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PART 1A. SITUATION ANALYSIS

Problem to be Addressed

ADP's task is to assist with the clearance of land mines in Mozambique, according to the priorities set by the Government of Mozambique (GoM), and under the umbrella of the National Mine Action Plan (NMAP). The desired outcome of mine action is to advance social and economic development in Mozambique; accordingly the mine action projects undertaken by ADP are directly linked to rural, social, and economic development needs.

National and Institutional Framework and Beneficiaries

The Accelerated Demining Programme (ADP) was established in late 1994, during the ONUMOZ peace keeping mission in Mozambique, as a "Swords to Ploughshares" programme to enable demobilised soldiers from opposing political factions to make a useful contribution to the rebuilding and development of Mozambique by clearing landmines (ADP currently employs 389 Mozambique nationals, mostly demobilised soldiers). In May 1995 the GoM established the National Mine Clearance Commission (NMCC) and the National Demining Commission (CND) to co-ordinate mine action. In June 1999 the Council of Ministers approved new legislation to develop the capacity of the GoM to manage mine action and to improve responsiveness to donors and operators. CND was restructured as the National Demining Institute, "Instituto Nacional de Desminagem" (IND), with a mandate to establish and maintain the facilitation, co-ordination, supervision and management of a NMAP, including maintaining transparency between the administrative and regulatory level (IND), and the operational level (NGOs and commercial operators). IND is not involved in day-to-day mine action operations, except in the execution of quality assurance and the maintenance of standards.

In addition, and as part of its strategy towards developing a national capacity, the GoM has recently directed that ADP is to transform itself into a non-governmental organisation (NGO); the transformation is to be completed within the project period. While some progress towards transformation has been made, legal advice regarding the detail of the transformation, which will be required before further progress can be made, is pending. Accordingly it is not possible at this time to describe a precise institutional and legal framework for ADP, however, it is anticipated that post-transformation ADP will be characterised by the involvement of a Governing Board, continued involvement by UNDP for the purposes of transparency, donor participation, a reduced establishment, and a *business-as-usual* approach to operations by ADP. The beneficiaries of the work carried out by ADP are the GoM and people of Mozambique.

Findings of Reviews and Evaluations

The programme has undergone two significant project revisions. In 1997 it became a UNDP nationally executed (NEX) project and in 2001 Phase III of the project commenced (Project MOZ/00/012 - Transformation of ADP into an NGO). Soon after the commencement of Phase III in 2001, doubt was expressed about whether or not an NGO was the appropriate final entity for ADP and a consultant study of the issue was undertaken. The study provided a range of transformation options, which were then



considered by stakeholders. The consensus reached by stakeholders at that time was that the best option for ADP was that it continues as a nationally executed project, but with a redefining of its relationship with IND. Since then, the GoM has directed that ADP is to transform itself into an NGO within the project time frame.

At the December 2003 Tripartite Review (TPR), stakeholders expressed satisfaction with the operational outputs and productivity of ADP and agreed that ADP was an effective national operator with the ability to build national capacity. The TPR agreed in principle that the project should be sustained, furthermore, they recommended that the project be extended in order to maintain ADP's capability and facilitate the completion of the transformation process. Consequently the TPR recommended that a new one-year project be approved as an interim measure to enable the transformation of ADP to be completed.

PART 1B. STRATEGY

Strategy

The GoM remains committed to building a national demining capacity and to the execution of the NMAP. Along with other demining operators, ADP assists with the implementation of the NMAP although, as a UNDP NEX project¹, ADP has no legal standing within the GoM infrastructure. Nevertheless, the GoM sees ADP as crucial to its ability to build national capacity and wishes to retain its expertise as a legal stand-alone entity. In that respect, the legal aspects required to complete ADP's transformation to a nationally recognised legal entity are to be agreed, and the transformation of ADP is to be completed within the project time frame, including determining the responsibility for issues regarding liability, the payment of tax, and other associated issues.

In addition, and within the transformational context, it is appropriate for ADP's management and demining strategies to be revisited and adjusted in order to dovetail with the projected future environment of mine action in Mozambique. To that end ADP has rationalized and reduced its establishment and will progressively move to the new establishment within the project timeframe. A reduced establishment will reduce administrative and infrastructure costs and free up more donor funding for operations. See Annex A for a copy of the ADP proposed internal structure.

ADP is internationally recognised as a world class demining operator and is, arguably, the most successful, cost effective demining operator in Mozambique. Its operational demining capacity has continued to significantly improve, with almost three million m² of land cleared of mines and UXO in 2003 alone. Moreover, and subject to receiving appropriate levels of funding and equipment, ADP has demonstrated the capacity to progressively increase its productivity and to form the basis of a lasting national mine clearance capability. A copy of the ADP work plan for 2004/2005 is at Annex B.

ADP will continue to provide Mozambique with a competent, effective national capability, and it will continue to work within the framework of the national programme, and

¹ Executed under the auspices of the Ministry of Foreign Affairs, through IND.



according to national priorities set by IND. Its relationship with IND will be defined by a MOU for the duration of the transformation process.

The stakeholders interested in the maintenance and growth of ADP's demining capacity will review the transformation process to date and agree on the following:

- The legal details of ADP's post-transformation entity.
- The appointment of a governing board.
- The ADP post-transition management structure, including the appointment of the Director and Deputy Director by the GoM at the start of the project and, thereafter, by the Board once it has been established.
- A resource mobilisation plan.

PART II. RESULTS FRAMEWORK

Desired Outcome

The purpose of this phase of the project is to complete the transformation of ADP from a UNDP NEX project into a Mozambique demining organisation with a legal status and responsibilities under Mozambique law. At the same time ADP must be able to attract donor support, while continuing demining operations and related activities in Mozambique and beyond.

The end state of this project sees ADP recognised by the GoM, UN, and the entire donor community, as an independent demining operator with the mandate and management structure to conduct demining and related activities in Mozambique and overseas. ADP will continue to conduct efficient mine clearance operations in Mozambique, while maintaining its international reputation through involvement in appropriate international forums, and contributing to the development of other demining programmes as capacity allows.

UNDP Support

UNDP assists countries in development programmes, including those intended to address the socio-economic consequences of landmine contamination and for supporting national/local capacity building to ensure the elimination of the obstacles they pose to the resumption of normal economic activity, reconstruction, and development. UNDP supports the development of integrated, sustainable national/local mine action programmes. Transparency, timeliness, accountability, and cost-effectiveness are the guiding principles behind all resource mobilisation efforts in support of mine action programmes.

UNDP has contractual obligations with some donors to continue to administer those funds provided to ADP under cost-sharing agreements. It also has strong historical ties to ADP and an interest in completing the development of what has been a very successful project. This is consistent with UNDP's long-term strategy of supporting the development of national capacity in the Mozambique mine action sector. On that basis,



UNDP is continuing to mobilise resources, provide a neutral financial mechanism for managing ADP funding, and continuing to oversee ADP's finances, for this project.

Objectives

Objective 1: The Establishment of A Legal Framework That Will Allow ADP To Exist As A Non-Profit Making Demining Operator.

Output 1: The Establishment of a Legal Framework That Will Allow ADP to Exist as a Non-Profit Making Demining Operator.

Activities. Activities include:

- Recommendations relating to the detailed structural arrangements for the NGO, underpinned by legal argument, may be made by ADP through IND; however, the final decision will be made by the GoM.
- GoM, in consultation with UNDP, is to determine who should comprise the Governing Board and who should serve as the Chairperson.
- The GoM is to appoint the Chairman and the members of the Governing Board of ADP, with a view to the Governing Board commencing operations by at least December 2004, but no later than January 2005, so that it may:
 - Formally appoint the Director and Deputy Director (the Terms of Reference proposed for the ADP Director' and Deputy Director are at Annex C).
 - Prepare the prodoc for the new period commencing 1 July 2005.
 - Facilitate the transformation by managing all other transformation issues.
- While it is acknowledged that the Governing Board will make the final decision on senior appointments, it is recommended that, for reasons of continuity, corporate expertise and experience, and donor confidence, consideration be given to filling the Deputy Director appointment from within ADP. It is further recommended that the Deputy Director does not need to become a new appointment; rather it is proposed that the Deputy Director's responsibilities become an addition to the portfolio of an existing Head of Department.
- A task committee with representatives from IND, UNDP and MINEC is to agree and decide on:
 - The ADP post-transformation management structure.
 - The establishment of a legal framework that will allow ADP to exist as a non-profit making demining operator.
 - An outline of the decisions that each stakeholder is required to make in order for the transformation to be completed by the December 2004 TPR meeting.
 - Determine relationships with IND (formalized with a MOU), suppliers, partners, military, donors, and other operators.

Success Indicators:

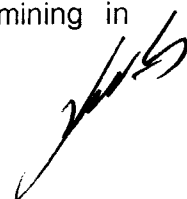
- Governing Board appointed.
- ADP transformed.
- Director and Deputy Director formally appointed by the Governing Board.
- ADP organisational structure reviewed, agreed, and implemented.
- New MOU between IND and ADP prepared and agreed.
- Details of the legal status of ADP agreed by stakeholders.
- Review and adjust strategy and vision to reflect the changing circumstances within demining.
- Ensure ADP post-transformational entity complies with Mozambique legal requirements.
- Develop annual work plans and priorities for all activities; publish the document once it has been approved by the Governing Board.
- Adapt the accounting system, signing/approval authority; administration, financial and record-keeping procedures.
- Secure the necessary insurance such as Personnel Accident, Medical and 3rd party liability insurance, and including insurance of all equipment and property.
- Adapt personnel policies, procedures, contracts and terms of reference, where required.
- Adapt procurement and logistics policies and procedures, if necessary.
- Carry out an audit as part of the transformation process.
- Work with UNDP to develop a resource mobilisation strategy, and prepare and present funding proposals.
- Develop and implement a public information plan.
- Revise the annual budget as a part of the transformation process.
- ADP contracted to IND to carry out demining operations in accordance with annual priorities.
- Managerial and business procedures adjusted where necessary.
- Business plan and work plan published, and externally supported (see Annex B).
- Funding secured.

Objective 2: Landmine and UXO Clearance

To have a measurable impact on Mozambique communities and infrastructure through the safe and effective clearance of landmines and UXO, using procedures that meet Mozambique and international mine clearance standards and, which make best use of available resources.

Output 2.1: Operational and Strategic Planning**Activities**

- Liaison with IND and provincial authorities to ensure clearance meets national and provincial priorities.
- Assist in the maintenance of the national mine data base.
- Consultation with stakeholders on future capabilities required for demining in Mozambique.



- Preparation of annual operational and capital purchase budgets.
- Preparation of annual and quarterly plans.
- Preparation of annual and quarterly reports.

Success Indicators

- Annual plan that reflects national and strategic priorities.
- Effective proposals prepared reflecting tasks, estimates/budgets, derived from the annual plan.
- Issue of ADP annual work plan and budget by November.
- Issue of undated quarterly plans prior to each quarter.
- Issue of quarterly reports within one month of the end of each quarter.
- Updated national mine database.

Output 2.2: Survey and Area Reduction

Activities

- Liaison with local authorities and communities to determine as far as possible the extent of Suspected Mined Areas (SMA), including identifying, prioritising, and costing individual tasks.
- Operations are to include an increasing emphasis on technical survey in order to maximise area reduction and to focus demining operations in accordance with development needs.
- Reduction in the number and size SMAs of through the effective use of MDD, machines and manual demining.
- Marking of surveyed areas.
- Conduct of mine awareness with the local population in areas being surveyed.
- Provision of updated information to national data base.
- Provision of mine and mined area information to any organisation requesting it

Success Indicators

The indicators for the success of this output fall within the domain of IND and include the following tasks:

- A quantifiable decrease in the number of landmine/UXO-related casualties in areas where survey has been conducted.
- Surveyed SMAs clearly marked and ready for clearance.
- Population aware of SMAs and aware of mine markings.
- National data base updated.

Output 2.3: Landmine and UXO Clearance

Activities

- Carryout mine and UXO clearance, and area reduction in Inhambane, Maputo and Gaza provinces.
- Integrated use of MDD, machines and manual methods to use resources in a manner appropriate to each clearance task.
- Adherence to international standards and ADP standard operating procedures.
- Internal quality assurance.
- Annual retraining of all field personnel.
- Efficient and effective use of resources.

Success Indicators

- All field demining elements meet both internal and external quality assurance inspections.
- ADP maintains its national accreditation.
- Maximum clearance is achieved as efficiently as possible.

Output 2.4: Organisational Development and Information Exchange

Activities

- Participation in international forums when cost effective and appropriate.
- Participation in national Technical Working Groups (TWG) and demining forums.
- Conduct at least two ADP TWGs annually.
- Support to demining organisations in Mozambique through the provision of training, quality assurance or technical advice, when requested.
- Support to overseas demining organisations through the provision of training or technical advice when requested.
- Participation in the development of demining technologies.²
- Training of management and technical staff through appropriate and cost effective course, seminars and consultancies.

Success Indicators

- ADP contributes to the resolution of international demining issues and facilitates the development and evolution of demining procedures and equipment.
- Continued evolution of SOPs.
- Recommendations on improvements or changes to national standards where appropriate.
- Improvement and development of Mozambican based demining organisations.

² ADP will cooperate with the developers of demining technology to trial and provide feedback on new mine clearance equipment and procedures; this will include working with the demining programmes of other nations in a cooperative way on a knowledge sharing basis.

- Improvement and development of overseas demining organisations.
- Improved technologies available for demining internationally.
- Improved management procedures and processes.

Output 2.5: Landmine/UXO/HIV Aids Awareness

The GoM is responsible for developing and implementing strategies to manage the HIV/Aids crisis in Mozambique. In addition to delivering mine awareness training, already being conducted as part of routine survey operations, ADP could also assist the GoM in disseminating information on HIV/Aids to remote areas, where information about HIV/Aids may not be readily available. While ADP has put an HIV/Aids awareness programme in place for its employees, guidance on a broader role in this regard would need to be provided by IND.

Activities

- Conduct mine awareness for local populations where survey is being conducted.
- Conduct mine awareness for UNV and other volunteers arriving in Mozambique.
- Conduct of school and community based awareness when requested.
- Conduct HIV/Aids awareness as part of mine awareness presentations in schools, communities and during survey operations.
- Conduct HIV/Aids awareness for ADP employees.
- Conduct a confidential HIV/Aids test programme within ADP in order to determine the HIV/Aids infection rate within the programme (employees will only be told their result if they so request).³
- Establish an improved health regime for ADP HIV/Aids positive employees who have requested help.

Success Indicators:

- A further reduction in landmine/UXO-related casualties in the southern provinces.
- Improved awareness of HIV/Aids in areas visited by ADP.
- Improved HIV/Aids awareness amongst ADP employees.
- Reduced rate of HIV/Aids infection amongst ADP employees.
- ADP employees with HIV/Aids seeking assistance.
- Improved health of HIV/Aids positive employees.

³ All deminers are required to undergo a blood test so that, in the event of an accident, their blood type will be known for treatment purposes. Furthermore, it is also essential for the health and safety of those medics treating a deminer, who might have fallen victim to a mine, to know whether or not the patient is HIV positive (this may affect safety precautions applied during the treatment process). Consequently, all deminers are invited to undergo a test for HIV Aids.

PART III. MANAGEMENT ARRANGEMENTS

The project shall be executed by the National Institute for Demining (IND), and implemented by ADP. A project steering committee comprising of IND, UNDP and participating donors will be put in place and will take overall responsibility for decisions on issues that arise during the implementation of this project.

The responsibility for monitoring and evaluation of the project rests primarily with IND, as the executing agency, and may be delegated, in part to ADP as the implementing agency.

Government of Mozambique/UNDP guidelines and procedures for NEX projects will apply in financial accounting and regular reporting and auditing of this project.

Given that this is a preparatory project, it shall not require a formal meeting of the Local Projects Approval Committee (LPAC) before approval. The project will be subjected to a tripartite review meeting (TPR) at least once during its lifetime. The project report regularly to donors through UNDP as required.

PART IV. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement between the GoM and the UNDP, signed by the parties on 15 September 1976. The host country-implementing agency shall, for the purpose of the Standard Basic Agreement, refer to the government cooperating agency described in that Agreement.

Project Revisions

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

- revisions to, or additions of, any of the annexes of the project document;
- revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the rearrangement of inputs already agreed to or by cost increases due to inflation; and
- mandatory annual revisions that re-phase the delivery of agreed project inputs, or reflect increased expert or other costs due to inflation, or take into account agency expenditure flexibility.

All other revisions shall be signed by all parties to the project document and advised to the donors accordingly.

