICES IN MOZAMBIQUE

National ownership of mine action planning

Fostering a situation where the national institutions are strong and where planning is led by them is an important element to ensuring high quality mine action planning. Mozambique's programme evolved from one in which international organisations held more information about the national programme than government institutions, to one where confident and committed managers are able to respond effectively to the competing demands of stakeholders. As a capable organisation, Mozambique's IND is able to negotiate within the structure of national government institutions and to coordinate effectively with provincial and district authorities. Only a national organisation, mandated by the government to do so, can have the legitimacy to lead strategic and operational planning in an effective manner.

Integrating mine action planning into wider government planning and budgeting processes

Mozambique's mine action planning is included within the wider Ministry of Planning and Development frameworks. This ensures that planning documents are approved through the Ministry, and that the overall budget for mine action is decided through a sector-by-sector budgeting process that brings together government ministries and donor representatives to work out appropriate levels of support for each sector. This process not only adds a layer of rigour and transparency to the management of mine action budgets (there are penalties for over or under-spending), but also ensures that donor funding is contributing to the overall government vision for the sector. Even bilateral contributions are accounted for as part of this overall process.

Ensuring the required data is collected

Planning is dependent on the quality of information available to inform the planners. There have been various periods of inadequate information management procedures and lengthy efforts to enhance the accuracy of Mozambique's dataset. However the IND's management has now made a major commitment to ensuring that data being collected is relevant to planning and achieving the country's obligations under Article 5 of the APMBC and its development goals. Although Mozambique's Baseline Assessment did not provide the definitive contamination dataset that was hoped for, this initiative moved Mozambique closer to its goal of identifying all known mined areas and clearing them. The development of the current planning document until 2014 was carried out jointly with operators to achieve harmonised data and compare results from the different international NGOs. This exercise has provided the IND with confidence that it will be able to answer key questions of national institutions and the international community as the country moves towards its current Article 5 deadline and national planning objectives.

Maintaining accurate data

Mozambique has struggled with issues related to information management, which has attracted increasing attention. However, the effort required to eliminate errors from large datasets implies significant human resources and dedicated expertise – especially in the case of a large mine action programme such as Mozambique. Information management personnel have expressed their satisfaction that more emphasis is finally being placed on this issue and that the necessary resources are being devoted to fixing the problems instead of simply working around them. This new perspective – being implemented as of 2012 – is a significant commitment on the part of the IND and supporting organisations – in particular support provided by NPA and the GICHD in conjunction with UNDP financing. Ongoing support will be provided to prevent errors occurring in the newly established dataset. Considerable human resources and equipment have been committed to this effort, as this type of intensive investment is necessary to manage large quantities of mine action data. If such an approach had been followed from the outset of Mozambique's mine action programme, many planning and implementation difficulties could have been avoided. Clearance resources could also have been saved since the lack of accurate data has led to some areas being cleared multiple times. It has also enabled organisations to operate without proper verification and controls in some cases.

Making planning an inclusive process

Planning should be an inclusive process, involving all major stakeholders to varying degrees but, in particular, demining operators. Disconnects between the viewpoints and experience from the field and the perspectives and priorities of a national coordination body are now being minimised in Mozambique, due to a close and more confident relationship between the IND and demining organisations – most notably, the international NGOs that have been working in Mozambique for more than a decade. Both the 2008-2012 national plan and the recent Article 5 workshop are clear examples of the inclusive nature of planning in Mozambique. Stakeholders have been universally positive regarding this approach.

Ensuring coordination with local government representatives and communities

Close collaboration with regional and local authorities is a key element for national planning. The IND has forged increasingly close partnerships with provincial and district governments, leading to better data collection, needs assessments and dissemination of information back to communities. In the early days of coordination, some areas were demined without the knowledge of affected communities and remained suspect in the minds of local residents. Bringing the local authorities into the process of planning and handover, and improving the documentation between levels of government, has improved the quality of information available to IND planners and enhanced service delivery to communities.

Carry out sufficient analysis to ensure that accurate estimations of costs and timelines

Information management includes an ongoing process of analysis of the data received from the field that allows the verification of existing assumptions and the avoidance of errors in a given dataset. Mozambique's operations' department now tracks the data submitted by operators on an ongoing basis and uses the statistics generated to develop reliable indicators and guidelines for planning. Given the long-term nature of Mozambique's programme, the IND's operations department has compiled many years of data to develop sophisticated estimates of costs and productivity for planning purposes. Reviews of operational and multi-year NMAPs have served to highlight any planning errors and discrepancies with eventual outputs/outcomes so these may be factored into the next planning cycle.

Strategic use of technical advice and support for capacity development

Although in its early days IND had as many as five international advisors, the IND's current structure employs only one international technical advisor (through UNDP) with the necessary management capacity development skills (including language skills that had been missing in some cases in the past). Where additional assistance is required, specific advisor profiles are requested for clear and well-defined short-term assignments. This practice has helped to ensure that national staff are leading key planning initiatives and are supported by technical advice only when required. The continuity provided by organisations such as UNDP, the GICHD and the ISU has also proved helpful for planning long-term capacity development.

Sound and Proactive Leadership of National Coordination Bodies

The current phase of IND planning has benefitted greatly from the Government's appointment of a Director that has not only avoided accusations and scandal, but has been proactive in promoting a transparent and cooperative environment based on results-oriented management. The role of senior managers in this regard is equally important to ensure the execution of sound and accurate planning once the tone has been set by leadership on emphasising effective and efficient coordination structures. The existence of at least some effective hiring practices and a minimum standard of capacity development during earlier phases of planning are essential to arriving at the stage of a well-functioning mine action institution.

MAIN CHALLENGES

A number of challenges have made Mozambique's planning processes more difficult. First, the **wide distribution of mine contamination** in 23 of 28 of the country's districts, created a geographic challenge for information collection for planning, as well as coordination and consultations with local authorities. This made the initial task somewhat overwhelming and more costly to implement. The degree of reliability of the data from demining organisations was also more difficult to judge due to the sheer size of areas involved.

Second was **the lack of working government institutions in the immediate post-conflict period**. National planning institutions were challenged on all fronts in the country and made mine action's interface with the rest of the government as a cross-cutting issue more challenging. In addition, local government structures were weak or absent through much of the country following the civil war. This also made the oversight of the effectiveness of mine action by government institutions more difficult.

Third, the **overall poverty and development challenges** in the post-conflict period meant that both the Mozambique Government and international donors had many other issues to consider in terms of support. The significance of mine action was lost in the early days due to a lack of visibility in terms of its contribution to the humanitarian post-conflict response and its value as a precursor to economic development. Mine action was overtaken in the minds of early planners by other basic issues.

Fourth, the Mozambique programme was one **of the first major humanitarian mine action programmes** to be established. Therefore, it did not benefit from the lessons learnt of other programmes, but instead often paved the way for learning that was later adopted in other contexts. One area where this was particularly relevant was in the clear identification of an end-state for the programme that was consistent with its development goals and international commitments. Concepts such as mine impact-free and mine-free were being used in the early days of mine action's development – the period where much of Mozambique's programme was realised – without clear practical definitions. As a result, procedures such as the Mine Free District survey had not come into widespread use as an important tool for verifying the outputs and outcomes of mine clearance.

LESSONS LEARNT

As Mozambique's mine action response unfolded, a number of lessons were learnt. Some of these were prompted by outside influences and support from the international mine action community, while most have come about as a result of the evolution and maturity of Mozambique's government institutions and the work of implementing organisations in Mozambique.

1. **A sense of responsibility and ownership on the part of national managers is required to generate a serious national planning effort.**

   IND managers have frequently referred to the fact that once they took on greater "ownership" of the process of mine action planning and management, a new chapter of national demining coordination and planning began. A key catalyst for this process was the necessity of presenting a formal Article 5 extension request to other States Parties to the APMBC. This state-to-state legal process engaged Mozambique's national bureaucracy in a way that simple donor requirements or project reporting could not. The sole interlocutor in the process of the APMBC compliance structures is the national government. This empowerment was a departure from earlier phases when ownership of the mine action planning processes was based more on having funding to implement projects.

2. **The absence of reliable data paralyses effective planning processes.**

   IND managers complained that they had difficulty relying on the data that was in the IMSMA database. This made any reasonable planning exercise difficult and reduced the accuracy and legitimacy of the resulting planning documents among operators. Not only did flawed data detract from the pride that managers had in their work, it also made them feel that they faced an impossible task in terms of planning. These two factors were demotivating for IND personnel and worked against the establishment of a much-needed central planning and coordination role.

   The role of Mozambique's flawed LIS represents another example of an issue that disrupted the national mine action planning processes. The need for reliable contamination data that would allow accurate estimations of the national mine problem and a baseline that could be used to track progress was highlighted by the IND and operators as a major lesson learnt. The fact that the

LIS was not carried out accurately by a capable organisation is one important issue. However, even the methodology used was assessed by Mozambique's mine action community to have been inappropriate to the needs of mine action planning. Both the IND and operators raised the issue of the need for accurately-defined polygons to be recorded as a priority. They assert that although impact assessments may have initially been useful, the changing environments of most post-conflict states, such as Mozambique, mean that these assessments are continually evolving. Based on experience, accurate national contamination data from survey is viewed to be a higher priority in the Mozambican context than location information tied to impact assessments.

3. **Information management for planning purposes goes beyond the confines of a database.**

   Establishing the required information management systems for Mozambique's planning needs relied on addressing not only the quality of an information database, but also the links with sources of new information (local authorities and communities) and establishing an information loop where operators could verify information that was provided by them and entered into the database and receive updates of national data for their own planning purposes. Mozambique's initial focus on information as "the IMSMA database" took attention away from building the key axes of information flow that would have ensured more timely information about new unrecorded areas that substantially altered initial calculations for the APMBC Article 5 Extension.

4. **Information management must be a sustained effort that dedicates sufficient time and resources to maintaining a high quality product in which planners have confidence.**

   A number of efforts were made over time to establish accurate data records that defined and documented Mozambique's mine contamination, and which also systematised ongoing accurate updates of this situation as clearance and other land release efforts were carried out. The LIS established one standardised dataset and later the Baseline Assessment established a new dataset, however, quality management procedures were never able to be sufficiently integrated to become routine within the existing resources and information management structures. The information management system appears to have been under-resourced, with insufficient technical knowledge on the part of key staff given the responsibility for maintaining a sizable information management structure for Mozambique's large mine action programme.

   The fact that the national coordination body alone has the overall picture for mine action makes the task of information management perhaps the most important function of a national authority/mine action centre. However, the overall picture of mine contamination and measures of Mozambique's progress has foundered continually and severely handicapped planning efforts in the process. Until 2012, when a commitment to reforming the system on the part of the IND Director was combined with the offer of sustained technical support from outside (from both NPA and the GICHD), there was insufficient investment in this vital element of planning and coordination.

5. **Include regional and local levels of government in planning processes.**

   Similarly, the IND Director and his staff highlighted the enhanced coordination with district officials in terms of planning as a vital step forward. This new relationship provides a greater understanding of local community needs and the opportunity for valuable information exchange. In the early days of mine action coordination, international NGOs were more often in touch with district and provincial authorities than CND or IND. In terms of planning, this limited the overall vision of the central authorities regarding the needs of affected communities and the quality of information. The current relationship between the IND and district governors and other local officials ensures that they are part of the process of declaring mine-free districts. This includes a more rigorous standard of documentation and formal acceptance by affected communities and local and regional governments. This practice also ensures that local authorities are aware of the clearance that has taken place in their jurisdictions and prevents areas that have already been cleared from being mistakenly highlighted as contaminated.

6. **Inclusive planning processes encourage participation and enhance the accuracy of planning documents.**

   From the early days of the CND in the 1990s, when little or no coordination occurred, the 2008-2014 NMAP was a coordinated and collaborative effort, with the IND engaging with operators to obtain better information. As Mozambique heads toward fulfilling its obligations under the APMBC, the initiative to organise an international workshop on Article 5 completion with a broad group of stakeholders demonstrates the current IND perspective of working in partnership. This effort to be inclusive and transparent also instils increased confidence on the part of stakeholders and makes it less tempting for individuals to pursue corrupt behaviour.

   The results of the Article 5 workshop also underlined the importance of realistic planning estimates that could be verified by the various mine action stakeholders[39]. In this regard, it was concluded that deadlines should not be

[39] In this regard, donors (in particular Norway), the ISU and operators all highlighted the importance of Mozambique requesting additional time to complete its obligations under Article 5 of the APMBC, if required, given that Mozambique's upcoming deadline is in 2014.

overly ambitious, but instead provide a plan based on realistic resource requirements and funding estimates.

7. **Integration of mine action planning into broader national development frameworks and budgeting processes.**

   At the outset of the mine action programme, national institutions were weak and mine action operators and their donor partners established priorities based largely on their own assessments of need. Mozambique's national planning mechanisms slowly integrated mine action as a cross-cutting issue in the country's poverty reduction strategy (PARPA II). This fact had the advantage of providing a centralised mechanism for coordinating donor contributions from all sectors, including mine action – even those being contributed bilaterally. It also provided a broader planning framework with specialists to guide the IND through national planning processes. This mechanism also provided national oversight that enhanced transparency for donors.

8. **Clarity in key terms and definitions employed in national planning documents is essential to establishing a common vision and strategic direction.**

   The evolution of the initial NMAP (2002-2006) to the subsequent one (2008-2014), which is clearer and more precise, shows the shift in the IND's thinking towards an increasingly defined strategic framework. The ambiguity of the concept of Mine Impact Free that characterised the first plan was replaced by a much clearer and legally grounded concept – the clearance of all known mined areas, as defined under Article 5 of the APMBC. Also, relationships with outside entities and responsibilities are much clearer in the second plan. The initial plan attempts to deal with all pillars of mine action in a comprehensive way, despite the reality that components such as MRE and VA were being coordinated and implemented by other entities.

9. **Systematically review progress against planning documents and incorporate a process to confirm the established end state for national planning documents.**

   The importance of reviewing strategic and operational plans is made clear in the introduction to the 2008-2014 NMAP. The NMAP's review of progress under the 2002-2006 plan highlighted many important lessons learned for the programme that redirected IND efforts during the subsequent phase of planning. Incorporating this formal review process into the work procedures of the programme was an important advance for the IND that fostered progress on various fronts.

   Equally important was the establishment of a systematic process for confirming the final goal of a mine-free Mozambique. This was implemented through the

Mine-Free District survey process that gradually confirmed that all suspect areas in a given district had been addressed so that the "mine-free" label could be gradually attached as they were completed. This process served as a monitoring tool for the IND and for operators, as well as a clear indicator of progress for donors and the wider international community. The importance of integrating this activity and a budget for implementing it is a key lesson cited by the IND and by operators in terms of planning.

10. **Technical advice is only one aspect of capacity development and does not guarantee performance.**

    Technical assistance is useful, perhaps indispensable to achieving good quality mine action planning at various stages of a national programme. However, the fact that the period from 2002-2005 included the greatest concentration of technical advisors with the IND, and the most financial resources, but did not lead to the most constructive phase of planning for the IND, demonstrates that this is not the only factor involved in creating planning capacity.

    Based on the Mozambican case, it is clear that the quality and nature of technical advice is an important variable. The challenge of preparing the Article 5 extension request, for example, was met in the absence of any onsite international technical advisors. The ISU provided assistance to the Government of Mozambique and guided the IND through the process. This was an excellent example of the value of engaging at the state level, and thereby promoting ownership and expertise on the part of the Mozambican representatives instead of side-lining them, while advisors performed the task. The IND has since maintained at least one international advisor (UNDP CTA) in Maputo in recognition of the importance of this ongoing international support. However, some areas of advice are now being handled through issue-based requests for assistance, where the objective of the assistance is clearly defined and time-limited.

    A major information management project is being initiated with the support of the GICHD and NPA. Once again, this project benefits from direct engagement with national representatives and a focused set of objectives and outputs. The project includes milestones with associated targets to be achieved on the part of NPA information management advisors and their counterparts that are reviewed in the context of the renewal of TA contracts. This has established increased transparency and clarity for the project teams as they progress towards fulfilling the project's final outcomes.

11. **Capacity development should be planned by incorporating a long-term strategic vision with ongoing support.**

The fact that capacity development should be premised on a long-term strategic vision has been highlighted through the dissatisfaction expressed by the IND managers with many of their technical advisors, and by the lack of progress that was generated by the lack of continuity in capacity development. A change in orientation towards precisely planned interventions with established benchmarks and results has yielded much better results, according to the IND and UNDP. The IND and UNDP view is that capacity development should begin with a needs assessment to ensure that the highest priority areas are being addressed and with the appropriate resources. In the case of UNDP support to the IND's capacity development, the approach evolved over time to one where clear goals are now established for capacity development and technical advisors execute capacity development plans with clear goals. However, all planning is premised on a needs assessment that establishes the framework of what capacities are in need of support and why.

The implementation of resource-heavy initiatives such as building large national capacities provides an even clearer example of the need for comprehensive planning and long-term vision. In the case of Mozambique, a decision was made to put substantial resources into training hundreds of deminers at an early stage and to creating a large national implementing organisation – however, without planning how this capacity would be managed or financed over the longer term. This clearly illustrates the importance of a realistic strategic plan. In addition, the example shows that planning should be based on an evaluation of what operational capacity exists in the country and if there are solid foundations upon which to build on existing institutions or a need to create new ones. A more efficient use of resources to establish Mozambique's national capacity than the option represented by a large national organisation such as an accelerated demining programme could most certainly have been implemented if more comprehensive planning and a sound analysis of the opportunities and costs of training hundreds of deminers had been carried out. This capacity development project demonstrates the importance of a realistic strategic plan to guide capacity development efforts.

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ANNEXES

ANNEX 1

INDIVIDUALS INTERVIEWED

Name	Title	Organisation
Juma Adade	Information Officer	IND
Alberto Augusto	Director	IND
Hanoch Barlevi	Former UNDP Mine Action “Chief Technical Advisor” for the IND	UNICEF
Amelie Chayer	Policy Analyst	ICBL
Olivier Cottray	Advisor, Information Management and Services Coordinator	GICHD
Tom Dibb	Programme Manager	HALO Trust
Yann Faivre	Programme Director	HI
Aderito Ismael	Mine Action Manager/Coordinator	HI
Alexandra Mangore	Chief, Planning Department	IND
Chavana Xavier	Chief, Transversal Issues Pillar and Coordinator of Multisectoral Planning	National Planning Division, Ministry of Planning and Development
Fernando Mulima	Chief, Administration (Former Chief, Planning)	IND
Antonio Alfredo Pelembe	Chief of Operations Department (Chief Superintendant)	Police Headquarters, Ministry of the Interior
Halil Radogoshi	Advisor, Information Management	GICHD
Hans Risser	Chief Technical Advisor	UNDP
Calvin Ruysen	Desk Officer	HALO Trust
Antonio Belchior Vaz Martins	Chief, Operations Department	IND

ANNEX 2

ANNUAL FUNDING IN SUPPORT OF CONVENTION-RELATED ACTIVITIES
(MILLIONS OF USD)[40]

	1999	2000	2001	2002	2003	2004	2005	2006	2007
State budget	0.2	0.2	0.3	5.9	1.3	7.6	2.1	1.3	1,3
International donors	12.0	17.0	15.1	16.9	18.1	14.4	15.0	6.2	2,7
Total	**12.2**	**17.2**	**15.4**	**22.8**	**19.4**	**22.0**	**17.1**	**7.5**	**4,0**

[40] This funding data is provided in Mozambique's APMBC Article 5 Extension Request.