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End Review of the Norwegian People's Aid Mine Action Programme in Ethiopia 2005–2007

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*Norwegian Institute of International Affairs (NUPI)
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[Abstract] This report is a review of the Mine Action Programme which the Norwegian People's Aid has been supporting in Ethiopia 2005–7. The project aims at building the capacity of the Ethiopian Mine Action Office (EMAO) in two specific areas: The use of mine detection dogs and technical survey of suspected areas. The review concludes that this has been a successful capacity building project, although there is still some way to go before EMAO is independent of outside support for the mine detection dog component, and before the full potential of the survey component is realized.

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Acronyms

AU	African Union
ELIS	Ethiopian Landmine Impact Survey
EMAO	Ethiopian Mine Action Office
ERP	Emergency Recovery Project
ERPMU	Emergency Recovery Programme Management Unit
GICHD	Geneva International Centre for Humanitarian Demining
GoE	Government of Ethiopia
IMSMA	Information Management System for Mine Action
LIS	Landmine Impact Survey
MDD	Mine Detection Dog
MDG	Millennium Development Goal
MoU	Memorandum of Understanding
NMFA	Norwegian Ministry of Foreign Affairs
NORAD	Norwegian Agency for Development Cooperation
NPA	Norwegian People's Aid
NUPI	Norwegian Institute of International Affairs
PRSP	Poverty Reduction Strategy Paper
SHA	Suspected Hazardous Area
SOP	Standard Operational Procedure
TIA	Task Impact Assessment
ToR	Terms of Reference
TS	Technical Survey
UNDP	United Nations Development Programme
UXO	Unexploded Ordnance

EXECUTIVE SUMMARY

In cooperation with the Ethiopian Mine Action Office (EMAO), the Norwegian People's Aid (NPA) has been implementing a mine action program, principally aimed at developing EMAO's capacities for using mine detection dogs and for carrying out technical surveys of suspected hazardous areas. The original project period was from 2005 to 2007. The Norwegian Ministry of Foreign Affairs, through the Embassy in Addis Ababa, has been the main donor to the project, which has also received funding from Finland and the Netherlands. An end review of the project was planned for early 2008, to assess whether and to what extent the project's purpose had been achieved. Furthermore, NPA has submitted an application for a new project period, from 2008 to 2011. The Norwegian Embassy in Addis Ababa also wants the review to provide inputs to its decision with regards to the new application, including the question of whether funds should continue to be channelled through NPA, or, alternatively, if they ought to be given directly to the Government of Ethiopia. Thus, there are twin objectives to this review, on the one hand assessing the past, on the other hand providing inputs to a decision on the future of the program.

The review team was composed of two Norwegian consultants and one Ethiopian. Axel Borchgrevink (team leader) and Jon Harald Sande Lie are researchers at the Norwegian Institute of International Affairs, both with considerable experience with development cooperation with Ethiopia. Berhane Achame, the third team member, works at EMAO as Head of the Mine Awareness Department. Fieldwork took place in the period 25th to 31st of May 2008.

Conclusions

We find the NPA Mine Action Programme in Ethiopia 2005–2007 to be a successful capacity building and transfer-of-knowledge project: It is highly relevant for EMAO and the Ethiopian context; in spite of delays along the way, most planned activities were realized by the end of the project period; new competence and capacity have been built in EMAO with respect to both project components; these new capacities are being used effectively in the field and complementary to EMAO's other assets; and while there is still some EMAO dependence on outside technical support, this is expected to be overcome in the ongoing extension of the program.

Relations between EMAO and NPA have at times been strained, but at the end of the project period a good partnership relation based on mutual respect has been established. A greater involvement in partnership discussions of EMAO staff below top management level could have deepened the relationship further. The Ethiopian programme is different from NPA's other mine action operations in that it seeks to build the capacity of a local institution instead of establishing NPA as an independent actor. This, of course, should be the preferred option if the institutional context allows it, as is the case in Ethiopia. NPA has represented a very clear value added to the project, principally through its technical competence in a highly specialized field, but also due to its flexibility and ability to react fast. EMAO is explicit in stating that new funding for a continuation of the programme for the pe-

riod 2008–2011 should also be channelled through NPA so as to avoid any unnecessary delays.

For EMAO the project has contributed with new assets that complement existing capacities, thus increasing overall efficiency and effectiveness. There is, however, a potential for greater integration of the TIA component into EMAO's overall work. EMAO is a strong and efficient organization which will ensure institutional sustainability for the project components once remaining capacity building needs are met. EMAO would, however, benefit from greater information flow to and involvement of staff below top management. EMAO expresses strong ownership of the programme and this is further demonstrated by decisions tying own funds to its continuation. This is also an indication of overall government ownership of the program.

The work of EMAO, including the components supported by NPA, implies a strong contribution to development. Contrary to popular perceptions, the main benefit from a mine action programme may be the fact that land is released for productive purposes (even if protection of life and limbs also remains an important effect). In a country where dependent on agriculture, and where there is a shortage of land in many areas, such as Ethiopia, this is of great importance for development purposes. The project can therefore be said to contribute to livestock and agricultural development; to health and education programmes; to the development of roads and other infrastructure; to mining development and petroleum exploration; and thus indirectly, to reaching PRSP and MDG goals. Unfortunately, EMAO is not yet in a position to quantify these contributions. There is a potential, however, for increasing the awareness of these aspects of EMAO's work within the overall organization. Furthermore, there is an unrealized potential for contributing further to development efforts if information about the work of EMAO, the land released and the rehabilitation and development needs of the communities involved were channelled to the relevant development actors working in the areas in question.

Recommendations

1. The NMFA should give a quick response to NPA's 2008–2011 application
2. If the response is positive, funds should continue to be channeled through NPA
3. EMAO should strengthen mechanisms to ensure that relevant information on mine action, land released and community development needs are channelled to the relevant development actors
4. EMAO should ensure that the data from the Task Impact Assessment is used for operational priority setting
5. EMAO should generate and publicize data on the development impact of its work
6. NPA should ensure that responsibility for all tasks – and the corresponding competence – is transferred to EMAO in the coming project period

1. INTRODUCTION

In cooperation with the Ethiopian Mine Action Office (EMAO), the Norwegian People's Aid (NPA) has been implementing a mine action program, principally aimed at developing EMAO's capacities for using mine detection dogs and for carrying out technical surveys of suspected hazardous areas. The original project period was from 2005 to 2007. The Norwegian Ministry of Foreign Affairs, through the Embassy in Addis Ababa, has been the main donor to the project, which has also received funding from Finland and the Netherlands. An end review of the project was planned for early 2008, to assess whether and to what extent the project's purpose had been achieved. Furthermore, NPA has submitted an application for a new project period, from 2008 to 2011. The Norwegian Embassy in Addis Ababa also wants the review to provide inputs to its decision with regards to the new application, including the question of whether funds should continue to be channelled through NPA, or, alternatively, if they ought to be given directly to the Government of Ethiopia. Thus, there are twin objectives to this review, on the one hand assessing the past, on the other hand providing inputs to a decision on the future of the program.

The Terms of Reference for the review contain a fairly extensive list of specific questions (Annex 1). In order to structure the present report, we have rearranged the order of the questions somewhat. The main areas covered are:

- a) The NPA project: whether the project has developed according to plans with respect to objectives, planned activities, and outcomes;
- b) The NPA – EMAO relationship: whether there is convergence in objectives between them, and if EMAO experiences NPA as a competent, flexible and supportive partner
- c) EMAO and the project: the relevance for, integration into, sustainability and ownership of the project within EMAO
- d) Linkages to development: whether Mine Action is reflected in development plans and EMAO is effective in aligning with development priorities

The review team was composed of two Norwegian consultants and one Ethiopian. Axel Borchgrevink (team leader) and Jon Harald Sande Lie are researchers at the Norwegian Institute of International Affairs, both with considerable experience with development cooperation with Ethiopia. Berhane Achame, the third team member, works at EMAO as Head of the Mine Awareness Department. The review is financed and administrated under the frame agreement between Norad and NUPI. All the involved stakeholders have been given the opportunity to comment on a draft version of this report.

Fieldwork took place in the period 25th to 31st of May 2008. After an initial meeting of the team and representatives of NPA and the Embassy on the 25th, the team spent the days 26th to 28th May in the Somali region. This field trip included the visit to one Mine Detection Dog team deployed at a temporary camp, to the main regional EMAO camp of Togo Wchale, to two communities benefiting from mine clearance, and an interview with representa-

tives of one Technical Survey team. The NPA Programme Manager accompanied us on this trip. After returning to Addis, we had comprehensive interviews with staff of EMAO's various departments and the top leadership, an additional Technical Survey team, as well as with the NPA advisors and UNDP's Programme Advisor for Mine Action. In addition we visited the Entoto Training Centre which has been established with project funding. On the 31st, a debriefing was held for representatives of the Embassy, of NPA and of EMAO.

A few limitations to the review should be pointed out. Firstly, the time allocated to the review – in practice five days – meant that there was a need for some prioritization among the issues of the ToR. An agreement on this was reached with the Embassy before the start of the fieldwork. Furthermore, time limits implied a need to prioritize among possible data sources. A field trip to see the deployment of the project components in the field and interview involved stakeholders was deemed to be central and thus included. Thanks to the wholehearted support for the mission from NPA and EMAO, we were highly successful in this respect. Still, such trips require a lot of time for transport, and there are tradeoffs. With respect to the review as a whole, the main weakness is that we have not had sufficient time to speak to relevant stakeholders outside of EMAO and NPA. We have spoken with representatives of two communities, and of the UNDP. Still, it would have been useful also to speak with local authorities at the woreda level, in order to learn about how information on surveying and demining was being received and fed into their planning activities. Time, however, did not allow this. At the central level, in Addis, there were no other obvious institutions to interview – indicative, perhaps, of EMAO's fairly lone-standing position within the mine action field.

Secondly, the composition of the team implies another set of limitations. The two Norwegian consultants have no previous experience with mine action, while the Ethiopian consultant who has experience in the field is linked to the institution being assessed. In sum, this means that an independent review of the technical quality of the project falls outside the scope of this evaluation. This limitation was recognized by the Embassy when contracting the team, and accepted for two reasons: On the one hand, the primary interest for this review concerned the partnership relationship between NPA and EMAO (which the team should be well qualified for assessing), and on the other hand, a midterm review of the project had been carried out a year before the end of the project period. This review was done by the Geneva International Centre for Humanitarian Demining, highly qualified to assess the technical side of the project. The conclusion was very positive with respect to the technical quality as well as to the general competencies of NPA and EMAO. On this background, the emphasis of the review was therefore put on issues of knowledge transfer, handing over of responsibility, local ownership, sustainability and other elements of the partnership relation between NPA and EMAO.

2. BACKGROUND

Ethiopia is highly contaminated by mines and unexploded ordnance (UXO) stemming from regional armed conflicts dating as far back as to the 1936–41 Italian invasion, and later conflicts such as the Ogaden War between Ethiopia and Somalia (1977–78), the border war with Sudan in 1980, and the more recent Ethiopian–Eritrean war (1998–2000). Also, the civil war and the internal fight against the Dergue (1975–91) entailed vast contamination, notably of UXO.

In 2002 the Government of Ethiopia (GoE) requested that a Landmine Impact Survey (LIS) be carried out in Ethiopia to locate and map the extent of mines. NPA was asked to be the implementing partner for this survey. The Ethiopian Landmine Impact Survey (ELIS), which was concluded in March 2004, found that more than 1.9 million people and 1,492 communities are affected by mines. The Tigray, Afar and Somali regions are reportedly the most heavily mine/UXO affected regions, although suspected hazardous areas (SHA) are found in ten of Ethiopia's eleven regions. The bulk of the contamination in Afar and Tigray stem from the 1998–2000 war with Eritrea and comprises classic patterned defensive minefields along trench lines stretching for hundreds of kilometres. The contamination in the Somali region consists of mines and UXO, but in a more dispersed manner, from the 1977–8 Ogaden War. The ELIS survey recorded 16,616 casualties – more than half of whom had been killed – of which 1,295 incidents happened in the period 2002–4. ELIS also found that 2,500 km² was considered SHA. It should be noted, however, that recent Technical Surveys and Task Impact Assessments deriving from the EMAO–NPA operations reveal that the ELIS figures are highly exaggerated. The Technical Survey teams currently operational will provide new and more accurate figures as well as update data on impacted communities and people. Mine and UXO contamination nevertheless remain a critical problem in many areas and should thus be dealt with accordingly. The ongoing technical survey is thus important as it will provide EMAO with the basis for developing a new national mine action strategy.

Ethiopia signed the Anti-Personnel Mine Ban Convention already in 1997; however, the Convention was only ratified in December 2004, and Ethiopia became a State Party on June 1st 2005.

EMAO

EMAO, established in 2002, is the only national mine action agency in Ethiopia. Since its operational start, the Emergency Rehabilitation Program Management Unit (ERPMU) has provided EMAO with demining contracts, prioritised areas for operational clearance (based on consultation with regional governments), and provided funds to cover the demining component (US\$ 18.5 million for demining and procurement of equipment and technical advisors). Demining activities have taken place in the Afar, Tigray and Somali regions. Until 2006 – when the Emergency Recovery Project was closed down – ERPMU was responsible for quality assurance of EMAO's work and to issue clearance certificates certifying that land has been cleared to international standard. EMAO has now assumed these responsibilities.

EMAO's capacity is constantly expanding and improving. Today EMAO has a total staff of about 850, of which the operational staff comprises 500 manual deminers (divided in six clearance companies), six Boz-ena mini-flails with operating staff, five Technical Survey teams (ten people per team) and 27 mine detection dogs (MDD) with personal handlers. Mine clearance operations are currently ongoing in Tigray, Afar and Somali regions, while the survey teams have been working throughout Ethiopia except the Southern Nations, Nationalities and Peoples Region.

EMAO is a national civilian agency supervised by an inter-ministerial board. EMAO's board, which is chaired by the Minister of Defence,¹ comprises members drawn from the Ministries of Defence, Finance and Economic Development, Transportation and Communications, and Foreign Affairs. The Director General of EMAO is also member of the board. The board is charged with establishing policies for and oversight of EMAO's demining and mine risk education activities; not for adopting strategies and policies to guide actors involved in a national mine action programme. EMAO was established by GoE by appropriating finances through the World Bank's Emergency Recovery Project. That GoE chose to utilise this pool of money on EMAO is taken as an indication of government ownership. Today EMAO is financed by NPA (with Norway, Finland and Netherlands as NPA's backdonors) and the European Commission via UNDP. Ethiopia has an ambition of becoming an actor in humanitarian demining in other African countries, when sufficient capacity has been built within EMAO and the urgent internal mine action needs are dealt with.

The NPA Project

In 2004 NPA and EMAO initiated discussions concerning assistance to support EMAO's capacity development efforts. Prior to this NPA had been cooperating with EMAO as the implementing agency of the ELIS in 2002–3. The 2004 discussions culminated in the Humanitarian Mine Action Project in mid-2005. Although EMAO integrates MDD, Technical Survey teams, manual and mechanised demining activities, it was decided that NPA should focus on and strengthen EMAO's capacity within the MDD and Technical Survey components. The latter is supplemented by a survey covering socio-economic issues, which NPA denotes Task Impact Assessment (TIA). The 2005–7 project document was agreed and a Memorandum of Understanding was signed December 20, 2005. The MoU has just recently been extended throughout 2009. The project is clearly designed to enhance EMAO's capacity – not to establish NPA as an independent mine action operation in Ethiopia.

In October 2005 NPA started its operational work, with initial funding from Norway and Finland, by bringing MDDs and handlers from Bosnia and Herzegovina for rapid field deployment, while simultaneously training EMAO staff as dog handlers. A field camp was established in Gemhalo, Tigray, where the MDDs first started operational activities before a similar camp was established in Togo Wchale, Somali region, to supplement EMAO's overall mine clearance activities in the area with MDDs. To strengthen the sustainability of EMAO's MDD capacity, NPA and EMAO

¹ The intention is that, by default, the incumbent Minister of Defence shall chair the board. At present, however, the board is chaired by the former MoD.

has established a training centre, including a kennel and classroom facilities to train dogs and personnel, at Entoto hills outside Addis Ababa.

In October 2006 EMAO and NPA agreed upon a Standard Operational Procedure (SOP) for the Technical Survey component to increase effective and cost-efficient ways of solving the landmine and UXO problem in Ethiopia. Five technical survey teams were trained and equipped by NPA in early 2007, and all teams are currently carrying out a national survey of the ELIS results, that will feed into EMAO's process of producing a new national Mine Action Strategy. NPA is funding 102 national staff including EMAO personal within the MDD and Technical Survey components. From NPA employment these were transferred to EMAO in the late 2007.

Midterm Review

In 2006 the Geneva International Centre for Humanitarian Demining (GICHD) undertook a comprehensive midterm review.² In general, this review is highly positive to the Ethiopian Mine Action Programme and its technical side as well as the competencies of both EMAO and NPA. It does, however, remark on some challenges that are relevant to the present end review.

The midterm review reports that EMAO personnel assigned for training as dog handlers are very capable and well-motivated, and that the kennels and dogs are well maintained. It refers to an NPA monitoring mission in January 2006 that reported very favourably on the progress of the MDD component, including the fastest start-up of an MDD project in NPA's history. There was some discontinuity between NPA's and EMAO's Standard Operational Procedures, which ended in EMAO accepting the NPA approach – a choice the midterm review concurs with. Although the review reported that the construction of the MDD training centre at Entoto was “running several months behind due to various bureaucratic hurdles”, it concludes that the centre and its location provide ideal training facilities and conditions for the dogs. Whereas EMAO was enthusiastic about the MDD component introduced by NPA, the review reports that EMAO was less enthusiastic about the TIA inherent in the Technical Survey component.

Initially the TS component was delayed due to “NPA's inability to recruit a qualified Operations Manager”. The first Operations Manager recruited was deemed highly competent but did not establish an effective working relationship with EMAO's Director General. Awaiting the replacement delayed the implementation of the TS–TIA component. Furthermore, the review asserts that EMAO management had not yet accepted the recommendation to adopt the more aggressive risk management approach of the TS–TIA, although EMAO encompasses the assets needed to adopt the more insistent and thus effective and cost-efficient risk management tools. Those who received TIA training, however, appeared to be enthusiastic about TIA. The review adds that there are opportunities for improved sequencing of demining operations within existing framework, and that the cooperation and coordination with other development activities could be strengthened.

According to the review, the EMAO–NPA partnership was strained during the implementation of ELIS, but they continued working together be-

² GICHD. 2007. *Evaluation of NPA's Humanitarian Mine Action Project and Review of Ethiopia's Mine Action Programme*. January 2007. Final draft.

cause EMAO was interested in enhanced MDD capacity, and NPA was happy to play a capacity building role rather than establishing a separate operation. Further strains occurred, largely due to bureaucratic hurdles. “While good progress has been made, it is not assured that the relationship between NPA and EMAO will evolve into a healthy and productive partnership”, the midterm review reads. Disagreements concerned key project components such as whether to explicitly incorporate risk reduction into Technical Survey, and the role of the TIA and its adaption to the Ethiopian context. Regarding the EMAO–NPA partnership, at the time of the midterm review it was “premature to determine whether continued involvement by NPA would be warranted once the current project finishes at the end of 2007”.

3. FINDINGS

3.1 Project implementation

The 2005–2007 project was agreed in mid-2005, and the original project document is dated September of that year. It states that NPA will train and deploy capacity in the fields of mine detection dogs (MDD) and technical survey (TS). National competence should be built over the project period in a manner that should facilitate the controlled reduction of international staff and NPA involvement. Capacity building outputs were specified as follows:

A national MDD capacity consisting of:

- 25 mine detection dogs and 20 dog handlers of which at least 4 should be qualified MDD supervisors and 2 should be qualified trainers
- At least one fully equipped mobile MDD base
- A fully equipped MDD training centre

A national Technical Survey capacity consisting of:

- 6 Task Impact Assessment (TIA) Officers
- 15 Technical Surveyors, of which 3 should be qualified team leaders and 2 have experience as trainers
- All TS staff trained in MDD assisted TS (and MDD staff trained in providing assistance to TS teams)

In addition, through the training and operations carried out, the project should contribute to the operational outputs of EMAO in the fields of:

- MDD confirmed and verified land
- Suspected hazardous area reduced through TS
- Provision of technical and other information required for task planning
- Site preparation and minefield marking through technical survey
- Reporting on outputs in terms of socio-economic benefits to communities

In the implementation of the project, there have been a number of obstacles and delays. In part, these have been related to bureaucratic hurdles, such as difficulties in obtaining duty free access for NPA vehicles. In other cases, difficulties have related to differing views between NPA and EMAO over the TS and TIA components, or to personnel issues and changes (see below, section 3.2). These difficulties resulted in considerable delays in starting up both the TS training and the construction of the MDD training centre.

Still, by the end of 2007, most planned activities had been realized. Following three rounds of MDD trainings, 27 mine detection dogs and handlers had been accredited. A separate course for MDD team leaders had resulted in three qualified MDD team leaders. MDD base camps had been established at both at Gemhalo in Tigray and Togo Wchale in the Somali region. The

Entoto MDD Training Centre was operational (part of the planned construction was finalized in early 2008). Separate trainings for TS team leaders and for deputy team leaders and deminers, and for TIA staff were held, with retraining for team leaders and deputies, thus making five TS teams operational from mid-2007. In achieving all this in a relatively limited time period, NPA has demonstrated considerable flexibility and agility. Flexibility was also shown when NPA decided to assume the costs of the expatriate advisor to EMAO's information management department when the need arose.³

A formal handing over of these components took place by the end of 2007. All equipment was transferred to EMAO, and the personnel of the various teams and camps which had been seconded to NPA – a total of 102 – were transferred back to EMAO. As far as we can ascertain, this handing over took place without any hitches.

With respect to the planned capacity building outputs, there is really only one that has not been met, namely the training of Ethiopian MDD trainers. The impression of the review team is that this should be seen as reflecting too ambitious plans rather than any deficiency in what appears to be a successful transfer-of-knowledge project.

The MDD component is still dependent on expatriate advisors for key tasks. There is still a need for outside support in the form of an MDD field advisor to help as retraining needs emerge among the dogs, and there are a number of administrative issues related to the programme that have not yet been nationalized, such as importing key inputs such as dog food and medicine.⁴ The 2008–2011 project includes an expansion of the MDD component to train dogs from puppies in Ethiopia. This training is planned assumed by local staff over the programme period. If this new component is implemented as planned, it should resolve EMAO's current dependence on outside trainers and field coordinators.

The technical survey component, in contrast, appears less dependent on outside support. This is not to say that the TS teams would not benefit from refreshment training, but rather that EMAO seems to have the capacity (and the plans) to implement a refresher training programme on their own.

The mine detection dogs have been actively used in operations since the first batch were accredited at the end of 2005. At the very start they worked with Bosnian handlers, thereafter with national dog handlers. They were first deployed in Tigray, thereafter also in the Somali region. According to NPA, the Ethiopian programme is unique in their experience in having become operational so rapidly. The dog teams have also consistently achieved high figures for amount of land cleared per day. EMAO is likewise very happy with the component and sees it as an important strengthening of their capacity.

The Technical Survey teams started working in mid-2007, and have been engaged with resurveying the areas indicated as suspected hazardous areas in the Ethiopian Landmine Information Survey from 2004. This study indicated that 1,492 communities were affected by landmines and/or unex-

³ The position had previously been funded by UNDP, and nationalization of the position was planned for 2007. However, the EMAO counterpart who was supposed to assume the responsibility left the organization, thereby leaving a gap which NPA stepped in to fill.

⁴ To maintain operational capacity MDDs need special high-nutrition food. This is not produced nationally and thus imported from South Africa.

ploded ordnance, with a total suspected area of 2,500 km². Happily, these figures are quite exaggerated, and the technical survey teams have almost completed surveying all of these communities (apart from those inaccessible due to security concerns in parts of the Somali region). This discrepancy is due to the ELIS methodology, which – as such initial studies generally do – relies on reports from communities and local authorities, without any *in situ* examination of the land reported as SHA, for instance to determine whether in fact it is being used or not. In the current survey process, EMAO is getting a much more realistic picture of the problem as well as detailed information to help planning and preparing clearance work. Furthermore, through reductions in suspected area, land is released for productive or other purposes. In the course of this survey, the teams have also been able to clear minefields where these have been limited in size. Thus, the Technical Survey teams have done a huge and vital task in the year they have been functioning. As the national survey is completed, the plan is to transform them into ‘Rapid Response Teams’. This does not mean any change to the composition of the team, but rather that they will be used to deal with surveying and clearing areas where new mines or ordnance are discovered, or for clearance of smaller areas where it does not make sense to send a whole company of deminers.

The following Table details some of the operational results of the mine detection dogs and the technical survey teams, from the start of the program up to today.

Land released and reduced by TS Teams	345 km ²
Land cleared by TS Teams	0,2 km ²
Land cleared by MDD teams	4,9 km ²

3.2 NPA – EMAO partnership

The relationship between EMAO and NPA has changed and evolved over time. There have been significant difficulties during the project period, and relations have at times been quite strained. At the end of the project period, however, a fruitful partnership appears to have been established.

There have been different reasons for the difficulties encountered. Firstly, the fact that NPA had been responsible for carrying out the ELIS study (2001–2004), with which EMAO were not particularly happy, as well as the initial disagreements over priority areas for mine action,⁵ meant that relations did not start on the best of terms.

Secondly, at the outset there were different views on the relative importance of the different programme components. While EMAO was enthusiastic about the mine detection dogs from the outset, there was more initial reluctance to the idea of the Technical Survey component, and especially the Task Impact Assessment (TIA) was at first rejected by EMAO. Over the

⁵ Whereas NPA was of the opinion that needs were greatest in the Somali region, EMAO and the Government of Ethiopia insisted that demining should start in Tigray and Afar, due to the recent suffering these regions had been exposed to due to the war and because of the need to resettle the internally displaced of these regions.

years the two institutions have come to have much closer views on these issues, as EMAO has acknowledged most of the rationale behind the NPA approach, while NPA has understood EMAO's need to adapt this model to the Ethiopian context. The fact that both EMAO and NPA are strong organizations with confidence in their own capacities and knowledge has meant that such differences in opinions have had to be thoroughly worked through – none of the partners has taken the easy option of backing down and letting the other impose his will. While this may have contributed to tense relations at times, it should be acknowledged that it is also an expression of a positive partnership in the context of a transfer-of-knowledge project: The donor has expertise to contribute, while the recipient ensures ownership through careful consideration of what to accept.

Thirdly, these kinds of partnerships are heavily dependent on the individuals involved. At times NPA has had difficulties recruiting the required type of personnel; at times individuals have not adapted well to the Ethiopian context or had difficulties in establishing good working relations with EMAO contacts or counterparts. These problems have also affected the partnership. While EMAO is very happy with the current NPA staff, they view with concern the fact that the Project Manager is being replaced next month. If NPA gives him the Ethiopia desk when he returns to the head office, this would help relieve this concern.

And fourthly, external bureaucratic difficulties have also affected the partnership. Delays in approval from the NMFA for the 2007 funding meant that the project was put on hold until May that year, adding to the strains between NPA and EMAO. Furthermore, bureaucratic difficulties encountered by NPA in Ethiopia – for instance related to the duty free import of cars – have led to feelings within NPA that EMAO could have done more to facilitate the procedures.

These difficulties notwithstanding, EMAO and NPA have achieved a strong partnership relation at the end of the project period, based on mutual respect.

It is worth pointing out that for the NPA, the Ethiopia programme is different from its work in other countries. This is the only place where NPA is not principally a mine action operator, but working to build the capacity of a local institution. Though NPA has had – and still has to some extent – operational responsibilities, the aim of the project is to transfer the whole responsibility for this to EMAO. The review team strongly concurs with NPA and EMAO in that this is the correct arrangement for this kind of programme (at least where the institutional context allows it, as is the case in Ethiopia).

But this way of working also poses its particular challenges. There are inherent contradictions related to issues of control, ownership, dividing responsibilities and handing over responsibilities. During the project period, the EMAO staff involved in the project components (102 persons in total) were seconded to the NPA, who also owned the project equipment. By 31st of December 2007, everything was handed over to EMAO, seemingly without any major problems. Personnel we talked to about this transfer had not noticed any difference, and appeared unaware that they had actually been NPA employees for a period. We see this as an indication of a very smooth transfer of responsibilities. There has also been a steady decrease in the role and importance of NPA expatriate staff in the running and management of

the project over the period. Thus, in the main it seems that these issues have been handled appropriately.

Still, it should be pointed out that there are some areas where NPA has retained the responsibility. This is in areas where NPA has an obvious comparative advantage, such as in importing specialized items like medicines and dog food,⁶ as well as in responding quickly to specific material needs that TS and MDD teams in the field may encounter. It is natural that NPA in this way makes use of its expertise, international contacts and un-bureaucratic flexibility and ability to react quickly. However, it means that NPA remains vital for certain key issues. In the coming project period NPA and EMAO should ensure that EMAO takes over these responsibilities – even if it may mean losses in efficiency – in order to eliminate these forms of dependency.

In discussing with EMAO staff about the relationship with NPA, the review team noted that the partnership relation was not well-known below the top management level. It may be unproblematic that members of TS and MDD teams were unaware of the partnership, the project, and the fact that they had been seconded to NPA during the project period. There may even be benefits to this ignorance as it may reduce any perception of donor imposition, strengthen the employees' relation to EMAO, and thus enhance institutional sustainability. However, we view with more concern the fact that even the department heads within EMAO appeared to be unfamiliar with partnership discussions and key documents such as the midterm review and the 2008–2011 project proposal. In our opinion, discussions on partnership issues and on developing future plans ought to involve a broader range of EMAO staff than the only director and his assistant. The fact that crucial elements of the partnership relation only play out at the top level is probably related to the centralized nature of EMAO as an organization. We believe that both EMAO and the partnership would benefit from broader involvement in these processes. Regarding this point, EMAO has made the following comment: 'EMAO management discusses issues regarding project proposals and all progresses attached to them. But, department heads are much more concerned about operational activities rather than agreements or progress on partnership with different orgs.'

This is a project where it is very easy to point to the value added of NPA. NPA possesses a highly specialized professional expertise of great relevance to EMAO. On the basis of this professional competence, NPA has succeeded in contributing to a capacity development within EMAO which is not so much related to organizational development – EMAO was already a well-organized and efficient organization – but more focused on building new knowledge and skills for new tasks. It appears evident to the team that the successful process of knowledge transfer has been made possible because of NPA's specific technical expertise.⁷ In addition, NPA has brought to the partnership an un-bureaucratic flexibility and effectiveness which has allowed most planned activities to be implemented in spite of the delays and obstacles along the way.

⁶ Which have turned out to be quite complicated affairs.

⁷ Of course, the organizational capacity of EMAO to receive the new competence and integrate it into its overall structure is the other half of the equation for the successful result.

The 2008–2011 project proposal has been written by NPA. Yet the EMAO leadership is very clear in stating that this is a document to which both organizations have a joint ownership. The first draft was based on ideas they had agreed on during initial discussions, and it was subjected to a process of further discussions, comments and revisions until both were happy with the contents. Thereafter the document was submitted for approval to EMAO's board and to the Government of Ethiopia. Both EMAO and NPA emphasized that this had been a relatively smooth process without substantial divergences between the parties.

When asked about what kind of funding modality preferred by EMAO for the future – whether funding should be continued to be channelled through NPA or whether direct funding to the Government of Ethiopia would be better – EMAO is explicit in stating that for the 2008–2011 period, NPA should continue to be the channel. If there is to be any continuation of support after this period, other funding modalities may be discussed. The main reason given was that the arrangement of the proposal, with funding through NPA, had already been approved by the Government of Ethiopia. Should this be changed, there would be a need for renewed discussions over the proposal and the new institutional mechanisms. Moreover, a change in funding modality might also include a time-consuming new process by which funds would be channelled through government institutions to EMAO. Thus, EMAO's main stated argument relates more to avoiding rigidities on the Ethiopian side than to any inherent advantages in having NPA channel the funds. However, the EMAO leadership has also emphasized the NPA's flexible attitude and ability to react fast as advantages of cooperating with them, as well as the value of NPA's technical competence.

3.3 EMAO and the project

NPA's mine action programme appears to be well targeted and adapted to the capacities, potentials and needs of EMAO in particular and the Ethiopian context in general. Although there was some disagreement at the management level of EMAO and NPA at the inception of the project – notably regarding the TIA component of TS – agreement seems now to have been established. Both EMAO and NPA managers state that disagreement and potential conflicts were dealt with in the initial phase and once consensus had been engendered both parties have been committed to the project. We concur with this perception and believe this also to be an expression of a fruitful partnership that rests on mutual respect in devising shared objectives between two strong and highly competent institutions. The project is, moreover, clearly designed to enhance EMAO's capacity – not to establish NPA as an independent operation. NPA is also interested and willing to renounce its operational role as EMAO's capacity gradually improves.

Initially EMAO was sceptical to the TIA component and thus only appropriated the first phase of it. EMAO at central level and the technical survey teams working in the field are increasingly recognising the importance of TIA. Discussions remain, however, on how the TIA is to be used. The NPA model sketches three phases. The first phase is a pre-demining assessment to understand community needs, prioritise tasks and ensure that correct

areas receive sufficient and targeted demining activities, phase two is an ongoing assessment to check that the demining team is clearing the correct areas and that the community's needs and priorities have not changed since the last visit of the TIA team. TIA phase three is designed to check what the actual impacts of clearance have been compared to the expected impacts predicted in the first phase. TIA is currently being used for phase one, and EMAO states its intention of also implementing the third phase, while phase two is seen as less relevant as EMAO believes this is covered in already ongoing demining activities. Another question is whether the socio-economic data collected in phase one is actually used for priority setting for operations. So far EMAO's operations department does not appear to be basing its planning on this information.⁸ There is also work to be done on NPA's side in improving the contextualisation of TIA to Ethiopia as TIA was adopted from NPA's mine action in Sri Lanka and draws on a methodology and approach developed at headquarters level. Contextualising the TIA approach to Ethiopia through a EMAO–NPA joint venture has the potential of improving TIA and create shared consensus and ownership to it.

The MDD component is highly relevant to EMAO and was perhaps the most important component that initially enabled the EMAO–NPA partnership. Overall EMAO demonstrates strong commitment and ownership to the MDD component both at management level and among deminers in the field. NPA is also very satisfied with how EMAO has incorporated and now manages the MDD component. EMAO continues to demonstrate strong interest in the MDD component. First of all, it embarked on the Entoto training centre with own resources to keep the process on track as funding from NMFA/NPA for the 2008–2011 project is still awaiting. These are funds that NPA will not reimburse if and when the 2008–2011 project is approved. This is thus a clear indication of the importance EMAO attaches to the training centre. Also field staff sees the MDD component as highly important and necessary, including the 2008–2011 application's expansion into a puppy project.⁹ The proposed expansion with a puppy component thus seems well targeted and in line with the wish of field staff, who sees this as an opportunity gain more knowledge on MDD by following the whole process, and for handlers to establish stronger linkages with the dogs. In sum, past, present and future activities related to the MDD component are well targeted and enjoy strong commitment and ownership throughout EMAO.

NPA's project components are well integrated into EMAO's overall activities. The TS and MDD components are applied in a coherent manner together with manual and mechanical demining activities, depending on what is necessary, required and relevant for the different contexts. The different approaches are all seen as part of EMAO's toolbox, a toolbox that has become significantly expanded through the project's addition of MDD and survey competence. Operational efficiency and output are the driving rationale, and the context determines the selection and combination of tools.

⁸ This may be due to the fact that it is only now with the completion of the national survey that EMAO is really in a position to use the TIA information in this way. But it may also indicate that some of the original scepticism to the value of TIA lingers on.

⁹ Training of dogs from puppies, in contrast to the initial practice of importing fully-trained dogs from Bosnia.

The technical survey teams have filled an important function in revising the ELIS data, giving EMAO greatly enhanced data for its demining operations as well as reducing the overall scope to a scale that can conceivably be handled within the 2015 deadline for becoming mine-free, set by Ethiopia's becoming a party to the Mine Convention in 2005. At the same time, the survey teams are efficient entities for small-scale demining where there is a need for this, as well as for rapid deployments to areas where new mines or UXO are discovered. Where conditions are suited for their use, the MDDs greatly increase demining efficiency over the work of manual deminers. At the same time, the MDDs can also aid the TS teams in establishing minefield perimeters or reducing the suspected area. In general EMAO seems competent at using its different tools or assets in a coordinated manner.

The support has also been given in a way that supports the components being integrated into EMAO's overall work. There are no external or donor-imposed conditions that limit this integration. The NPA supported components are thus being used efficiently to complement other EMAO activities. There is, however, a potential for greater integration of the TIA component.

EMAO is an efficient organisation with dedicated staff. During the project period it has increasingly assumed greater responsibility as a result of enhanced capacity being an explicit objective of the NPA support. This process is, moreover, paramount to securing the sustainability of EMAO in general and the project in particular. Achieving the goal of transferring the 102 NPA staff to EMAO indicates that EMAO gradually assumes greater responsibility, and that NPA perceives EMAO to hold the necessary capacity to do so. Although there is a *de facto* capacity building, it is still premature for EMAO to take over the whole project and all of its components. In particular this concerns different forms of training. Both parties agree that EMAO will not be able to assume full responsibility before remaining training needs concerning MDD and IMSMA are met. Further TIA training could also be necessary depending on the degree of TIA involvement in the future. Although an institutional strengthening of EMAO has taken place during the project period, both EMAO and NPA see the need of further NPA involvement.

To enhance sustainability, EMAO could benefit from freer internal information flow. EMAO's top management level agrees that there is a room for improvement in this respect, even if they assert that the problem is not as great as perceived by the review team. Our impression is that EMAO is relatively hierarchical and centralized. Although restricting communication to the top level might ease project negotiations vis-à-vis NPA, it runs the risk of impairing the potential of sustainability.

EMAO expresses and demonstrates strong interest in the programme, with the necessary backing of the Government of Ethiopia. A strong indicator of this is, as previously mentioned, that EMAO initiated the expansion of the Entoto training centre with its own money, when expected donor funds were late in arriving. On the government side, the fact that it used World Bank funding to establish EMAO, although it could have chosen to spend the money otherwise, should be viewed as indicating a strong commitment.

Although the 2008–2011 project proposal was written by NPA, EMAO leadership is explicit in stating that there is a joint ownership to the document. EMAO is a credible organisation and would not agree to the project without seeing benefits for itself. Neither does it seem like NPA is imposing

conditions in its mine action programme. The discussions and negotiations prior to submitting the proposal have been crucial for establishing joint ownership, and should minimise disagreements during the project period.

Another aspect underpinning the government's ownership and commitment to EMAO and the mine action programme is its aspiration to become a regional actor with comparative advantage and competency in mine clearance. In 2007 EMAO initiated a dialogue with the African Union (AU) over a future mine action cooperation. So far this is only on the level of dialogue; no specific country has yet been mentioned as recipient of EMAO's capacity. This is nevertheless potentially a very important and interesting value added for NPA's support to EMAO. From EMAO's side it is an ambition to participate in future regional AU peacekeeping missions, within the humanitarian mine action component. Particularly the MDD component and the Entoto training centre would be essential to the potential AU contribution. For the moment, however, EMAO's main priority remains to continue clearance of landmines and UXO within Ethiopia. Given that full clearance in Ethiopia will take a number of years (even if the actual number will depend on which tools are used – NPA argues risk management practices could shorten the timeframe), potential AU participation should not derail the demining process within Ethiopia. Again, the training centre appears to be an important component as it would enable EMAO to build and expand its capacity for both national and regional use.

Although the AU-link is interesting and might provide a value added for the NPA project, it should be noted that EMAO would have to compete with other African actors aspiring to build competency in demining activities for potential AU use. This concern was, however, raised only by one informant. Nevertheless, before celebrating and pursuing the AU link one should consider mapping other demining activities and competencies within Africa aimed at AU participation and potential for coordination and collaboration. However, according to the information we have received, EMAO is currently the only African mine action operator having its own Mine Detection Dog operation.

3.4 Demining and development

To the review team there are obvious linkages and clear contribution to general development efforts stemming from the demining activities. These linkages are, however and at present, merely *indirect*. Both EMAO and the mine action part of NPA are organisations dedicated to mine clearance, and their organisational identities are largely detached from the development segment. Conversely, development actors largely understand themselves as separate from mine action. Initially, the review team also considered demining activities within the realm of human security, but during the review we have been convinced on the wider effects of demining for development of local communities. Relations between mine action and regular development projects are, however, scarce with a great potential for improvement.

GICHD's midterm review also had the links to development programmes as part of its scope. Although this is not the strongest part of the report, it asserts that for mine action "to link effectively with development

efforts, mine action officials and advisors need to understand the development planning, management, and financing mechanisms in their country". Although it is difficult to disagree to this based on our data, it should also be mentioned that development actors should aspire toward a greater understanding of the demining segment. There are ample reasons as to why communication and understanding of each others' role, mandate and practices should be improved.

Demining activities are crucial for releasing land. In Ethiopia where land scarcity is a major problem and about 90 percent live in rural areas with agricultural produce as the main source of income, releasing land is of paramount importance and as such an important contributing factor to general poverty alleviation measures. Clearing and releasing land open areas for settlement, cultivation, animal grazing areas, construction of feeder roads, etc. Furthermore, land released may serve for school or health post construction, or open new access routes to such services or to water sources, and so on, so there are health, education and other development benefits from mine action. Moreover, demining may be a precondition for general infrastructure development, mining projects or petroleum exploration.

Demining is a technical activity chiefly concerned with physically removing mines and UXO and thus clearing land. It does not, as such, include any particular gender component. To the review team it seems difficult – and perhaps unnecessary – to include an explicit link to gender issues. As the development link, the gender-link is indirect. Considering that women are often responsible for household activities, fetching water and agricultural production, clearance of land has a major impact on women's lives and daily practice. This indirect link should be recognised as sufficient, and further enhancement of gender perspectives should be dealt with indirectly to demining activities and rather as a direct and integral part of the development activities.

EMAO should *not* become a development agency or explicitly commit itself to development activities. It should rather strive towards making the link to development efforts more clear. Although EMAO management level recognises the potential link to development, awareness of demining's importance and impact for development efforts below management level could be improved.

Although there is great potential for linking development and demining, development and mine clearance organisations should have mutual respect for each others' activities and operations, and not step on each others' turf. Considering this, EMAO should nevertheless strive towards making the link to development efforts more clear and could thus perhaps initiate and facilitate a venue for regular meetings between EMAO and selected development actors. This has the potential to become an important forum for EMAO to disseminate knowledge about activities which it is undertaking and land that has been cleared and thus opened for potential productive purposes. In this respect, EMAO's IMSMA department holds a crucial role through the vast database it manages containing information derived from the technical surveys. In particular, the TIA and the Questionnaire for Phase 1 Impact Assessment collect data on the socio-economic conditions in areas previously inaccessible to development organisations due to their status as suspected hazardous areas. Through the TIA, EMAO collects information on people

and communities' needs and opportunities. This information, we believe, could be of great benefit to the development community.

4. CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

We find the NPA Mine Action Programme in Ethiopia 2005–2007 to be a successful capacitybuilding and transfer-of-knowledge project: It is highly relevant for EMAO and the Ethiopian context; in spite of delays along the way, most planned activities were realized by the end of the project period; new competence and capacity have been built in EMAO with respect to both project components; these new capacities are being used effectively in the field and complementary to EMAO's other assets; and while there is still some EMAO dependence on outside technical support, this is expected to be overcome in the ongoing extension of the program.

Relations between EMAO and NPA have at times been strained, but at the end of the project period a good partnership relation based on mutual respect has been established. A greater involvement in partnership discussions of EMAO staff below top management level could have deepened the relationship further. The Ethiopian programme is different from NPA's other mine action operations in that it seeks to build the capacity of a local institution instead of establishing NPA as an independent actor. This, of course, should be the preferred option if the institutional context allows it, as is the case in Ethiopia. NPA has represented a very clear value added to the project, principally through its technical competence in a highly specialized field, but also due to its flexibility and ability to react fast. EMAO is explicit in stating that new funding for a continuation of the programme for the period 2008–2011 should also be channeled through NPA so as to avoid any unnecessary delays.

For EMAO, the project has contributed with new assets that complement existing capacities, thus increasing overall efficiency and effectiveness. There is, however, a potential for greater integration of the TIA component into EMAO's overall work. EMAO is a strong and efficient organization which will ensure institutional sustainability for the project components once remaining capacity building needs are met. EMAO would, however, benefit from greater information flow to and involvement of staff below top management. EMAO expresses strong ownership of the program, and this is further demonstrated by decisions tying own funds to its continuation. This is also an indication of overall government ownership of the program.

The work of EMAO, including the components supported by NPA, implies a strong contribution to development. Contrary to popular perceptions, the main benefit from a mine action programme may be the fact that land is released for productive purposes (even if protection of life and limbs also remains an important effect). In a country where land scarcity is a major limitation, such as Ethiopia, this is of great importance for development purposes. The project can therefore be said to contribute to livestock and agricultural development; to health and education programs; to the development of roads and other infrastructure; to mining development and petroleum exploration; and thus indirectly, to reaching PRSP and MDG goals. Unfortunately, EMAO is not yet in a position to quantify these contributions, even if

the raw data appears to exist. There is also a potential for increasing the awareness of these aspects of EMAO's work within the overall organization. Furthermore, there is an unrealized potential for contributing further to development efforts if information about the work of EMAO, the land released and the rehabilitation and development needs of the communities involved were channeled to the relevant development actors working in the areas in question.

4.2 Recommendations

1. Quick response to NPA's 2008–2011 application

As in 2007, the NMFA and the Norwegian Embassy in Addis Ababa have been late in responding to NPA's application. Due to the co-funding from Finland and Holland, the project has been able to carry on until now, even though all investments have been put on hold. However, NPA is overstretched financially, and the project is in immediate danger of having to close down. Should this happen, there will be negative consequences that cannot be fully remedied even if the application is approved at a later point in time. There is therefore an urgent need for a response to the application.

2. If positive response, funds should continue to go through NPA

Using NPA as a channel is the logical option from the point of view of the project. This is EMAO's very clearly preferred option; NPA brings highly specialized technical expertise to the programme and has contributed with an evident value added to the project; and if this modality were to be changed, the implementation of the 2008–2011 programme will in all likelihood suffer due to new practical and bureaucratic difficulties.

3. EMAO should channel relevant information to development actors

From the Technical Survey process, including the TIA component, EMAO is receiving a considerable amount of information on communities and their mine problems and development constraints, which is being fed into its IMSMA database. Additional information on land clearance is added as demining is implemented. This information can be of significant use to development actors working in these areas. It could for instance allow them to target communities having newly released agricultural land with the inputs required to work this new land, thereby enhancing the development impact. However, as of today development actors appear not to be aware of this store of information, and there are no mechanisms for releasing useful information to relevant actors. Thus there is a need for developing systems to ensure such dissemination of information. We recommend that support for this process be included in the 2008–2011 program.

4. EMAO should ensure that TIA data is used for operational priority setting

While TIA was originally not a priority of EMAO, it has come to recognize its value for the Technical Survey itself. However, the data collected through the TIA can also be of great benefit to the operational planning, by allowing socio-economic data to inform decisions on priorities, or the agricultural cal-

endar to influence timing and sequencing. As of now, this potential of the TIA appears not to be used. EMAO reports that as the regions are the ones to set the priorities, consultations on this issue are currently being undertaken.

5. EMAO should generate and publicize data on the development impact of its work

Within its databases, EMAO possesses considerable information on the amount of land released, on how much of this has been blocked for developmental purposes,¹⁰ of what types of productive and social benefits the land can give, and so on. However, this information is not directly available. EMAO should make this information available in a quantified form, in order to disseminate knowledge among donors, development actors and the public on the developmental impact of its work. If necessary, a study on this could be included within the framework of the EMAO – NPA partnership.

6. NPA should ensure that responsibility for all tasks is transferred to EMAO in the coming project period

While in general the project has been successful in building EMAO's capacity to manage and implement the new assets introduced through the project, there are some key issues where there is still dependence on outside support. In part this reflect the considerable time needed to build competence in the field of mine detection dog training, in part it reflects the fact that it has been more practical to let NPA handle certain tasks. In the new project period, NPA should ensure that EMAO acquires the capacity to handle all these responsibilities on its own.

¹⁰ Land released includes land that has been cleared of mines as well as land that through surveying is determined not to contain mines or UXO and is consequently reclassified as 'Areas Without Obvious Risks'. The latter category includes both land where the local population has avoided using it and land that was registered in the ELIS as a Suspected Hazardous Area, but where the local population were aware that it was not dangerous and were using it productively. This last type of land has consequently not been blocked in practice.

5. Appendix 1: Terms of Reference

Project no: ETH-3016

Agreement no: ETH-06/50

End Review of the Norwegian People's Aid Mine Action Programme in Ethiopia 2007

26-30 May 2008

Background:

- **Mines in Ethiopia**

Ethiopia is one of the most mine-affected countries in Africa, with contamination stemming from a series of internal and international armed conflicts, including the war with Eritrea 1998 - 2000.

The Ethiopian Landmine Impact Survey (ELIS, 2004) found more than 1.9 million people living in a total of 1,492 mine-affected communities. Ten of the 11 regions are affected to some degree, but the bulk of the contamination is in Afar and Tigray (bordering Eritrea, with 'classic' defensive minefields along trench lines stretching for hundreds of kilometres) and Somali (site of the Ogaden War, with more dispersed landmine and UXO contamination). The ELIS also recorded 16,616 casualties, more than half of whom had been killed.

Ethiopia's humanitarian demining programme began in 1995, when the U.S. provided training and equipment to the Ethiopia Demining Project – three non-combatant demining companies under the Ministry of Defence. However, in 2001 the Government decided to establish a civilian agency – the Ethiopian Mine Action Office (EMAO) – to implement the demining component of its Emergency Recovery Project (ERP), designed for the sustainable resettlement of over 360,000 people displaced by the border war with Eritrea.

A Mine Action Supervisory Board was set up under a Council of Ministers regulation in 2001, to oversee the work of EMAO. The board includes representatives from the ministries of defence, foreign affairs, finance and transport and communication as well as the Director General of EMAO.

- **NPA Mine Action in Ethiopia**

Norwegian People's Aid (NPA) established a cooperation with Ethiopian authorities when they were chosen to implement the Ethiopian Landmine Survey (ELIS) in 2002-2004, and EMAO and NPA started discussions on support to EMAO's capacity development efforts.

This resulted in the Humanitarian Mine Action Project that was agreed in principle in mid-2005. A project document for 2005 – 2007 was agreed and a Memorandum of Understanding between EMAO and NPA was signed 20th December 2005.

The project was designed with NPA to focus on Mine Detection Dogs (MDD) and Technical Survey (TS) capacities, the latter supplemented with socio-economic survey/ analysis, which NPA terms Task Impact Assessment (TIA). The initial funding was secured from Norway and Finland.

Mine Detection Dogs and handlers from Bosnia and Herzegovina was brought to Ethiopia in order to rapidly deploy in the field while simultaneously training EMAO staff as dog handlers.

A field camp was established in Gemhalo, Tigray Region where the MDD's first operational tasks were located. Later a similar camp was established in Togo Wchale, Somali Region in support of MDD operations in the area.

In October 2006, EMAO and NPA agreed to Technical Survey Standard Operational Procedures (SOP). The TS SOP is very much in line with NPA's recently developed Land Release Concept and as methodology it plays an important part in developing a more effective and cost-efficient way of solving the landmine and explosive remnants of war (ERW) problem in Ethiopia.

At the end of 2007, NPA was funding 102 EMAO staff within the MDD and Technical Survey components. All the staff was transferred back to EMAO 31st December 2007 as the 2005 – 2007 project came to an end.

- **The Donor**

Norway and Finland were the initial financial supporters for the demining project between NPA and EMAO. It should also be mentioned that there are UNDP advisers assisting EMAO with mine clearance and mine-action capacity building.

During the 2005 – 2007 NPA Mine Action Project in Ethiopia, the Royal Norwegian Ministry of Foreign Affairs through the Embassy in Addis Ababa has been the main donor. In May 2007, the contract for a grant of **NOK 10,570,000** for the NPA Project in support of EMAO for 2007 was signed. Within the contract, paragraph 7 describes that an End review shall be carried out by March 2008. This ToR will serve as the guideline for this review.

- **Scope and objective of the end review:**

As described in the contract between NPA and the NMFA, the objective of the end review will be: "*focusing on progress to date and the effectiveness of the Project, i.e. the extent to which the Purpose is being/have been achieved.*"

The main purpose of the review is to examine the extent to which the project has developed according to plans with regard to the programme's objectives, inputs, budget, activities, outcome and outputs.

The review will also provide basis for the Norwegian Embassy in Addis Abeba to consider possible continued support to the mine action programme, including choice of funding modality (continued NGO-channel vs. direct support to GoE). Focus of the review should be put on the organisational, administrative and implementation capacity of EMAO and how best to assist the institution to carry out the demining themselves.

The review shall primarily analyse Programme activities from 2005, when a mid-term review was done. The findings and recommendations from the mid-term review shall be a point of reference in the end-review.

NPA has already presented a project document for a new phase of the programme. This document shall also serve as a reference document. Although a formal appraisal of the project document is not included in this assignment, the PD will represent an important source of information for the team's reflections on the issue of possible continued support to the programme.

- **Reporting and product specification**

The review team shall provide the following reports:

- **A short debriefing note/Powerpoint presentation** on preliminary findings at the end of the field mission, to be presented at a debriefing meeting with the Norwegian Embassy and key stakeholders.
- **A report** that shall contain the following:
 - an executive summary of findings, conclusions and recommended next steps (maximum two pages).
 - main body of report containing findings and conclusions related to the results of the project, status update, recommended feasible strategic approach based on national strategies and good practices, assessment of key stakeholders/partners, assessment of national monitoring/management and coordination mechanisms and whether Norwegian support have been directed to support national processes and develop capacity, recommendation with regard to joint action with other partners and donors, and monitoring and evaluation procedures (maximum 20 pages).
 - On the basis of the findings on the above issues, some reflections shall be included regarding possible continued support and its modalities

- **Proposed profile/membership of Review Mission**

The Team should preferably cover the following qualifications;

- *Consultant with broad experience from consultancy work in post-conflict areas, representing one of Norad's frame agreement partners, will be team-leader.*
- *International consultant, representing the "Mine Action movement"*

One of the two listed above shall have in-depth Ethiopia-knowledge.

- *Local consultant with fluent knowledge of national language(s.)*

- **Suggested review time frame**

- The in-country assessment is proposed organized 14 - 18 May 2008.
- The total timeframe for the exercise is approx 19 days, proposed as follows:
 - preparation/desk review – 3 1/2 days
 - in-country work + international travels - 8 days
 - initial synthesis and drafting of findings - 2 days
 - debriefing with key local stakeholders and Norwegian Embassy – 1/2 day
 - Write-up of final report – 5 days

- **Audiences and Intended Users**

The contract between NPA and the Norwegian MfA says in para 7 that an end review shall take place and the expenses be covered by the Grant. For the donor this is a standard review as a part of monitoring, as well as giving basis for better assessment of possible further requests for continued support.

A draft report from the team shall be commented of the involved parties and a final report approved by the Norwegian Embassy/MfA, as "commissioner".

The final report shall be distributed to:

- The Royal Norwegian Embassy in Ethiopia;
- The Royal Norwegian Ministry of Foreign Affairs;
- NPA managers (in Ethiopia and in Oslo);
- The EMAO Management;
- Norad, Oslo
- other agencies providing financial support to Ethiopia's mine action programme

Addis Abeba2008

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Bente Nilson
Counsellor

ANNEX 1: Description of the NPA/EMAO Project

Goal

The goal of the project was identical with NPA's global mine-action programme's objectives:

- To support and further strengthen national mine action capacities
- To contribute to the reduction of mine and UXO accidents
- To facilitate safe settlement and access to land for the target group

Purpose

Priority emphasis should be on supporting and further strengthening the capacities of EMAO.

In response to EMAO's request, NPA should train and operationally deploy a mine-action capacity consisting of:

- Mine-detection dogs (MDD) and
- Technical survey (Task Impact Assessment, TIA).

NPA would further build national competence within these fields that encompass technical, management, monitoring and ongoing training capacities. This competence should be developed in a manner that would facilitate a controlled reduction of international staff throughout the project timeframe.

Outputs

Capacity building outputs

By the end of 2007, NPA should after the plans have achieved the following end-states:

- I. A national Mine-Detection Dogs (MDD) capacity consisting of:
 - 25 mine detection dogs and 20 dog handlers of which at least 4 qualified MDD supervisors and 2 qualified trainers.
 - At least one fully-equipped mobile MDD base to be deployed geographically as needed,
 - A centrally located MDD Training Centre (at Entoto mountain outside Addis Ababa) designed to facilitate the long-term sustainability of Ethiopia's national MDD capacities.
 - An enhanced veterinary capacity for canine care and maintenance

- II. A fully equipped and trained national Technical Survey capacity consisting of 5 technical survey teams (51 personnel). Members of the Technical Survey teams should be trained to implement Task Impact Assessment (TIA) to ensure resources are targeted to areas of greatest need and potential socio-economic benefit.

Operational outputs

In addition to the capacity and infrastructural outputs described above, NPA should, during the course of its training and subsequent

monitoring of newly trained personnel, have produce operational outputs as follows:

- MDD confirmed and verified land; in accordance with plans
- Suspected area reduced through technical survey,
- Provision of technical and other operational information required for task planning,
- Site preparation (minefield marking) through technical survey,
- Reporting on these outputs in terms of socio-economic benefits experienced by affected communities (through the TIA component of the technical survey).

Socio-economic conditions in the operational areas (mainly northern Tigray and north/eastern Somali region) was described in the funding proposal for 2007.

Specific Issues and Questions:

NPA PROJECT

- Has a fruitful partnership evolved between NPA and EMAO?
 - Does EMAO see NPA assistance to be well-targeted?
 - Does EMAO see NPA as a flexible and supportive partner?
 - Is there convergence in terms of EMAO & NPA views on how the partnership might evolve in the future?
 - Is NPA the GoE's preferred channel for funding to EMAO?
- Are the outputs planned for the NPA project appropriate to the needs of EMAO and the national mine action programme?
- Have the planned outputs of the NPA project been achieved by the end of 2007?
- Are the demining assets provided or supported by NPA working safely and efficiently?

INTEGRATED DEMINING OPERATIONS

- Are the findings of technical survey/task impact assessment being used effectively when establishing task priorities and demining plans?
- Are the demining assets provided or supported by NPA being used effectively within demining operations?
- Are there further enhancements to demining assets, SOPs, policies, etc. that could significantly enhance the efficiency or effectiveness of the demining programme?

ROLE OF EMAO WITHIN THE NATIONAL DEMINING PROGRAMME

- EMAO's role in decision making process within the National demining programme. Where to give priorities when deciding where to start demining.
- Is EMAO effective in discharging its responsibilities?
- Does the national mine action strategy identify appropriate initiatives for further performance improvements for the national programme and for EMAO itself, and has reasonable progress been made in implementing those initiatives?

MINE ACTION IN A DEVELOPMENT PERSPECTIVE.

- Is mine action appropriately reflected in Ethiopia's development frameworks, plans, and programmes?
- Are EMAO and other mine action actors effective in aligning mine action with development priorities?
 - are development priorities explicitly considered when formulating annual plans and setting task priorities?
 - are mine action personnel in regular contact with development authorities at the national and regional levels?
 - are development benefits accruing from mine action activities reported regularly to the Government and to donors?
- Does the Government of Ethiopia demonstrate ownership of the country's mine contamination problem? To what degree does the Government:
 - meet its responsibilities to invest appropriate levels of resources in sustaining the programme and making it more productive?
 - meet its Mine Ban Convention obligations?

ANNEX 2: Checklist of Specific Issues

Mine Detection Dogs

MDD Operations:

- Is NPA's MDD SOP in accordance with IMAS?
 - Have the training and transfer of competence from NPA instructors to national handlers been according to NPA's SOP and IMAS?
 - Was the accreditation of handlers and of MDD carried out in accordance with NPA's SOP and IMAS?
 - Are the training and kennel facilities built and managed according to NPA and IMAS standards?
 - Is the operational MDD work conducted by NPA/EMAO according to NPA's SOP and IMAS?
- Can NPA further increase MDD productivity and cost efficiency while remaining IMAS compliant?
- Can NPA improve in how it transfers competence from NPA instructors to local personnel?
- Has the NPA MDD project proceeded according to agreed project documents, timeline and outputs?
- Did the NPA MDD component deliver the output targets set-out in the project plan according to schedule?
- Do EMAO and NPA agree on the MDD methodologies and standards that are appropriate to Ethiopia's requirements?
- Is the MDD capacity established within EMAO likely to be sustained?

MDD Training Area

- Is the Entoto Training Centre likely to fulfil the purposes for which it is being constructed?
- Are the current plans for the centre cost efficient?
- Is the Training Centre likely to be sustainable following hand-over to EMAO?

Technical Survey (TS)

- Is the (proposed) NPA TS SOP in accordance with IMAS?
- In what ways can the SOP be changed to promote more land being released through additional or improved risk assessment/risk reduction activities?
- To what extent does EMAO endorse the need for Task Impact Assessment (TIA)?
- To what extent has EMAO incorporated TIA data gathering and analysis into its planning and priority-setting?

- In what ways are NPA trained and monitored TS teams utilizing information from the Ethiopia Landmine Impact Survey (ELIS)?
- Can ELIS data be more fully or differently used to promote better TS priority- setting and increased land release?

Integrated Demining Operations

- Are EMAO Quality Assurance Teams adequately trained and able to assess the various demining capacities according to relevant standards?
- Can EMAO operational planning be improved to promote better MDD productivity?
- Are there other possibilities for improving the productivity of integrated operations?
- Are there obstacles to further productivity improvements?

Role of EMAO within the National Demining Programme

- Do the various organisations involved in mine action in Ethiopia operate as efficient, goal-sharing partners
- What forums are in place to promote information sharing (e.g. on new mine action technologies and developments) and co-ordination (operators, donors, etc.)
- Does the EMAO command and control structure promote joint operational feedback, problem solving, and strategising for improvement
- Does EMAO have a test and licensing regime in place to consistently ensure that all MDD and handlers operating in Ethiopia have the required skills?

6. Appendix 2: People met

EMAO Management

Mr. Gebriel Lager	Deputy Director, EMAO
Mr. Zewdu Derebe	Assistant to the Director, EMAO
Mr. Alem Lemma	Head of Operations Department, EMAO

Technical Survey Teams

Mr. Daniel Haile,	Technical Survey Coordinator, EMAO
Mr. Muuz G. Tsadik	Operations Office
Mr. Tamiru Dinku	Team Leader
Mr. Edil G. Tsadik	Community Liaison Officer
Mr. Asmelash Gebru	Team Leader
Mr. Tamrat Kosha	Community Liaison Officer

Mine Risk Education / Task Impact Assessment

Mr. Shemsu Kedir	MRE Material Developer
Mr. Nega Desta,	TIA Coordinator

MDD

Mr. Mohammed Beyan	Field Coordinator
Mr. Measho K. Mariam	Assistant Field Coordinator
Mr. Midhat Bayric	Field Advisor (NPA)
Mr. Tesfu G. Egziabher	MDD Coordinator

Expatriates

Mr. Timur Obukhov	IMSMA Advisor
Mr. Keta Sugimoto	UNDP Advisor
Per H. Breivik	NPA Programme Manager Mine Action

Communities

Mr. Abdi Harun	Community Elder, Kebribeyah District, Kebri Hanti Sub-district
Mr. Ged Abdi	Community Elder, Kebribeyah District, Kebri Hanti Sub-district

Sheik Abdilsemed
Community Secretary, Awbere District,
Gedeb Sub-district

Sheik Hisak
Community Secretary, Awbere District,
Gedeb Sub-district

Group of 15 persons
Users of MDD cleared land, Awbere
District, Gedeb Sub-district

Norwegian Embassy in Addis Ababa

Bente Nilson	Counsellor, Head of Development Cooperation
Gráinne Stevenson	Programme Officer, Development Cooperation
Rolf Ree	Minister Counsellor
Arve Ofstad	NORAD