

## **PART III**

### **3.1 Management Arrangements - Overview**

The management arrangements outline in the following paragraphs are designed to approach the issue of coordination of Mine Action activities in a pragmatic and flexible fashion that will respond to any changes in the political situation. The Sri Lanka Mine Action Programme will be guided by the NSCMA and supported by a MAO-SL that will serve as a countrywide focal point. Because of the different circumstances in each area and the varying requirements of the District Mine Action Committees, the existing area Mine Action Offices in Jaffna, Kilinochchi and Vavuniya may all require slightly different management arrangements to respond to their circumstance, and this will need to be endorsed by the NSCMA. NGO partnership is recommended particularly for the Vanni under the coordination of SIHRN or its successor, subject to the agreement of the NSCMA. Under this system, an NGO that has a significant presence, in this instance TRO, should be requested to implement the structure of the office, including the provision of counterparts, to assist with the development of capacity and the carrying out of various functions.

#### **3.1.1 Project Execution Modality**

The Main Phase project shall be directly executed by UNDP. The Government focal point for the project will be the Prime Minister's Office. National oversight and ownership will be ensured through regular consultation and through the guidance of a Project Steering Committee. This Committee will meet twice yearly at working level to review the ongoing progress of the project measured against the Results Framework and an agreed work plan (see Annex F for sample Terms of Reference). Government representatives will include the Chair of the NSCMA, Director MAO-SL, Secretaries to the Ministries of RRR, the Eastern Region, Defence, ERD and Secretary NSCMA. Additional representatives from national and international NGOs, donors, and the United Nations are envisaged.

The UNDP Senior Advisor for Mine Action/CTA will be responsible for the implementation of activities and the achievement of outputs under the project. S/he will work closely with the NSCMA, the MAO-SL and UN Country Team through the UN Resident Coordinator in Sri Lanka. All other Technical Advisers will report to the Chief Technical Adviser. Any contractors or consultants engaged to assist in the implementation of the Mine Action project will be responsible to the Chief Technical Adviser for the fulfillment of their contract requirements.

The United Nations Office for Project Services (UNOPS) may be requested to implement certain activities of the project, particularly sub-contracts requiring an international tender. Depending on the type of contract, the technical capacity of the Mine Action Team, and the capacity of the UNDP Country Office, it will sometimes be advisable to employ the services of UNOPS. This will be subject to the agreement of the Resident Representative on a case-by-case basis, based on the advice of the Chief Technical Adviser in agreement with the Project Steering Committee. The average fee for UNOPS services is 10%

The NSCMA has requested that UNDP contractual arrangements attempt to make maximum use of Mine Action agencies currently active in Sri Lanka, as opposed to bringing in new international agencies. UNDP will adopt a general policy of building on the capacities of mine action agencies already operating in Sri Lanka where possible

## **3.2 Roles and Responsibilities**

### **3.2.1 Government of Sri Lanka**

The Government of Sri Lanka (GoSL) will undertake to issue a directive to form a Mine Action Office for Sri Lanka to coordinate mine action activities in Sri Lanka. The Terms of Reference of the MAO-SL will be determined by the NSCMA. It will be located in Colombo and will be under the overall supervision of the NSCMA and reporting to the Prime Minister's Office. In its function as secretariat for the NSCMA, the Office should include an undertaking to act as the custodian of the Sri Lankan Mined Area Data Base and for Quality Management issues in, particularly for accreditation and licensing of mine action agencies, and handover and certification of cleared land.

The NSCMA will provide to the UNDP Resident Representative the following:

- a. An undertaking that the GoSL will identify and allocate suitable GoSL employees or equivalent to act as counterparts to the UNDP/UNICEF Technical Advisers (see below) within three months of the commencement of the main phase project.
- b. An undertaking to identify a mechanism for employment (e.g. civil service contracts) for UNDP funded national staff in the AMAO and/or the MAO-SL in a timeframe to be established within the first quarter of the main phase project.

The NSCMA will identify the following counterparts to the UNDP/UNICEF International staff to ensure the completion of technical skills transfer. Ideally these candidates should be government employees to ensure the longevity and sustainability of the National Mine Action Programme.

Director, MAO-SL  
Mined Area Data Base Manager  
Mine Action Officer, Jaffna  
Mine Action Officer, Vavuniya

Support and administrative staff also will be required to ensure the smooth functioning of the MAO-SL

### **3.2.2 UNDP**

International project personnel will consist of a Senior Advisor for Mine Action/CTA, an Information Management Advisor and up to two Technical Advisers (Mine Action). UNICEF will provide a Mine Risk Education Adviser who will be affiliated with the Project. UNDP may also utilize short-term consultants or sub-contractors to act as advisers for specific sub-projects, particularly during Year 1 of the project e.g. a consultant to assist in drafting Sri Lanka Mine Action Standards and developing a Quality Management system, etc.



During the Preparatory Assistance phase UNDP supported the Sri Lanka Mine Action programme by employing the necessary national staff to adequately assist it, and for the two AMAO in Jaffna and Vavuniya in the execution of their responsibilities. In outline, national staff are required to conduct the following core functions:

- a. Coordination of Mine Action technical operations.
- b. Data collection, Data Entry and maintenance of the mined area data base.
- c. Conduct of Quality Management functions.
- d. Administration/logistics/finance and procurement functions.

Additional national staff are presently provided as follows:

- a. Public Information Specialist.
- b. Telecommunications Assistant.

The project will facilitate the participation of Sri Lankan staff in the Mine Action Offices in regional and international training workshops on management and technical aspects of mine action, and will support the training of Quality Management teams prior to their deployment. International project staff will provide direct, organized and structured training to enhance the capabilities of their counterparts.

For the duration of the programme all equipment shall remain under the ownership of UNDP for active use by both counterparts and project structures (e.g. area offices). At the end of the project, in consultation with the NSCMA, counterparts and stakeholders an assessment shall be conducted as to how the ownership of the equipment shall continue within the National Programme. Funds to cover the depreciated duty on the goods (especially the vehicles) should be catered for in the appropriate budgets within the purview of the NSCMA.

### **3.2.3 UNICEF**

Although not technically covered by the UNDP Project, UNICEF's partner role in this endeavor deserves special mention. Within the UN system, and for the UN in Sri Lanka, UNICEF is the lead agency that coordinates mine risk education. At present it provides four national MRE advisors who are co-located with other national mine action staff in the AMAO. These staff also are expected to be taken on as government staff at the same time as those on UNDP contracts. UNICEF also funds several local NGO's as implementing partners including White Pigeon, Sarvodaya, Community Trust Fund, and AROD.

The UNDP and UNICEF partnership continues in the field of assistance to survivors. Here, UNICEF focuses most on the physical and psycho-social aspects of assistance, with UNDP focused on the socio-economic reintegration of survivors. The strategy is one of joint programming and of joint funding in future. UNICEF's annual budget for both MRE and support to victims is approximately \$700,000 annually.

## **3.2 Monitoring and Evaluation**

The monitoring and evaluation for the project will lie on two levels. First and foremost, the M&E for the National Programme is separate from that of the project although the two are closely linked. As an activity of the project, socio-economic indicators will be developed for the NSCMA to monitor and review the progress of the wider programme strategy. This task shall be carried under the secretariat functions of the MAO-SL, as these can be closely linked back to the monitoring and evaluation that occurs through the Quality Management system. The latter involves a two stage process of assessing the process that a demining operator is following as well as the end product of a cleared mine field. On this basis accreditation for demining operators and completion certificates shall be issued.

Secondly, the Project Steering Committee through the review and analysis of the work plan and results framework shall validate the progress of the project. The Senior Advisor for Mine Action/CTA will conduct internal monitoring of the UNDP support project and at the conclusion of each month, he/she will present a written quarterly report to both the Project Steering Committee and UNDP Resident Representative detailing the achievements of the project, problems encountered, deficiencies identified and solutions adopted to overcome these problems and deficiencies. The report will encompass all aspects of the project including operations, personnel, contractor performance, administration, logistics and finance. The information for these reports shall be based on site visits conducted at the field level by the Senior Advisor/CTA and the TAs, as well as from a monthly report sent from the Area Mine Action Offices.

At the district level consideration shall be given in the first quarter of the main phase project to devising participatory monitoring process under the direction of the District Mine Action Committees. Regular periodic and comprehensive evaluations of the project will also be conducted, and shall have a strong emphasis on learning and good practice for the purposes of both internal and external dissemination. The first evaluation should occur approximately six months after commencement of the main phase project. Subsequent evaluations will be conducted annually. On completion of the project, and prior to the Senior Advisor for Mine Action/CTA departing the project, a detailed and comprehensive Post-Project Review will be conducted. All evaluations and reviews should include a detailed cost-benefit Analysis.

## **PART IV**

### **4.1 Legal Context**

This project document shall be the instrument referred to as such as in Article 1 of the Standard Basic Assistance Agreement between the Government of Sri Lanka and the United Nations Development Programme, signed by the parties on 20 March 1990. The host country implementing agency shall for the purpose of the Standard Basic Assistance Agreement refer to the government cooperating agency described in that agreement. The



following types of revision may be made to this project document with the signature of the UNDP Resident Representative only, provided he or she is assured that the other signatories of the project document have no objections to the proposed changes.

- a) Revisions in or addition of any of the annexes of the project document.
- b) Revisions, which do not involve significant changes in the immediate objectives, outputs or activities of a project, but are caused by the rearrangement of inputs already agreed to or by cost increase due to inflation.
- c) Mandatory annual revisions which rephrase the delivery of agreed project inputs or increased expert or other costs due to inflation or take into account expenditure flexibility.

## **PART V**

### **5.1 Input Output Budget**

Attached are indicative budgets for August to December, 2003 and for January to June, 2004. The budgets indicate the present status of funding and planned expenditures for these two periods. They are indicative simply because negotiations with donors to permit some expenditure of 2003 funds into 2004 are still ongoing. Should these negotiations change the present status then a new budget would be submitted within the two-month period permitted for such revisions.

**Draft description of functions for National Steering Committee for Mine Action****National Steering Committee on Mine Action**

A National Steering Committee on Mine Action has been established.

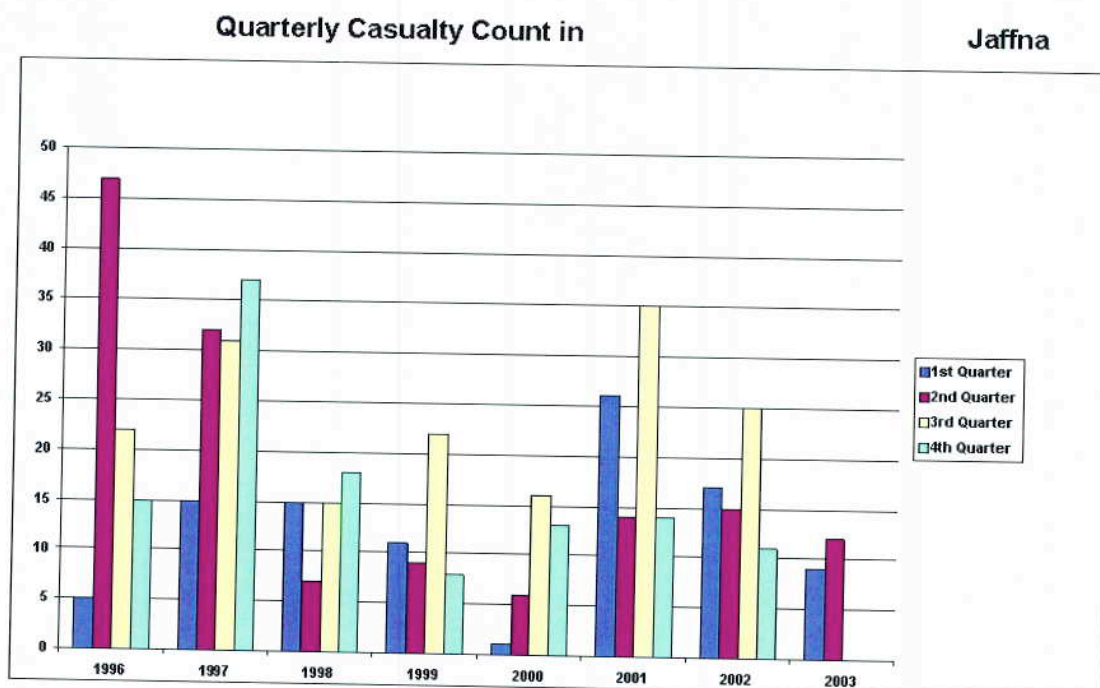
Its functions include the following:

- a) Establish policy guidelines on all aspects of Mine Action
- b) Facilitate the establishment and staffing of a Mine Action Office for Sri Lanka
- c) Provide advice and direction to the Mine Action Office for Sri Lanka
- d) Review and approve:
  - i The Sri Lanka Mine Action Plan
  - ii The priorities for Mine Action Activities in Sri Lanka
  - iii Mine Action policies and Standards
  - iv The policy on Victims Assistance and Mine Risk Education for Sri Lanka
- e) Provide regular reports to the Government of Sri Lanka on Sri Lanka Mine Action issues.
- f) Assist in resource mobilization for Mine Action initiatives.
- g) Assist in the creation of a positive environment for Mine Action in Sri Lanka
- h) All other matters connected to Mine Action

## Mines and their Impact on Sri Lanka

Landmines have been used by both Government and LTTE forces since the outset of the civil war in Sri Lanka. However, they only became a significant problem for the civilian population following the Sri Lankan Army "Operation Riviresa" to recapture Jaffna in 1995. During this battle, almost the entire population of the Jaffna peninsula was displaced, and landmines were used in large numbers by both sides, especially the Sri Lankan Army, which laid long barrier minefields across the western part of the peninsula.

During 1996, as relative calm returned to the Jaffna area, many of the displaced began to return. Unaware of the indications of the presence of mines, and forced through economic necessity to make the best use of available land and shelter, civilian casualties during this period were high.



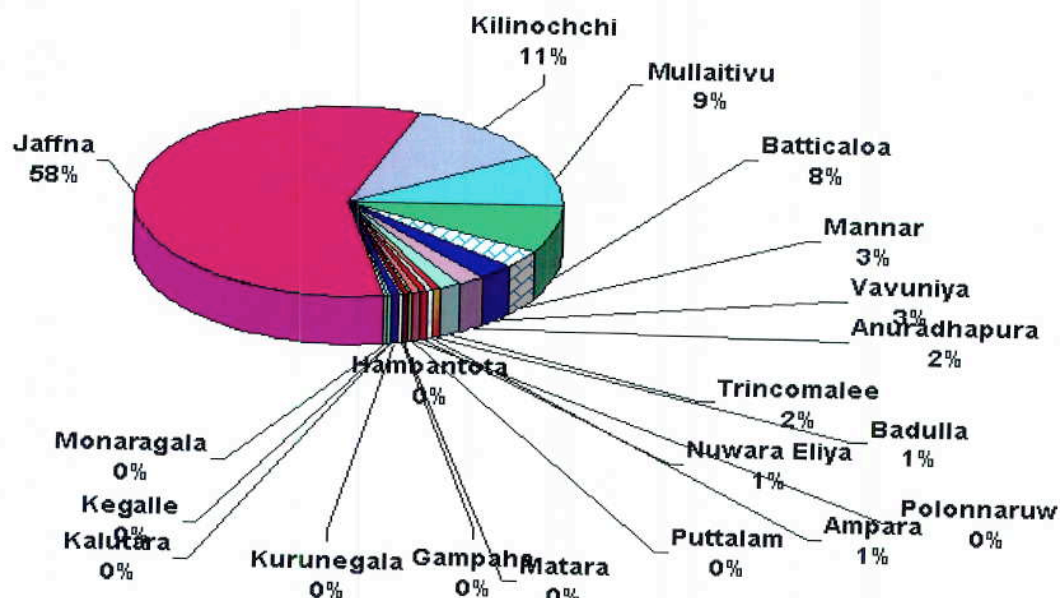
Following the Jaffna campaign, the Sri Lankan Army continued to lay mines in large numbers in defence of Mullaitivu, Kilinochchi, Mankulam, Paranthan and Elephant Pass in particular, and also along the main "Forward Defence Line" running from east to west across the southern end of the Vanni and around strategic locations in the East. Following each round of fighting, when the LTTE took positions in Mullaitivu (1997), Kilinochchi (1998), Mankulam and Paranthan (1999), Elephant Pass (2000), civilians returning to these areas also began to suffer casualties from landmine accidents. Throughout this period, the LTTE also continued to make use of landmines, and in particular during the period they occupied the Thenmaradchchi area in Jaffna (April 2000-January 2001) they laid minefields and nuisance mines.



As would be expected, the civilian casualty rates are highest in areas of high return of displaced persons, and high intensity of fighting. In particular, the districts of Jaffna, Kilinochchi, Mullaitivu and Batticaloa have significant levels of casualties.

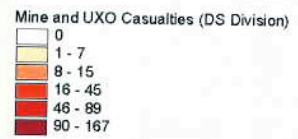
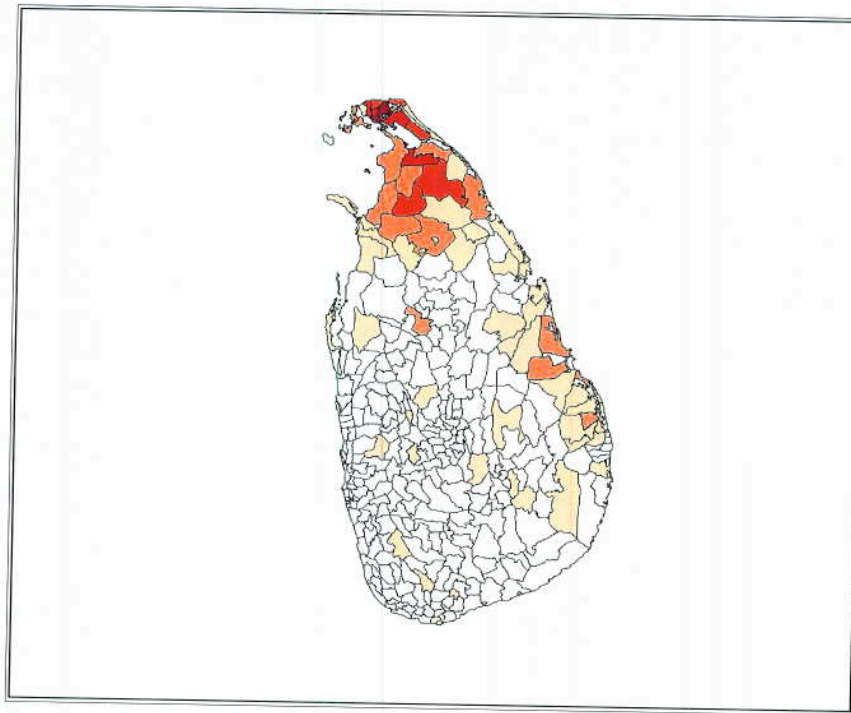
### Summary of mine and UXO incidents

District	Total victims	Injured	Dead
Ampara	6	6	0
Anuradhapura	21	5	16
Badulla	8	3	5
Batticaloa	87	81	6
Gampaha	4	3	1
Hambantota	1	0	1
Jaffna	609	544	65
Kalutara	2	0	2
Kegalle	2	1	1
Kilinochchi	112	99	13
Kurunegala	4	3	1
Mannar	32	29	3
Matara	4	2	2
Monaragala	2	1	1
Mullaitivu	95	82	13
Nuwara Eliya	6	3	3
Polonnaruwa	5	4	0
Puttalam	4	3	1
Trincomalee	16	12	4
Vavuniya	28	16	12





## Mine and UXO Casualties per DS Divison

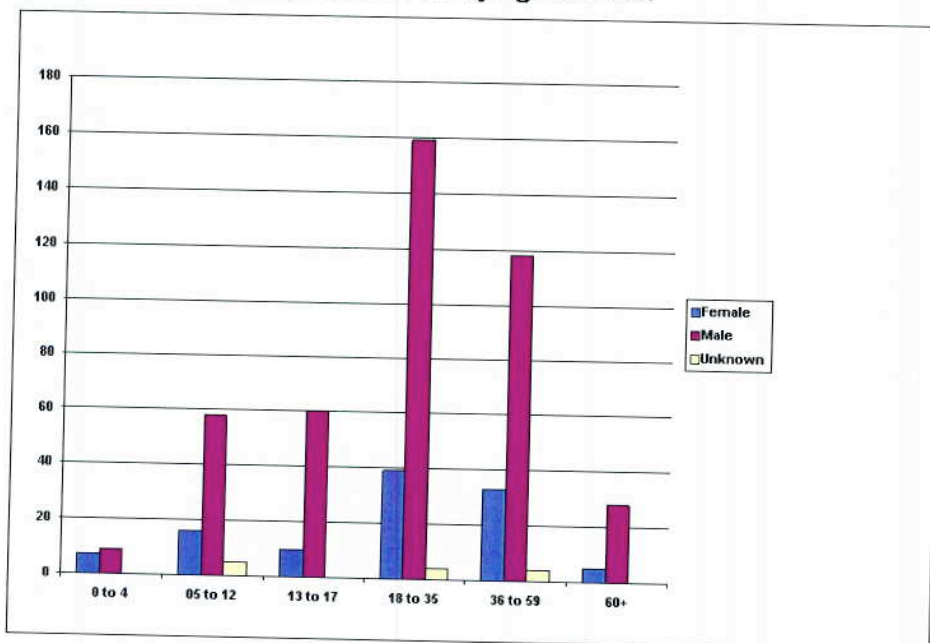


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The small number of casualties occurring in areas outside the main conflict area are due to unexploded ordnance, which have been removed from the conflict area by unknown persons.

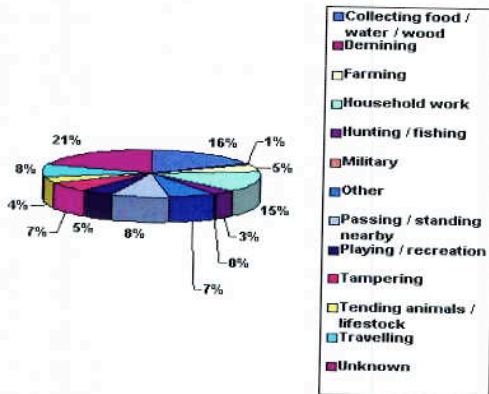
## Casualty Breakdown by Age and Sex



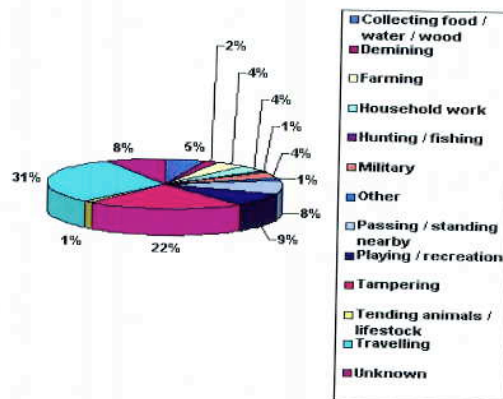
Contrary to popular belief, the most vulnerable group in relation to landmines is adult males. Over 85% of all recorded casualties are male, and the overwhelming majority of working age. The main reason for this is that the activities which are most commonly being undertaken at the time of an accident are collection of firewood, and clearing of house compounds by returning families. In the north and east of Sri Lanka, which are the most affected areas, these activities are overwhelmingly carried out by adult males, especially heads of household.

**Summary of injuries and deaths per activity at the time of the accident**

Injuries by activity at time of accident

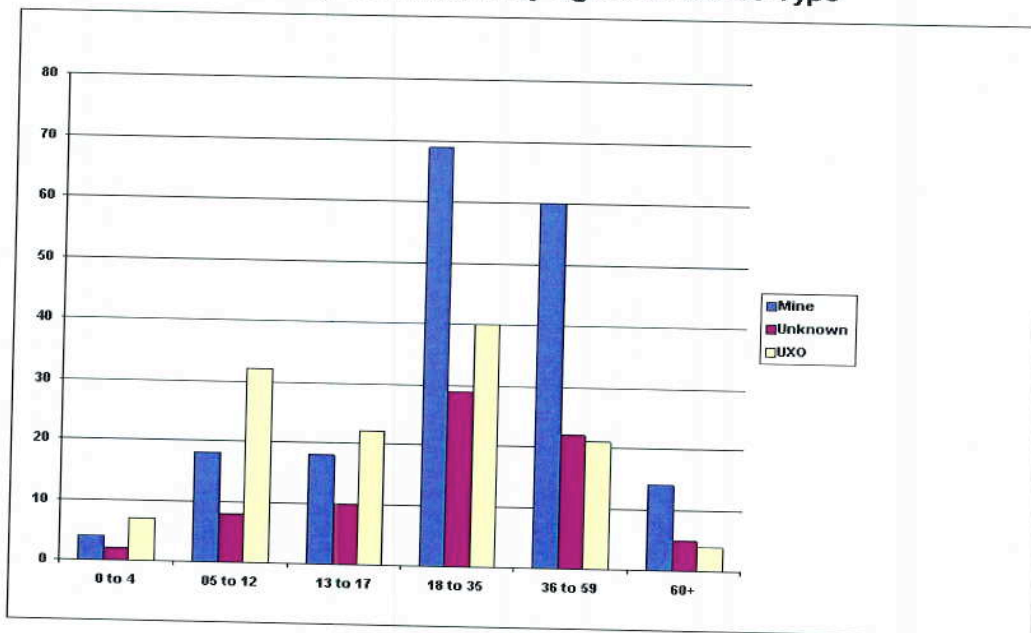


Deaths by activity at time of accident



It is interesting to note that children tend to be proportionately more vulnerable to the risks associated with unexploded ordnance (UXO) than with landmines.

**Casualty Breakdown by Age and Device Type**





Approximately 10% of all ordnance used during the conflict fails to explode as intended, and is left lying wherever it falls. Some may then be moved to other locations, or even dumped in wells, as people try to regain access to their land. For economic reasons, adults are taking risks that put them in danger from landmines – mine accidents tend to happen in minefields, which tend to be regular, and therefore can be identified and avoided if possible. However, UXO will lie anywhere in the conflict area, and are therefore more likely to be encountered by curious children at play.

The overwhelming majority (86%) of casualties involved in landmine accidents in Sri Lanka survive. This means that their injuries must be treated, drawing on limited resources available for health care, and their longer term rehabilitation (physical, psychological and economic) must be attended to.

A typical landmine injury involves the loss of a lower limb, resulting in the need for a prosthetic. Prosthetics last for limited periods of time before requiring replacement, and those fitted to children must be replaced more regularly to allow for growth.

Many landmine survivors will find that their sources of income prior to the accident are more difficult or impossible to continue. Many families also find that traditional roles change as families look for alternative income sources, this can in turn lead to other problems as cultural values are challenged. Other survivors suffer significant psychological problems from the social stigma associated with disability. In some cases, pressure on family incomes forces older children, especially boys, to leave school earlier than planned in order to take on income generating roles – this in turn can lead to these children themselves being put at greater risk of a landmine accident.

Activity	Injured/Dead		Loss of										Other injuries								
			Foot		Leg		Hand		Arm		yes/1		Hearing		Head Neck	Upper Limbs	Chest	Abdomen	Back	Pelvis/Buttock	Lower Limbs
			L	R	L	R	L	R	L	R	L	R	L	R							
Collecting food /water /wood	140	8	54	29	51	33	4	5	1	1	2	1	1	0	15	20	12	11	2	2	40
Demining	10	3	1	0	1	0	0	0	0	0	3	0	0	0	4	4	4	3	0	0	3
Farming	42	6	8	8	5	9	1	1	0	1	3	2	0	1	9	10	7	4	1	1	9
Household work	125	6	33	22	30	21	1	0	0	0	4	3	0	0	23	23	9	12	3	2	31
Hunting / fishing	26	1	8	4	8	5	1	1	0	0	0	0	0	0	0	4	2	4	0	0	6
Military	2	6	1	0	1	0	0	0	0	0	0	0	0	0	0	0	1	1	0	0	0
Other	62	2	12	14	13	19	3	1	0	0	2	2	0	0	9	9	6	4	1	1	12
Passing / standing nearby	72	12	13	16	16	15	2	2	1	1	1	1	0	0	8	17	15	15	2	0	25
Playing / recreation	39	13	0	2	1	6	8	9	6	7	7	11	1	1	3	1	8	10	0	1	5
Tempering	60	32	2	2	1	1	4	4	0	0	2	2	0	0	7	26	12	21	2	3	9
Tending animals / livestock	35	2	10	9	10	9	0	1	0	0	1	0	0	0	5	6	3	4	0	3	13
Travelling	71	44	8	7	10	14	1	0	0	1	1	1	0	0	3	18	12	23	9	5	20
Unknown	173	12	20	17	19	16	3	1	1	1	3	2	0	0	7	26	11	13	5	2	25

The economic impact of landmines is not simply limited to the families of survivors. In 1999-2000, during the Mine Action Pilot Project in Jaffna, the Level 1 Survey identified that in the areas where it was conducted, approximately 6.5% of the land area surveyed was suspected to be mined. This includes some of the most productive agricultural land in the peninsula. In addition

to the land suspected of being mined, there is also a significant amount of land which is inaccessible to the local community, because there is a barrier minefield between the place where people live and the land they may wish to farm. It is too early to say, exactly what the full impact of this is, but it is clear that in some areas, at least 10% of agricultural land is unavailable due to the presence of mines.