Sudan National Mine Action Standards – SNMAS 09.01

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Explosive Ordnance Risk Education (EORE)

Contents

1. Introduction

The term mine and ERW risk education (MRE) refers to activities that seek to reduce the risk of death and injury from mines and ERW, or in general terms from Explosive Ordnance (EO) by raising awareness and promoting safe behavior among "at risk" people within affected communities, and throughout the population in Sudan. MRE activities include training, education and information exchange and dissemination with at-risk communities, communication of safety messages to them and supporting communities' risk management and their participation in mine action.

MRE shall ensure that men, women and children in the affected communities are aware of the risks from EO and are encouraged to behave in a way that reduces the risk to them, their property, and the environment. The main objective is to reduce the risk to a level where people can live safely, and to recreate an environment where economic and social development can occur free from the constraints imposed by EO contamination. This standard covers Mine/ERW Risk Education requirements and best practices that shall be considered by MRE organizations in Sudan and working under the coordination of Sudan National Mine Action Center (NMAC). UNMAS provides mine action including MRE technical support to NMAC and Sudan Mine Action Programme (SMAP).

2. Scope

This SNMAS covers the standard guidelines and requirements for the management and implementation of Mine and ERW Risk Education (MRE) in Sudan.

3. References

The main reference for this SNMAS is IMAS 12.10 and the terms and definitions are taken from IMAS 04.10.

4. Terms and Definitions

A complete glossary of all mine action terms and definitions is given in IMAS 04.10, which should be referred to; IMAS 04.10 is inclusive and broader in principle, covering all mine action terms and definition that are used globally including Sudan. The terms related to monitoring, evaluation, quality management and accreditation are covered in SNMAS 07 series.

5. Mine and ERW Risk Education General

MRE shall be integral part of mine action planning and implementation in Sudan. MRE should mainly be implemented in support of and in conjunction with other mine action activities, however, it can be implemented as stand-alone activities where needed. MRE programs and projects may be implemented in situations of emergency where communities are living around or in the vicinity of EO contaminated areas and where humanitarian assistance support is highly needed especially to the IDPs and returnees. MRE can be implemented in transition where the known EO hazards are removed and or in development situation; as part of managing residual risk of EO hazards.

In certain emergency situations where the risk of EO is high and when immediate demining is not possible or has not begun, the stand-alone and direct MRE sessions shall be implemented.

In areas where known EO contamination is removed but still there is risk of residual contamination, MRE should form part of school curriculum, and not be linked to other aspects of mine action. Such MRE activities may be managed and monitored by educational authorities but coordinated by NMAC.

5.1 International Legal Obligations to Provide MRE

Sudan is state party to Anti-Personal Mine Ban Convention (APMBC) which in addition to other legal obligations requires Sudan as state party to provide MRE to reduce the risk of death and injuries to the mine and or ERW affected communities and other at-risk people.

Other international conventions including CCM (Convention on Cluster Munitions) and Protocol V to CCW (Convention on Certain Conventional Weapons) have posed similar obligations on state parties.

5.2 The Role of MRE in Mine Action

MRE can play a significant role in mine action, by virtue of the information it exchanges with community members and the relationship it can build with affected communities. Some of the practical contributions that MRE may make within a mine action programme to protect affected populations are identified below:

1) Communication of Safety Messages:

Communication of MRE safety messages refers to information and education activities that seek to minimize deaths and injuries from mine and ERW or EO by raising awareness of the risk among individuals and communities and by promoting safe behavior. MRE messages may be transmitted through a mix of:

   a) Interpersonal communication including direct MRE sessions;
   b) Mass media including TV and Radio;
   c) Traditional media, or 'small media' including posters and leaflets;
   d) In an emergency post-conflict situation, due to time constraints and lack of accurate data, communication through public information channels may be the most practical means of communicating safety information to reduce risk;
   e) In stable contexts, communication of safety messages can be carried out as part of comprehensive risk-reduction strategy including community-based activities, integration of MRE into schools' curriculum and other social and economic activities.

2) Data Gathering in At-risk Communities:

MRE can play a crucial role in data collection about the presence of mine and ERW hazards from the at-risk communities and other sources, about the impact of mines/ERW on the civilian population, including victim and incident data, knowledge of the hazard and safe behavior, and victim assistance.

Such data shall be used in order to:

   a) Understand the extent of the EO hazards and their impact;
   b) To identify target groups in affected communities;
   c) To support other mine action interventions including non-technical survey, technical survey, clearance and BAC, EOD and victim assistance.

The data should also be used for monitoring and evaluation of the impact of mine action activities.

3) Community Liaison (CL):

Community Liaison plays crucial role in mine action and refers to the processes and techniques of information exchange between mine action programme, affected communities, authorities, humanitarian assistance, development sector and other stakeholders:

a) CL encourages SMAP including mine action organizations and NMAC to develop a better understanding of affected communities and their existing assets, needs, and priorities.

b) CL allows affected communities, local authorities and development organizations to gain a better understanding of mine action services and to participate in defining their requirements for MRE, survey, marking, clearance and victim assistance.

c) CL facilitates information exchange between national authorities, mine action agencies, relief and development organizations and bodies, and affected communities.

d) CL should ensure that community members are involved in determining their own risks and their priorities for mine action assistance.

e) CL can support communities to develop locally appropriate solutions to reduce the risk in their communities.

f) CL should also ensure that SMAP address community needs and priorities and involve community members in the design, implementation, monitoring, and evaluation of mine action operations.

Community liaison is particularly relevant to MRE, but it is important and crucial to all pillars of mine action and shall be considered when implementing survey, land release, clearance and VA projects and activities. Community liaison work should be carried out by trained officers only, to ensure that a single, coherent approach is applied when interacting with communities, and educating them on mine/ERW risks.

4) MRE Support to Demining and Explosive Ordnance Disposal (EOD):

Demining includes survey, marking, and clearance of mines and ERW. MRE may contribute to each of these three activities, as well as to promote community support for the demining process. In terms of non-technical and technical surveys, MRE teams may, based on data and information provided by the community or other key informants:

a) Locate hazardous areas;
b) Identify types of hazards present;
c) Understand how mines/ERW are affecting the lives and wellbeing of the communities; and
d) Help to generate communities' priorities for clearance or marking.

In terms of marking, MRE teams could:

a) Gather and disseminate information about local warning signs;
b) Ensure community understanding and respect for minefield marking and fencing; and
c) Help to generate communities' priorities for marking, including suitable materials that will reduce the risk of removal, theft, or destruction.

In terms of mine/ERW clearance, MRE teams can:

a) Advise the community of the arrival of demining teams;
b) Inform the community about safety procedures to be used during clearance operations;
c) Inform men, women and children about areas that have been cleared and those that remain hazardous, including markings of cleared and uncleared areas;
d) Facilitate handover of released land, including confidence-building measures to show the community that land is actually clear; and

e) Follow-up, by returning to communities' weeks or months after clearance to ensure that land is being used, and used appropriately, by the intended beneficiaries.

In terms of explosive ordnance disposal (EOD), MRE teams can:

a) Gather and report information on ERW spot tasks;
b) Support the development of reporting systems for spot tasks;
c) Facilitate the work of the EOD teams within communities to remove and destroy ordnance;
d) Ensure that EOD teams respond in a timely manner to community reports.

5) MRE Support for Victim Assistance (VA):

Within the context of Sudan, VA includes but not limited to immediate casualty evacuation from the hazardous area, emergency and continuous medical care, physical rehabilitation, physical accessibily, psychosocial support, and socioeconomic reintegration. Casualty data collection and Information Management, advocacy for the right of people with disability and support to laws and policies that promote the rights of persons with disabilities are also part of VA activities.

MRE can play crucial role in facilitating the provision of assistance to mine and ERW victims and survivors and wherever possible, other persons with disabilities. In particular, MRE teams should:

a) Contribute to mine/ERW victim data collection or surveillance systems;
b) Identify national and local capacities for victim assistance, and under what conditions assistance is available;
c) Identify survivors and victims' that need assistance; during their work in communities;
d) Provide to survivors detailed information about the availability of assistance and how the assistance can be obtained;
e) Liaise with physical rehabilitation centers to ensure assistance is provided;
f) If necessary, facilitate transportation to the survivors and family member to and from the center for treatment; and
g) Consider employing survivors in their work, if possible and where appropriate, as MRE facilitators.

6) MRE Support for Advocacy:

MRE may play a role in advocacy in favor of and the support of victim assistance, including support for the UN Convention on the Rights of Persons with Disabilities.

6. Needs and Capacity Assessment, and Information Management

MRE shall be based on a careful assessment of needs and capacities; 'MRE needs assessment'. The purpose of an MRE needs assessment is to:

a) Identify, analyze and prioritize the local mine and ERW risks;
b) Assess the capacities and vulnerabilities of the men, women, boys and girls in the affected communities and of other stakeholders; and
c) Determine the options for conducting MRE.

1) Conduct of Needs Assessment:

The needs assessment shall:

a) Feed in to national level mine action needs analysis that contribute to programme planning and prioritization to better plan programme activities.
b) Be reported to NMAC which shall then be shared with mine action stakeholders including UNMAS, government, donors and mine action organizations.
c) Precede the planning and implementation of MRE;
d) Not be not a one-off activity, rather should occur on a regular basis;
e) Review the different needs, vulnerabilities, and expectations of the affected communities in each mine and or ERW affected state and locality;
f) Be part of the monitoring responsibilities of NMAC and MRE organizations.

The process of data gathering, and analysis as part of needs assessment shall be transparent and ensure the participation of the at-risk community. When undertaking needs assessment, the MRE organizations shall ensure that NMAC and its sub offices, and where relevant, other MRE organizations are informed and included in the process. The needs assessment shall be well planned and participatory.

The MRE staff assigned to conduct needs assessment; shall be appropriately qualified and trained and gender balanced. The training on needs assessments shall at minimum include:

a) Understanding the reason for gathering the data and how it will be analyzed and used;
b) Understanding the safety and occupational health; the SNMAS series 08 shall be referred to;
c) Knowledge of Sudan norms and ethical standards for gathering data and conducting a needs assessment.

2) Data Collection and Information Management:

The purpose of gathering data and assessing needs shall be established in agreement with mine and or ERW affected communities and relevant stakeholders. The results of data collection and primary analysis shall be shared through briefings, with community leaders, community-based organizations, and community members. This is particularly applicable for data collected from the affected communities. All data gathered shall be recorded, stored, analyzed, and used to improve MRE.

The data gathered during a MRE needs assessment provides the basis for the MRE operational planning and prioritization. The data collected as part of MRE needs assessment shall enable MRE organization to determine the following important aspects:

a) Target groups: Both social and geographical; by gathering mine and ERW victim and survivors' data on who is taking risks and why, and who is affected by mines and or ERW. Attention shall be paid especially on population movements into or through areas of risk;
b) Mine and or ERW hazards: Information on the location of mine and ERW hazards and affected areas including the type of devices used (if known), nature of suspected hazard and where such devices can be found, any markings and signs used;
c) Areas of work: By gathering data on where people are injured, where the risk is high and where risk-taking behavior is occurring;
d) How the people are injured: Messages, and subsequently the activities, according to target groups by assessing how people are injured and how and why they take risks;
e) Assessing MRE approaches: MRE approaches and methodologies likely to induce behavioral change. Community input shall be sought in assessing any existing local safety strategies;
f) Communication channel: Communication channels and the way target groups communicate and learn;
g) Institutional arrangements: Institutional arrangements and partnerships for providing MRE messages and emergency responses;

h) Available resources: Resources available and their allocation; and

i) Timeframe: The timeframe to achieve the project or programme objective by gathering data on the nature and size of the mine and or ERW hazards, general population and at-risk group and their daily movement and involvements.

3) Principles of MRE Needs Assessments:

The following MRE needs assessment principles need to be applied when conducting needs assessment:

a) MRE organizations should make use of existing information wherever possible when conducting MRE needs assessments.

b) Data shall be gathered on NMAC standard and approved forms, for entry into the IMSMA.

c) MRE organizations may also gather other data for internal purposes using their own forms.

d) Men and women and other programme implementers who are gathering data shall be specially trained for that purpose, including on the ethics of data gathering.

e) Care should be taken that this process does not become a mechanical experience, but that it develops as an open conversation allowing interviewees to speak naturally.

f) MRE organization shall not raise expectations that cannot be fulfilled. They shall be careful not to raise false hopes about early clearance, and stress that the data is being collected for the purpose of helping to determine communities' need for MRE.

g) Men, women and children's needs should be considered. Community members' perceptions and requirements vary according to age, gender, social, tribal, ethnic and educational background.

h) Mine and or ERW survivors have the right to privacy and to be included in decisions and programmes affecting them, they shall be respected throughout the process.

i) MRE organizations conducting needs assessments shall provide to NMAC with all the data collected, subject to requirements for confidentiality.

j) The needs assessment information shall be entered to IMSMA in order to facilitate timely analysis required for mine action planning and prioritization, and broader development interventions.

k) NMAC shall in turn share all necessary information, subject to requirements for confidentiality, with mine action organizations and other relevant stakeholders. This should include an analysis of the results of any needs assessment, wherever possible.

7. Planning

MRE planning in Sudan mine action context shall be based upon the followings:

1) The goals and objectives relating to MRE; outlined in National Mine Action Strategic Framework;

2) MRE impact criteria covered in SNMAS 03.01 of mine action planning and prioritization;

3) MRE needs assessment of the mine and ERW affected communities;

4) Affected communities with recent accidents that need emergency response;

5) The needs of people and humanitarian assistance agencies involved in, and or working near to the impacted communities and contaminated areas.

A broader mine and ERW impact analysis, MRE needs assessment of the affected communities including IDPs and returnees, and the assessment of urgent needs of humanitarian assistance agencies, will lead SMAP in proper MRE planning. There should be verities of MRE plans; including multi-years plan, annual MRE operational plan and MRE projects implementation plan. The project implementation plan should also include community MRE plan based on the expressed needs and

the ongoing assessment with active involvement of men, women and children in the affected communities.

8. MRE Messages and Message Delivery

8.1 General

MRE messages constitute the main aspect of MRE operations, developing and delivery of these messages and evaluating their positive impact in terms of promoting the safe behavior and reducing the risk of death and injuries, shall be the result of a carefully planned strategy and process, based on proper analysis of mine and ERW impact and MRE needs assessment. MRE messages shall be part of a nationwide approach to addressing the risk-taking behavior and target groups within affected communities, considering cultural and religious values that determine the nature of behavior.

Delivery of MRE messages and all communication in MRE shall be based on a carefully planned strategy that is targeted to specific at-risk groups and which is socially and culturally appropriate. An MRE project or programme SHOULD NOT ASSUME that a specific group in impacted community is always the most at risk, rather identifying the at-risk group shall be based on a proper assessment of the types of involvement of people and their movement pattern. In certain communities and based on the local culture, men could be mostly at-risk group comparing to women and or children, and in some other areas and communities, women or children could be the most at-risk group. The following elements shall be considered in MRE messages and communication strategy:

1) Risk-taking behaviors to be addressed;
2) Target groups within affected communities;
3) Appropriate safety messages,
4) Communication channels, and
5) Means of information dissemination.

8.2 MRE Message Development

MRE messages and symbols shall be culturally, linguistically, and socially appropriate to target audiences. There should be positive messages, as people need to feel that they can take actions and that by taking actions they can improve their own and their families' lives. A message does not need to be short, but it should be clear.

8.3 Message Testing

All MRE messages and symbols and proposed means of delivery, shall be tested before they are finalized.

Testing MRE messages should be done among the target audiences, at various levels of sophistication with different costs, but shall not take longer time. Testing aims to ensure that messages or materials are:

1) Understandable, specially to the target group;
2) Socially and culturally acceptable in the area;
3) Relevant to the type of hazards and involvement of people;
4) Realistic, reflecting the risk factors that impact people; and
5) Persuasive and convincing.

8.4   Monitoring, Review and Revision of MRE Messages

MRE messages, material and their delivery shall be monitored by MRE organizations and NMAC to ensure their effectiveness. A monitoring and review process shall be established at the MRE planning stage to assess, and if needed revise the messages and materials, the monitoring shall ensure that the messages and materials are:

1) Reaching their target audiences;
2) Being understood and accepted;
3) Being adopted and acted upon;
4) Resulted in behavioral changes.

9.   Using Media and Materials

9.1   Designing MRE Media and Materials

NMAC and MRE organizations shall consider the followings when determining the need for media and materials to support MRE:

a) Proper assessment of the local conditions and cultural values, and the need for MRE messages through media and printed materials;
b) Design and develop culturally acceptable and valued media and printed materials;
c) Ensure getting the right messages to the right people in the right language and symbols;
d) Design and develop appropriate printed materials including posters, leaflets, and or billboards, that seem to be effective;
e) Appropriately combine media messages with printed MRE materials to cover the target population and at-risk group of people and audiences in affected communities;
f) Before dissemination, the designed messages shall be reassessed for appropriateness and suitability in the context of MRE projects in order to ensure achieving expected results and coverage.

The same, similar or different messages and images may be used for each MRE project. Adapting materials from other contexts may be inappropriate or misleading in certain circumstances and shall therefore, be carefully tested before dissemination.

9.2   Testing MRE Media and Materials

The MRE media and materials shall be tested before they are finalized, the following shall be considered by NMAC and MRE organizations:

a) Conduct a focus group discussion or group or individual interviews to discuss the proposed approaches with selected members of the target audience;
b) Field testing is undertaken before printing materials, some changes may require to be made;
c) Test MRE materials to ensure the designs are understandable, socially acceptable, relevant, attractive, and persuasive.

9.3   Monitoring and Revising MRE Media and Materials

As part of SMAP monitoring system which includes external monitoring by NMAC and UNMAS, and internal monitoring by mine action organizations; in accordance with SNMAS 07.03, the reaction to and trust in the means of delivery of MRE services, including MRE media and printed materials, shall be regularly monitored. Where media and materials are found to be resulting in the wrong messages

being delivered, they shall be stopped immediately until they have been effectively revised, tested properly, and then approved by NMAC.

10.   MRE Implementation

10.1   MRE in an Emergency Situation

Emergency may result from an armed conflict or a natural disaster where some communities may be at immediate risk and threat of mine and or ERW hazards. MRE in such situation refers to efforts to raise awareness of a significant new risk from mines and or ERW, aiming to promote safe behavior among the largest number of civilians potentially at risk, particularly children, in the shortest possible time. It may be nationwide or extremely localized, and the emergency situation may last for days, weeks, or months.

Note: UNICEF defines an emergency as 'a situation that threatens the lives and wellbeing of large numbers of population and in which extraordinary action is required to ensure their survival, care and protection.' UNICEF has developed an Emergency MRE Toolkit for use in planning a risk education campaign in an emergency situation. The Toolkit is designed to take an MRE project manager or project team step-by-step through the first six weeks of an emergency MRE campaign.

10.2   Key Challenges for MRE in an Emergency Situation

Ideally, MRE is an exchange of information with specific groups within at-risk communities to support sustained behavioral change. However, in an emergency, for reasons of time, most of the communication will normally be one-way. The aim is to reach the greatest number of at-risk people in a few days or weeks with information about the EO and basic safety messages to encourage safe behavior. Population displacement or even movement are particular risk factors, especially in an emergency. At the end of an emergency phase, evaluation or re-assessment may be required to establish a new different post-emergency MRE approach.

10.3   MRE Messages in an Emergency Situation

In an emergency, messages should tend to be general in nature. Determining the key messages in such cases depends on a variety of factors, such as the target audience and the types of risk-taking behavior. It is still necessary to know which types of EO people are at risk from. If mines are the greatest risk, it may be that people are injured through stepping on them or triggering unseen tripwires rather than touching mines. Therefore, efforts should focus on raising awareness of the danger and stressing safe behavior, such as recognition of potentially dangerous areas, which may include the following set of connected messages:

1) Stay on a well-used path.
2) Ask local people where it is safe and where it is dangerous.
3) Avoid overgrown areas, military bases and equipment.
4) Report explosive ordnance to a responsible person including police or mine action workers and NMAC sub office.

If unexploded submunitions pose the greatest risk, 'don't touch' messages are far more appropriate. Such messages may include:

5) Unexploded bombs are lying in the fields around your homes.
6) Unexploded bombs are small but extremely powerful and can kill many people.
7) Unexploded bombs are highly unstable, you never know when they're going to explode.
8) Never touch unexploded bombs, never pick them up and never kick them.

10.4 MRE in Schools

Considering the mine action context in Sudan, the widespread and protracted problem of mine and ERW in territory, and the requirements for managing residual risks after removing known EO hazards which may likely pose threat to the people for a longer term; integrating MRE into the schools system and curriculum will be one of the effective and sustainable solutions and shall therefore, be part of the national mine action strategy. Integrating MRE into school system and curriculum facilitates covering a large number of children throughout Sudan. This is reasonable to accept the fact that EO especially ERW can be a long-term residual problem, requiring multiple and sustainable solutions.

The MRE messages and their means of provision should be appropriate to different age groups and grades in the schools. MRE can be incorporated as an added curricular activity into current curriculum; possibly into life skills or social environment curriculum.

10.5 Integrating MRE into the Curriculum

Integrating MRE into the school curriculum or as an extra curricula activity is distinct from projects where MRE teams visit schools and make presentations. In setting up a programme to integrate MRE into schools' system it is necessary to:

1) Determine if it should involve all schools in the country or only particular schools in heavily affected areas.
2) Determined whether the national or local authorities and school system have the capacity and willingness to undertake such a programme.
3) Determine that the schools in remote and rural areas have required capacity in terms of teaching staff and equipment to implement such a project.
4) Make advocacy efforts for accepting such national intervention by the national and state ministries of education Government of Sudan.
5) Involve relevant officials, professionals and institutions from the ministry of education and the officials from the schools especially located in EO affected areas in inclusion of MRE messages into schools' curriculum.
6) Understand and come to a common consensus on monitoring responsibilities of such MRE interventions in short and longer term.

To achieve inclusion of MRE into schools' curriculum may take longer, however, parallel to making effort for this to happen, NMAC with technical support of UNMAS, and MRE organizations should also try to include MRE as a supplementary activity in schools to ensure appropriate MRE coverage of school children. In addition, depending on the level of school enrolment in EO affected areas in Sudan the development of specific projects and methods to reach out to school children and all those at-risk children who do not attend school or attend informal or religious schools, should be considered. The need to reach out these children is crucial and shall be considered by NMAC and MRE organizations when planning MRE projects, such children are often more at-risk from EO accidents comparing to those who attend school. Such children may be reached through the development of community liaison and direct MRE sessions.

A child-to-child approach should also be considered and promoted to reach maximum number of children including siblings who may not have the opportunity to attend school.

10.6   Strengthening Community Capacities for MRE

Efforts to strengthen community capacities for MRE should be an integral part of any MRE project. This may include the establishment of volunteer networks and strengthening of community risk management efforts. MRE may be integrated with development, land release, victim assistance and other methods of community-based risk reduction.

11.   Coordination of MRE and Information Management

NMAC with technical support of UNMAS shall ensure:

1) Proper coordination of mine action including MRE, VA, Land Release and EOD activities and operations both in country and states levels established and maintained.
2) MRE organizations and other mine action organizations complement and support each other's activities and operations.
3) The coherent and effective involvement of all relevant organizations in every component of the MRE project cycle exist, including:
    a) MRE needs assessment;
    b) MRE planning and implementation;
    c) Monitoring and evaluation of strategies, projects and activities.

MRE should also be properly coordinated with relief and development efforts. This will help MRE to better achieve its goals of minimizing the number of victims, reducing the socio-economic impact of mines and ERW, and promoting development.

11.1   Coordination Mechanisms and Tools

NMAC as coordination and regulating body for mine action programme in Sudan sets with technical support of UNMAS, the overall mine action strategy, policies, standards and plans for Sudan to ensure effective coordination of MRE as part of the mine action programme and that MRE is properly integrated with other mine action pillars. The coordination mechanism and tool include but not limited to:

1) Development of national mine action strategy that includes specific goals and objectives for MRE projects and programmes;
2) Development of national mine action standards with requirements for MRE projects and activities including management, prioritization, planning and implementation;
3) Establishing accreditation process to cover MRE organizations and operations, as part of national mine action standards;
4) Establishing forums for regular operational coordination meetings and technical working group for MRE;
5) Establishment information management system to cover MRE activities and reporting aspects;
6) Establishment of program-wide communication channel within the programme to connect and link MRE activities and projects to land release, VA and EOD projects and activities;
7) Establishing monitoring and evaluation process for MRE activities, outputs and outcomes;
8) Establishing technical working group for developing, assessing and finalizing MRE materials including media and messages.

12.   Monitoring and Evaluation

All MRE operations, activities and projects shall be monitored as per the requirements of SNMAS 07.03.

Evaluation MRE shall be focused on the achievement of MRE of objectives, the impact of MRE on reducing the risk and promoted safe behavior among at-risk and target people and communities, accountability, effectiveness, sustainability of MRE in the communities and lessons to be learned for planning future MRE projects and programmes.

12.1 Developing a Monitoring System

SNMAS 07.03 details developing monitoring system in mine action which includes MRE as well, it covers the requirements for undertaking monitoring internally by the implementing organization and externally by NMAC with technical support of UNMAS.

Monitoring MRE should also aim to ensure that MRE projects meet the requirements of this SNMAS and the requirements of accreditation and contractual agreements. Monitoring system shall be able to:

1) Identify measurement indicators that focus on relevance, efficiency, effectiveness, impact, and sustainability of MRE projects and programmes;
2) Collect information relating to these indicators;
3) Assess information management system regarding MRE data and information;
4) Ensure that the data collected is analyzed and interpreted;
5) Ensure that the information is used to inform project/programme management; and
6) Ensure that MRE is adapted based on the information gathered by monitoring to ensure that the activities support the achievement of objectives.

12.2 Key Aspects to be Monitored

At a minimum, monitoring should look at how well MRE is being implemented and whether the plan on which implementation is based is relevant to the needs of the affected communities. The following issues should, therefore, be monitored:

1) Effectiveness and efficiency of MRE delivery;
2) Perception of MRE projects and programmes by at-risk communities;
3) Resultant behavioral change;
4) Geographical coverage;
5) Reasons for risk-taking, new behaviors, adaptation to the hazard;
6) Casualties; and
7) Changes in the make-up of the target risk group.

In addition to assessing the effectiveness of MRE and progress in implementing plans, monitoring should track change in the mine/ERW hazard and environment. This involves monitoring changes to:

1) Initial assumptions regarding target groups;
2) Demographic and cultural changes affecting those most at risk;
3) The mine/ERW hazard; and
4) The broader political and socio-economic context that might influence people's ability to respond to MRE in an appropriate manner.

12.3 Key Issues to be Evaluated

Evaluation of MRE shall:

1) Assess the impact of the MRE project or programme, in reducing the human, social or economic impact of mines and ERW.

2) Be wider in scope to consider organizational and SMAP approach, policy and strategy on MRE.

MRE evaluation can be carried out at various stages of the projects cycle, not only at the end. Evaluation can be formative as mid-term reviews aiming to assist the development of a project or programme during its implementation by highlighting achievements, identifying problems, and suggesting solutions. It can also be summative or retrospective that takes place after the project is ended, aiming to derive lessons and to feed into long-term policy and programme.

The decision when to evaluate will depend on each project or programme, and the different factors that affect it. Factors that should be considered are:

1) Whether the project or programme has short- or long-term objectives;
2) What kind of monitoring methods are already being used and what data are available;
3) Whether external evaluators are required;
4) The availability of resources for the evaluation; and
5) The impact the evaluation will have on people's time; including MRE organizations and target beneficiaries.

12.4   Using an Evaluation

There are four good reasons for undertaking an evaluation of an MRE projects:

1) To improve performance;
2) To enhance accountability;
3) To improve communication among stakeholders; and
4) To improve learning and empowerment.

The value of evaluation, as with monitoring, is realized only through the use of the results, the results of an evaluation shall feed directly into future projects planning and SMAP's strategy. The results of evaluation should to the extent possible, disseminated widely to all programme stakeholders.

13.   Capacity Development

13.1   Capacity Development Plan

Based on the information and insights generated by the needs and capacities assessment, a capacity development plan should be elaborated to improve MRE management and operations.

A capacity development plan should include the following elements:

1) A shared stakeholder vision and understanding of the current gaps in management capacity;
2) Activities for dealing with each problem, keeping in mind the overall vision;
3) Specific benchmarks and outputs to be reached in meeting each stated objective;
4) The process of how each objective will be reached; and
5) Clear division of who will be responsible for supporting, implementing and executing the plan.

Based on the Sudan national mine action strategic framework and programme's vision, mission, and the strategic goals and objectives, the next phase in the process is the formulation of a work plan. A work plan flows logically from the strategic plan and supports its implementation, typically on an annual basis. This operationally focused document should normally include detailed activities, and

necessary resources, as well as programme results, indicators and targets. It should also include a concise performance measurement framework, summarizing key components of the plan in an easy-to-track format.

13.2   Capacity Building of Impacted Communities

Impacted communities including mine and or ERW survivors are constrained to live with the daily risk of mines or ERW. MRE organizations shall seek first to understand at-risk communities and provide support them with their efforts to minimize risk. Subsequent capacity development may cover areas such as information management, risk management and MRE delivery. Risk management involves marking or fencing or seeking alternatives to risk-taking and using alternative approaches to access livelihoods and resources without clearance or entering hazardous areas.

13.3   Capacity Development of National Mine Action Centre

NMAC should be aware of the importance and role of MRE and be capable of making informed, strategic decisions about MRE direction and contribution to casualty reduction and effective mine action intervention. UNMAS should provide technical support to NMAC to facilitate effective coordination and management of MRE in Sudan.

13.4   Capacity Development of MRE Organizations

MRE organizations and their staff, especially national MRE NGOs require capacity development to able to properly undertake MRE needs assessment, planning and prioritization, provide training and deliver MRE services, and monitor and evaluate MRE activities, projects, outputs and outcomes in coordination with NMAC and UNMAS.

14.   Role and Responsibilities

14.1   Mine and ERW Impacted Communities

Impacted communities bear a primary responsibility for ensuring their own protection. MRE organizations should seek to understand and support at-risk communities in their efforts to minimize risk, and not to assume ignorance or lack of capacity.

14.2   Governments of Republic of Sudan

Government of Sudan (GoS) has the primary responsibility for ensuring the safety of its constituents. GoS can also support NMAC and mine action organizations including MRE NGOs to plan, manage and operationally conduct MRE activities in Sudan.

14.3   Sudan National Mine Action Centre (NMAC)

The NMAC is responsible for ensuring the conditions which enable the effective management of national mine action. The NMAC is ultimately responsible for developing and managing the mine action programme, including MRE projects, within Sudan and ensuring that it responds to the needs and priorities of the affected communities.

The NMAC with technical support of UNMAS is responsible for establishing and maintaining national mine action strategy, vision, mission, national mine action standards, policies, processes and procedures for the management and implementation of MRE projects in Sudan. The primary responsibilities of the NMAC are to:

1) Coordinate MRE projects and programmes in Sudan;
2) Oversee MRE activities and projects based on this standard, in Sudan;
3) Establish accreditation process for MRE organizations and operations;
4) Develop national mine action strategic plan included MRE goals and objectives;
5) Ensure that MRE is integrated into overall mine action;
6) Liaise with other development actors on strategic planning;
7) Liaise with donors and other stakeholders including educational institutions, advocacy organizations and media representatives;
8) Strive to provide MRE with adequate resources, based on the needs identified in the national mine action strategic plan;
9) Monitoring MRE activities and projects;
10) Facilitate external evaluations of the MRE programme; and
11) Provide funding for MRE activities, and identifying and deploying MRE resources according to the national strategic plan;
12) Ensure that the IMSMA meets the needs of MRE organizations;
13) Coordinate the implementation of a MRE needs assessment;
14) Manage the development of a sustainable national operational MRE capacity through MRE NGOs;
15) Produce and communicate regular information about MRE to stakeholders;
16) Coordinate with other national institutions including education and health for integrating MRE into their programmes and services;
17) With technical support of UNMAS, provide training and capacity building to MRE organizations.

14.4   United Nations

The UN has a general responsibility for enabling and encouraging the effective management of mine action programmes by continuously refining IMAS to reflect developing mine action norms and practices, and incorporating changes to international regulations, requirements and treaties. Such treaties include the Convention on the Rights of the Child (1989) and the Convention on the Elimination of all Forms of Discrimination against Women (1979) among others. UNMAS is the office within the UN Secretariat responsible to the international community for the development and maintenance of IMAS, UNMAS Sudan should provide technical support to NMAC and mine action in Sudan in development of national strategy, national mine action standards, processes, procedures, policies and institutional and individuals capacity building. UNICEF is the focal point for MRE within the UN System, and has responsibility for the development, review, and amendment of the MRE component of IMAS.

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

14.5   MRE Organizations

MRE organizations working in Sudan shall establish an appropriate and effective management system, present it to the NMAC, and apply it throughout the MRE projects. MRE organizations shall be accredited by the NMAC prior to starting MRE activities in Sudan, they are also responsible to apply the requirements of SNMAS relating to MRE and other relevant national standards including SNMAS for planning and prioritization, SNMAS series for Quality Management System, and SNMAS for Reporting and Information Management, and adapt their SOPs to conform to these national mine action standards.

14.6 Donors

Donors are part of the management process, and as such have a responsibility for ensuring that the MRE activities and projects they fund are managed effectively, and in accordance with national mine action standards. This involves attention to the writing of contract documents and ensuring that MRE organizations chosen to carry out such contracts are competent, and likely to meet the national accreditation agreements. Donors should also make provisions for monitoring and periodic evaluation of their projects, to ensure their relevance, impact, effectiveness and successful execution.