



LMAS 07.40

MONITORING OF MINE ACTION

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Note:

This document is current at the date shown on this page. The Local Mine Action Standards (LMAS) are subject to regular revision, so users should ensure that they are using the latest version of each document in the standards. The most recent versions of LMAS are available with SMACO office of Rabouni.

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Foreword

Critical safety, control and quality elements of the International Mine Action Standards (IMAS) have been retained in the Local Mine Action Standards (LMAS), so ensuring that they maintain the principles agreed in IMAS guidelines.

The work of preparing, reviewing and revising LMAS is conducted by a technical committee with the support of international, governmental and non-governmental organisations in Western Sahara, East of Berm (EoB).

In the LMAS, the following words are used to indicate the intended degree of compliance and are to be reflected in Mine Action Organisation Standard Operating Procedures (SOPs):

'Shall', 'will' and 'must' are used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard;

'Should' is used to indicate the preferred requirements, methods or specifications.

'May' is used to indicate a possible method or course of action.

In LMAS:

The term "Demining Organisation" refers to any organisation (government, NGO or commercial entity) responsible for implementing demining projects or tasks. Demining Organisations include headquarters and support elements.

The term "Mine Action Organisation" refers to any organisation (government, military, commercial or NGO/civil society) responsible for implementing mine action projects or tasks. The mine action organisation may be a prime contractor, subcontractor, consultant or agent.

For the purpose of the LMAS, the words “Demining Organisation” and “Mine Action Organisation” are interchangeable and used to describe the same body.

1. Introduction

This standard was initially drafted prior to release of the amended IMAS 07.40 Accreditation of Mine Action Organisations, 2nd Edition (20 January 2016). It is considered that the amendments to IMAS 07.40 have no significant bearing on the WSMAS, however in circumstances where there is ambiguity the SMACO shall refer to the current version of IMAS for clarification.

2. Monitoring and Quality Management

- 2.1** Monitoring is an essential element of any effective quality management system (QMS) as well as within strategic, operational, project, programme, safety, environmental and results-based management systems.
- 2.2** At the heart of quality management (QM) is the concept of continual improvement, captured in the Plan – Do – Check - Act cycle. Monitoring is integral to the ‘check’ stage of the cycle. Monitoring represents the primary means of ‘closing the loop’ to ensure that needs and opportunities for improvement are identified and addressed, and that authorities and managers have the information they need to take timely and effective, evidence-based decisions to support the achievement of strategic and operational objectives.
- 2.3** Definitions of monitoring emphasise that it is a continuing function, that it relies on systematic collection of data in relation to specified indicators, and that its purpose is to provide management with information about progress, achievement of objectives and compliance with policies and standards.
- 2.4** Monitoring is also described as determining the status of a system, a process or an activity - what is to be monitored, the methods for monitoring, measurement and analysis, when monitoring should be performed and how results shall be analysed and evaluated all need to be defined.
- 2.5** This standard details requirements for the monitoring of mine action in Western Sahara EoB.

3. Monitoring within the Quality Management System (QMS)

- 3.1** The overall aim of mine action quality management (QM) is to provide confidence (to the beneficiary, the mine action organisation, the SMACO, the donor and to other interested parties) that quality requirements have been met or exceeded, and that mine action activities and products are fit for purpose.
- 3.2** Monitoring is a mandatory function within any quality management system. It is the primary means by which authorities, managers and other interested parties receive information about the performance of Mine Action Organisations, the processes that they use, the products they deliver, and the results of their activities.
- 3.3** The information provided by monitoring systems supports corrective action, continual improvement and management review processes.
- 3.4** In Western Sahara EoB monitoring shall involve quality assurance (QA), quality control (QC), and may involve post demining inspection.

- 3.5** Monitoring of processes is an important part of the QA function, which includes all proactive action taken to increase confidence that requirements shall be met. Monitoring of products is a QC function, checking that product requirements have been met.
- 3.6** Monitoring should address the effectiveness of mine action activities (the extent to which they achieve planned purposes / objectives) and their efficiency (the relationship between achievement of objectives and use of resources). Monitoring should also be used to inform decisions about relevance, i.e. are the planned activities likely to deliver the desired results for beneficiaries.
- 3.7** Monitoring is an essential part of the mine action process. Together with Accreditation, it should provide the SMACO with the necessary confidence that the Mine Action Organisation has released the land in accordance with its contractual obligations, and that the land is safe for its intended use.
- 3.8** To achieve this, monitoring shall examine the Mine Action Organisation's capability (people, equipment and procedures) and observe how this capability is being applied. External monitoring complements the Mine Action Organisation's own internal QM system.
- 3.9** External monitoring verifies that the Mine Action Organisation's internal monitoring processes are appropriate and are being applied, however does not replace the Mine Action Organisation's responsibility for ensuring the application of safe, effective and efficient operational procedures.
- 3.10** Monitoring is conducted throughout the duration of mine action, particularly at the beginning of a project as on-site verification, which is part of the Accreditation of a Mine Action Organisation.
- 3.11** Where appropriate, the results of monitoring should be used to inform the process of Accreditation, in particular the renewal of Accreditation of a Mine Action Organisation that has been monitored during the current or previous phase of a contract. The Accreditation process is detailed in LMAS 07.30 Accreditation of Mine Action Organisations.

4. Information Management Systems

- 4.1** Internal and external monitoring of Mine Action Organisations should be accurately recorded and relevant details from external monitoring reports should be entered in the information management system for mine action (IMSMA) and/or another established database.

5. Monitoring and Risk Management

- 5.1** Risk is defined as 'the effect of uncertainty on objectives' (ISO Guide 73:2009). It may be expressed through reference to the 'combination of the probability of occurrence of harm and the severity of that harm' (IMAS 04.10 and ISO Guide 51:1999).
- 5.2** Monitoring is integral to risk management processes at both the strategic and operational levels in any mine action programme. Risk identification, analysis, evaluation, treatment and review functions should be used to identify and specify information requirements, including key performance indicators (KPIs), relevant to, and requiring the attention of, the monitoring system.
- 5.3** KPIs are measurable values used to demonstrate how effectively an organisation or programme is achieving objectives. Relevant indicators may include:

- Nonconformity rates (by product / process, by the organisation / unit and in relation to defined requirements).
- Compliance rates (in relation to standards, rules, regulations, policies and procedures).
- Progress rates (against defined deadlines, targets, budgets and benchmarks).
- Asset performance (productivity rates, detection/miss rates). Efficiency rates (effort applied in relation to results achieved).

6. Monitoring Requirements

- 6.1** The SMACO and/or other agreed agency shall conduct monitoring of Mine Action Organisations operating in Western Sahara EoB.
- 6.2** Mine Action Organisations shall conduct internal monitoring for the duration of their mine action activities in Western Sahara EoB and shall have detailed procedures for the conduct of monitoring in their SOPs, which should be validated during the Accreditation process.

7. Purpose of Monitoring

- 7.1** Monitoring is conducted to provide authorities, managers and decision-makers with reliable evidence-based information about the performance of organisations and the mine action programme as a whole, in relation to strategic and operational objectives and policies. Monitoring is used to inform decisions about future planning and the continual improvement of mine action.
- 7.2** Monitoring by the SMACO and/or other agreed agency should aim to ensure that:
- Internal monitoring measures are appropriate, and are being carried out effectively by each Mine Action Organisation.
 - The Mine Action Organisation is working safely, efficiently, effectively, in accordance with their SOP's and LMAS.
 - Mine action operations are being conducted in accordance with the Implementation Plan and Task Order.
 - An appropriate level of confidence is maintained that areas are being demined in accordance with humanitarian standards.
 - Problems are identified as early as possible in order to prevent incorrect procedures from developing.
 - Training standards are constantly being maintained.
 - Any new demining technique is assessed for its suitability and safety prior to operational use.
 - Regular feedback of monitoring is provided to the management and field operators within Mine Action Organisations.

8. Quality Assurance (QA) Monitoring Categories

Quality Assurance monitoring in Western Sahara comprises three categories:

- a. Programmed (External) QA Monitoring.
- b. Special (External) QA Monitoring.
- c. Mine Action Organisations (Internal) QA Monitoring.

8.1 Programmed (External) QA Monitoring

- 8.1.1 Programmed (External) QA monitoring should be conducted by SMACO and/or other agreed agency monitors prior, during and on completion of Mine Action Organisations operations.
- 8.1.2 Monitoring should involve arranged and impromptu visits, and should not interfere with the conduct of planned mine action activities.
- 8.1.3 The amount of monitoring and establishing an acceptable procedure requires a degree of common sense, otherwise the process becomes difficult to implement and costly in terms of resources and effort.
- 8.1.4 Each Mine Action Organisation team / site should receive one monitoring visit at intervals each month; however this shall be determined by the SMACO, i.e. based on the mine action activity being conducted, the ability of the Mine Action Organisation, and past monitoring results.
- 8.1.5 The focus of monitoring (i.e. subjects, activities) may vary depending on the assets deployed, mine action procedures, and factors such as the mine/ERW threat and ground conditions.

8.1.6 QA monitoring may involve for example:

- Management, logistic and administrative offices.
- Explosive storage, medical and equipment maintenance facilities.
- Training courses and facilities, including Mine Detection Dogs (MDD).
- Remote demining camps.
- Central demolition sites (CDS).
- Demining operations including survey and clearance.
- Suspensions and completions.
- Community liaison and Mine/ERW risk education activities.
- Test and evaluation of equipment.
- Any other accredited Mine Action Organisation activities, including QA and QC.

During QA monitoring the SMACO and/or other agreed agency should complete relevant QA monitoring forms as a testimony.

8.2 Special (External) QA Monitoring

- 8.2.1 Special (External) QA monitoring should be conducted by SMACO monitors based on QA monitoring which has concluded that the Mine Action Organisation has regularly demonstrated non-conformity, and/or non-conformity is observed/detected which has resulting in a suspension of operations, personnel, equipment, machines or dogs.
- 8.2.2 Special QA monitoring may also be required after a demining incident or accident, particularly in circumstances where it is concluded that the incident or accident was as result non-conformity by the Mine Action Organisation.
- 8.2.3 The aim of Special QA monitoring is to ensure that pertinent corrective action has been applied by the Mine Action Organisation within the agreed timeframe and that they are working safe, efficiently and effectively, in accordance with their SOPs, LMAS and terms of the operational Accreditation.
- 8.2.4 Special QA monitoring shall be conducted in an open manner in consultation with the management of the particular Mine Action Organisation and the SMACO shall inform

the Mine Action Organisation of the reasons, purpose and expected duration of the monitoring.

8.2.5 If during Special QA monitoring the monitor confirms that no pertinent corrective action has been taken by the Mine Action Organisation, it may result in a suspension of activities, personnel, equipment, machines, dogs, and possibly the operational Accreditation.

8.3 Mine Action Organisations (Internal) QA Monitoring

8.3.1 Mine Action Organisations QA monitoring is a daily ongoing process that must be undertaken by all the Mine Action Organisations operating.

8.3.2 It is an integral part of effective command, control and supervisory procedures, within the organisation.

8.3.4 An internal QA management policy (or similar) must be included into their SOPs (or other accredited document) and adhered to during mine action operations.

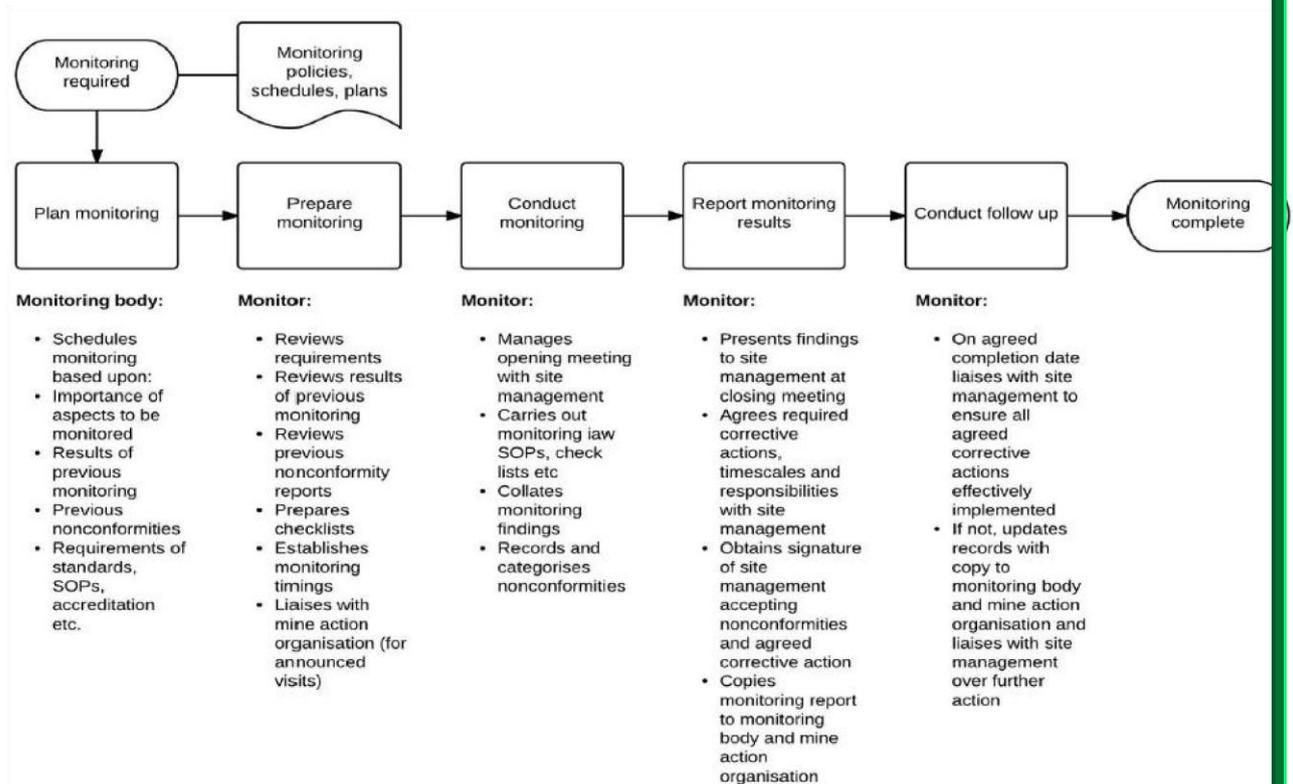


Figure 1: Example of the Monitoring Process

9. Quality Control (QC)

9.1 Quality Control (QC) is the inspection of a product to confirm that quality requirements have been fulfilled. In demining QC involves the inspection of land which has undergone demining (normally technical survey or clearance).

9.2 QC should confirm if the land has been processed as intended and whether the

selected procedures were appropriate.

9.3 QC is usually conducted during the demining process and it may be decided that it is required after. This is normally referred to as post demining inspection or sampling.

9.4 The Mine Action Organisation shall have details in their SOPs for conducting QC during demining. This shall include the minimum QC requirements (i.e. proportion of the demining area), the methodology for conducting QC of ground cleared using detectors, the actions on locating signals in cleared areas (including pertinent marking), and the methodology for conducting QC of an excavated area of ground.

9.5 During demining operations involving technical survey, mine clearance, battle area clearance sub-surface search and MDD, the Mine Action Organisation shall conduct a minimum of ten percent (10%) QC of processed ground using an appropriate procedure which is capable of confirming the standard of demining. The minimum required amount of QC may only be reduced on authorisation by the SMACO. During battle area clearance visual search the Mine Action Organisation shall conduct a minimum of fifty percent (50%) QC of processed ground.

9.6 Where possible the SMACO should conduct QC of Mine Action Organisation demining operations.

10. Preparation for External QA Monitoring

10.1 Before conducting monitoring of Mine Action Organisation operations, the monitors should have read:

- The Mine Action Organisation's SOPs, Operational Accreditation, and any contract or agreement related to the work being conducted such as implementation plans (IPs).
- Relevant past monitoring reports.
- The results of any post-demining inspections conducted at the worksite.
- Relevant incident or accident reports.
- All other information which shall help the monitors to develop a plan for the monitoring.

10.2 The SMACO may conduct announced monitoring and the monitors should tell the Mine Action Organisation about any preparation they may require (such as ensuring the availability of certain documents or key staff). The actual date and if possible, time of planned monitoring should be given in advance, and if necessary the SMACO may provide the Mine Action Organisation a monitoring schedule (or similar).

10.3 The SMACO may however conduct unannounced monitoring whereas the monitors should not inform the Mine Action Organisation in advance.

10.4 Both announced and unannounced monitoring have advantages. Announced monitoring may be more productive and less disruptive, however some problems may be concealed from the monitors. Unannounced monitoring enables the monitor to observe Mine Action Organisation in their normal working

mode, however may be disruptive and key members of staff may be absent; a combination of both may be appropriate.

11. Conduct of External QA Monitoring

11.1 Monitors shall monitor and inspect the work of the Mine Action Organisation in order to confirm that the management systems and operational procedures are consistent with the terms of their Operational Accreditation, SOPs, LMAS and implementation plan (IP). This monitoring should be impromptu or may be arranged, and the monitors should avoid undue interruption to the Mine Action Organisation's operations.

11.2 When conducting monitoring at a Mine Action Organisation's demining site, the SMACO and/or other agreed agency monitor should:

- Report to the Control Point (command post, or similar) and introduce themselves to the person in charge of the demining operations, stating the purpose of the visit.
- Ensure that all safety aspects are being adhered to and that demining procedures are being carried out in accordance with the Mine Action Organisations SOPs.
- Adhere to relevant safety procedures whilst at that particular site.
- Be firm, polite and objective in judgement. Remain impartial at all times and do not let personal opinions; family ties or friendships affect the judgement and performance of duties.
- Not to make changes to Accredited SOPs, unless otherwise agreed between the SMACO and Mine Action Organisation. Annotate recommendations or changes in the monitoring form (or other relevant report) for possible further action.
- Detail in the monitoring form any concerns not covered in the form and/or suggestions concerning the demining operation. These should be brought to the attention of the demining Site Supervisor (or equivalent) and other relevant parties.

11.3 When receiving monitoring, the Mine Action Organisation staff should:

- Support the monitor by complying with his/her requests during the monitoring.
- Provide the monitor with a brief of the Mine Action activities and aspects relating to safety.
- Annotate relevant comments and sign the monitoring form on completion of the monitoring.

12. Management Practices and Documentation

12.1 Monitors shall also inspect management documentation, for example: qualifications, training records, insurance cover, and general occupational health practices and records. Certain administrative documents such as confidential information relating to Mine Action Organisation employees shall not be inspected unless the monitors have direct instruction from SMACO to do so.

12.2 Samples of documentation and records may be randomly selected by the monitors for inspection.

13. Worksite Safety

- 13.1** Monitors should assess the suitability of the worksite layout and safety procedures, and should assess how effectively the procedures are being applied. LMAS 10.20 provides guidance on demining worksite safety.
- 13.2** Monitors have the authority to suspend operations at a demining worksite if the safety of any person is being placed at risk and the error is not corrected immediately. The monitors must record the reasons for suspending work and inform the SMACO office immediately. The SMACO should ensure that the relevant senior Mine Action Organisation person is also informed. Operations may only be started again after all safety faults have been corrected and on authorisation by the SMACO.

14. Medical Support

- 14.1** Monitors should assess the medical support available at demining worksites, including the qualifications of the medical staff, the medical equipment, stores, supplies and drugs available, and the vehicle designated for casualty evacuation. Documented procedures for treatment and casualty evacuation should be examined.
- 14.2** The SMACO and/or other agreed agency should conduct monitoring of the Mine Action Organisation's casualty evacuation procedures **as soon as possible after the start of operations at each new demining site and at least once each month during demining operations.**
- 14.3** The Mine Action Organisation shall practice the casualty evacuation procedures at each demining site, prior to the commencement of operations and at least once a month during demining operations. The casualty evacuation practices shall be recorded by the Site Supervisor (or equivalent) and a record kept at the site during operations.
- 14.4** When the medical support available does not meet the minimum requirements of LMAS or the Mine Action Organisation's accredited SOPs and this is not immediately corrected by the organisation, the monitors may suspend operations until corrective measures have been taken. The monitors must record the reasons for suspending work and inform the SMACO office immediately. The SMACO should ensure that the relevant senior Mine Action Organisation person is also informed. Operations may only be started again after all safety faults have been corrected, and on approval from the SMACO.

15. Community Liaison

- 15.1** Humanitarian mine action is about serving the people in mine affected communities, so failure to involve the local people when possible is a failure to uphold one of the principles on which humanitarian mine action is based. When a demining worksite has one or more communities close to it or using land that is close by, the Mine Action Organisation must establish community liaison links with community leaders. This is a safety requirement and failure to comply can lead to suspension of accreditation.
- 15.2** Even when there are no communities close by, the Mine Action Organisation must establish links with the relevant authorities responsible for the area.
- 15.3** Some aspects of mine action, such as Mine/ERW Risk Education and Victim Assistance, rely heavily on working within a community; therefore community liaison must be integrated in the work and detailed in the SOPs submitted as part of an organisation's Operational Accreditation.

- 15.4** Monitors should ensure that the community is appropriately involved in all aspects of a Mine Action Organisation's work. When appropriate, Mine Action Organisations shall provide appropriate Mine/ERW Risk Education as part of their work.
- 15.5** The community liaison role in a Mine Action Organisation may be filled by a specialist staff member trained for the task.

16. Demining Accidents

- 16.1** If Mine Action Organisations have demining accidents in Western Sahara EoB, the monitors should pay special attention to any recommendations made in the investigation reports to ensure that corrective measures required by SMACO have been carried out.
- 16.2** If corrective measures required by SMACO have not been carried out, this is a serious breach of safety and the conditions under which Operational Accreditation was granted. In such circumstances the monitors should suspend operations until they are carried out. The monitors must record the reasons for suspending work and inform the SMACO office immediately. Operations may only be started again after all safety faults have been corrected and with permission from the office of the SMACO Coordinator.
- 16.3** If corrective measures required by SMACO have not been carried out, this is a serious breach of safety and the conditions under which Operational Accreditation was granted. The monitors should suspend operations until they are carried out. The monitors must record the reasons for suspending work and inform the SMACO office immediately. The SMACO should ensure that the relevant senior Mine Action Organisation person is also informed. Operations may only be started again after all safety faults have been corrected and with permission from the office of the SMACO Coordinator.

17. Equipment

- 17.1** QA monitors must assess the condition, effectiveness and suitability of equipment. This includes the inspection of a sample of critical equipment (such as detectors and PPE), and examining records of equipment maintenance, repairs, upgrades and modifications. Repair facilities and tools should also be inspected.
- 17.2** When the condition or effectiveness of equipment raises safety issues that are not immediately addressed by the Mine Action Organisation, the monitors may suspend operations until corrective measures have been taken. The monitors must record the reasons for suspending work and inform the SMACO office. The SMACO should ensure that the relevant senior Mine Action Organisation person is also informed. Operations may only be started again after all safety faults have been corrected, and on approval from the SMACO.

18. Mine Action Procedures

- 18.1** QA monitors must observe mine action activities to ensure that they are consistent with the Mine Action Organisation's Operational Accreditation, SOPs, LMAS and implementation plan (IP).
- 18.2** Where specialist demining methods are being used, such as the use of mine detection dogs (MDD) or mechanical demining, the monitoring body should include staff with the necessary specialist knowledge to assess the procedures being observed.
- 18.3** When the conduct of procedures raises safety issues that are not immediately addressed by the Mine Action Organisation, the monitors may

suspend operations until corrective measures have been taken. The monitors must record the reasons for suspending work and inform the SMACO office immediately. The SMACO should ensure that the relevant senior Mine Action Organisation person is also informed. Operations may only be started again after all safety faults have been corrected, and on approval from the SMACO and on approval from the SMACO.

19. Reporting

- 19.1** When conducting QA monitoring, the monitor must report to the senior staff of the Mine Action Organisation being monitored at the site starting the monitoring and prior to departing the site. A monitoring report must be completed and the senior staff at the site of the organisation being monitored must be offered the opportunity to add any comments they have to the report. The monitor and the senior staff at the site of the organisation being monitored must sign the report at the site.
- 19.2** Any significant concerns involving safety should be reported to the SMACO before the monitors leave the site. This shall allow the SMACO to advise whether immediate action is required.
- 19.3** The monitors shall submit the monitoring report to the SMACO Operations office (or other agreed location) as soon as possible, although normally **within a day** of the report being completed. The SMACO and/or other agreed agency shall send a copy of the report to the Mine Action Organisation being monitored as soon as possible, although normally **within three days**.

Corrective Action

- 19.4** Any problems identified in the monitoring report form must be addressed by the Mine Action Organisation. If the problems are sufficiently serious, the Mine Action Organisation may be required to present its corrected management or operational procedures to the SMACO, and to demonstrate that it is in full compliance with the stated requirements. In some cases, the Operation Accreditation of the Mine Action Organisation may be suspended until the organisation complies with the requirements.

20. Principles for Monitoring Staff

- 20.1** The SMACO approved monitoring staff must be free from any political, commercial, financial and other pressures which might affect their judgement. Any attempt by Mine Action Organisation staff to affect the outcome of monitoring by applying pressure to monitoring staff shall lead to the automatic suspension of the organisation's Operational Accreditation and may lead to criminal proceedings being taken against the offending organisation under Western Sahara Authorities.
- 20.2** To ensure impartiality, monitors must not have any financial involvement with other Mine Action Organisations, or organisations that design, manufacture, supply, install, use or maintain services or equipment for organisations operating in mine action.

21. Appeals

21.1 When the managers of a Mine Action Organisation disagree with the results of monitoring, they may lodge a written appeal against that decision with the office of the SMACO Coordinator within **two weeks** of the monitoring query. The appeal should include arguments against the original findings of the monitoring report, with evidence when appropriate. SMACO shall review the monitoring report and any additional evidence presented. As a result of the appraisal, the original findings of the monitoring report may be amended or upheld. The Mine Action Organisation affected should be notified of the decision in writing within **three days** of the appeal being received at the office of the Coordinator of SMACO.

21.2 When an applicant disagrees with the decision made by the office of the SMACO Coordinator, the applicant has the right to lodge a formal appeal against that decision with the office of the SMACO Coordinator within **two weeks** of being notified of the decision. On receipt of the appeal, the SMACO Coordinator must appoint an appeal tribunal, including at least one independent member from the international mine action community, to hear the appeal as soon as possible. Generally, appeals should be heard within **twenty-one days** of being lodged.

21.3 The appeals tribunal has the authority to overturn a monitoring assessment.

Note: All costs associated with appeals against monitoring assessments shall be recovered from the appealing organisation whenever an appeal is unsuccessful.

22. Responsibilities

22.1 Local Mine Action Authority (SMACO) The SMACO Coordinator shall:

- Establish a system for the monitoring of Mine Action Organisations.
- Oversee the work of the Monitors, ensure that the system is applied in a fair and equitable manner, and that monitoring does not interrupt or delay mine action projects more than necessary.
- Ensure that appropriate action is taken to implement the monitor's recommendations.

22.2 Mine Action Organisation

The Mine Action Organisation must:

- Apply management practices and operational procedures for which they have SMACO Operational Accreditation;
- Maintain and make available documentation, reports, records and other data on Mine Action activities to the Monitors.
- Provide the monitors with access to all sites, buildings and other facilities which need to be visited as part of the monitoring requirement.

22.3 Donors and Commercial Funders

When a contract or other formal agreement has been written by a donor or commercial funding organisation, that organisation shall be responsible for including a requirement that the implementing partner(s) will comply with the LMAS monitoring requirements established by the SMACO or other appropriate body acting in its behalf.

General References

- International Mine Action Standards (IMAS), in particular, 07.40 Monitoring of Mine Action Organisations.

- LMAS 07.30, Accreditation of Mine Action Organisations.