ANGOLA
MINE AWARENESS EVALUATION

SUMMARY

UNICEF, DFAIT & CIET
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TABLE OF CONTENTS

TERMS USED IN THIS REPORT

Terms are listed to assist readers; they are specific for this report and may differ in other situations.

APM	Anti-personnel mine
CCF	Christian Children s Fund
CDJ	Club de Jovens (Youth club in Huila Province)
CIET	Community Information Epidemiological Technologies (see http://www.ciet.org)
FAA	(Angolan Armed Forces)
FAPLA	(People s Armed Forces for the Liberation of Angola)
FNLA	Frente Nacional de Libertaçao de Angola (National Front for the Liberation of Angola)
Food security	Sufficient food and prospects of sufficient food. In this survey several indicators were used, including sufficient food last week, food purchase and sale/trade of household goods for food
GAC	Grupo de Apoio a Criança
HI	Handicap International
IDPs	Internally displaced people in the area a) since the war began and b) for less than four years
INAROEE	Instituto Nacional de Remocao de Obstaculos e Engenhos Explosivos (Angolan National Institute for the Removal of Obstacles and Explosive Devices)
INE	Instituto Nacional de Estatistica (National Statistical Institute)
MAE	Mine awareness evaluation
MPLA	Movimento Popular de Liberaçao de Angola (People s Movement for the Liberation of Angola)
NPA	Norwegian People s Aid
PEPAM	Programa de Educaçao para Prevençao de Acidentes com Minas (National Mine Awareness and Mine Accident Prevention Programme)
SCS	Sentinel community surveillance, sentinel community surveys, CIET methods
SWAPO	South West African Liberation Organisation
UNICEF	United Nations Children s Fund
UNITA	Uniao Nacional para a Independencia Total de Angola (United National Party for the Total Independence of Angola)
UXO	Unexploded Ordnance

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Luanda
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Introduction

After three decades of war in Angola, landmines pose a major obstacle to the delivery of basic services, humanitarian aid, community rehabilitation, economic recovery and return of people to their homes. Thousands have perished and more than 70,000 people have lost limbs as a result of mines. In late 1994, after the signing of the Lusaka Protocol, UNICEF Angola launched its mine awareness programme to reach the most affected people in Angola. The early strategy was to broadcast mine awareness messages on local and national radio and television. This was followed by the development of posters and information kits for trainers.

PEPAM (*Programa de Educaçao para Prevençao de Acidentes com Minas*) identifies most mine awareness activities in Angola, including those in schools, those run by NGOs, the Ministry of Education and UN agencies. In late 1994, after the signing of the Lusaka Protocol, UNICEF Angola designed its mine awareness programme to reach the most affected people in Angola. Initially, its strategy involved the broadcast of mine awareness messages on local and national media, such as radio and television.

At the end of 1996, UNICEF, INAROEE (Angolan National Institute for the Removal of Obstacles and Explosive Devices) and the Ministry of Education resolved to take mine awareness and materials into the schools as part of the Portuguese language class, rather than as a standalone activity. Beginning in late 1997, two teachers from each province were trained in mine awareness education. These were expected to train 30-35 more teachers in each of their respective provinces. The school programme started in 1998, with each teacher expected to train approximately 360 students per school year. The programme was expected to multiply its coverage again, with school children disseminating the messages as an extended information chain . Over half a million people were expected to receive education on mine awareness as a result of the programme. Each student was expected to reach an average of seven people in his or her family. This school-based awareness initiative was to be complemented by a series of local and mass media campaigns, including community theatre, workshops and radio.

Evaluation base
1166 school children interviewed
2157 households interviewed
12,192 people in households
16 teachers interviewed
8 teachers focus groups
8 focus mens focus groups
8 focuswomens focus groups
8 childrens discussion groups

The PEPAM school programme is supported by other components of UNICEF s multi-strategy approach to mine-related problems:

1. direct training of communities through local

and international NGOs;
2. advocacy for a ban of mines;
3. data collection on mine-related problems; and
4. sensitisation through mass media, television and radio.

The sample: Between August and October 1999, CIET collected data on the coverage, acceptability and impact of these efforts, through community-based and schools-based surveys in 21 communities in Huila and Uige provinces. The communities were those serviced by a sample of schools in and outside the PEPAM programme, selected from a provincial list of all schools. In this important sense, the sample represents those schools and communities exposed to the programme, not necessarily the province as a whole.

Estimating impact: To estimate probable impact, answers from children at schools with the programme were compared with those where the programme had not yet started. Their parents were then interviewed at their homes to assess the information chain. In order to estimate the knock-on effect (spread of information from one household to the other) of the mine awareness training, the household immediately adjacent to that of the index child was also contacted. In addition, teachers of the PEPAM programme were interviewed, to obtain their views of the materials and programme.

Does PEPAM work?

A child who has received PEPAM is:
- ✔ more likely to talk to family members about mines
- ✔ more likely to perceive risk of a mine accident
- ✔ more likely to recognise standard mine markings

A family who has received PEPAM is:
- ✔ more likely to be mine smart

- ✖ 65% of children in PEPAM schools had received a mine awareness session in the week prior to this survey, compared with 43% in non-PEPAM schools
- ✖ A child receiving PEPAM was less likely to recognise high risk areas
- ✖ A child receiving PEPAM was more likely to say s/he had entered a mined area
- ✖ Only 6/16 teachers' report using the teachers' guidebook

Main contrast: Only 65% of children in PEPAM schools had been exposed to mine awareness education, compared 43% from non-PEPAM schools. The programme might thus be said to increase coverage of mine awareness education, although there was little measurable difference between those receiving the education at a PEPAM or non-PEPAM school. The most informative contrasts were therefore between children in PEPAM schools who had received mine

awareness education recently, and those of the same age in the same schools who had not received these classes.

Analysis: In order to draw working conclusions about the causality of associations between the mine smartness and PEPAM, a large number of other explanations had to be excluded. This was done using the Mantel Haenszel procedure, stratifying sequentially for each of the possible factors that might explain the association. All findings reported are statistically significant at the 5% level, and are not confounded by any of the factors in List 1 (page xxvi).

Feedback and reporting: Between 21 February and 11 March 2000, the evidence was discussed in focus groups of programme beneficiaries, teachers and managers.

Objective 1:
What is the understanding and acceptance among pupils of the training material, including pupils' guide, cartoon booklet, flip-chart, posters and peace game?

A programme limited to a select constituency can relatively easily attain a high level of understanding and acceptance among beneficiaries. The challenge is to take the programme to scale, reaching all those who need it.

It is therefore necessary to weigh carefully observations about effective*ness* or *potential* to have an impact among those who do benefit from a programme with partial coverage (65% of children in schools with the programme actually received mine awareness education compared with 43% in schools without it). To gauge the effectiveness of the school mine awareness programme, the evaluation focussed on risk taking behaviour in mined areas, knowledge of mine markings and action children should take when encountering a mine or UXO.

The PEPAM programme succeeded in several important respects. Children who recently received the school-based programme were *more likely*:

- 1.1 to recognise standard or informal markings
- 1.2 to recognise mined areas with no markings
- 1.3 to say there are no mined areas nearby
- 1.4 to talk to their family members about mines and UXO, and
- 1.5 to feel they might have a mine accident

> School is where you learn what is dangerous and what is not dangerous.
> *Childrens focus group, Toco*

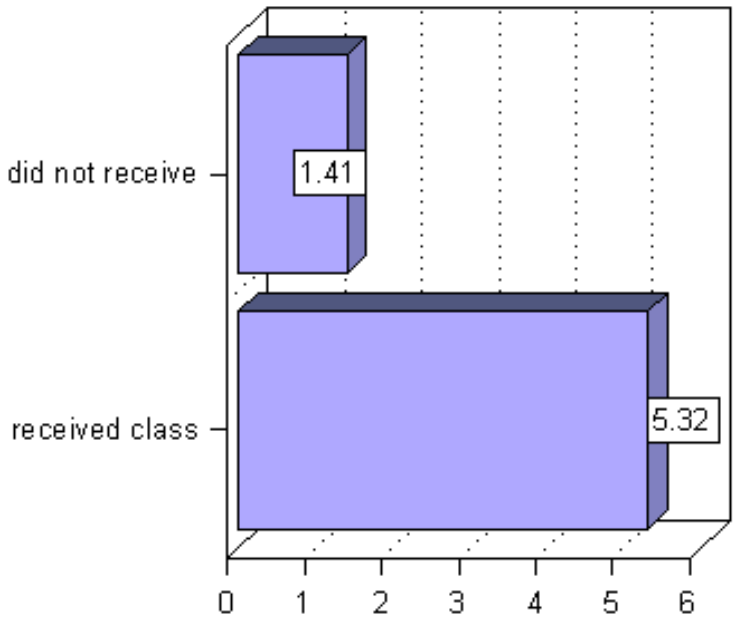
The teaching materials reach children in participating schools. In some respects, these materials have not improved awareness. PEPAM students are *less likely*:

1.6 to stay out of a known mined area
1.7 to recognise high risk sites
1.8 to tell their family members what to do if one encounters a mine

More mine smart: The programme made children more aware of the risks of going into a mined area. Mine smart skills enhanced by the programme include an ability to recognise informal, standard markings (1.1) or no mine markings (1.2). Examples of informal mine markings, such as the *capim amarrado* (X-sign made of long grass) or a circle of stones, are given in the guidebooks. Students exposed to the programme in the week prior to this survey were also more likely to state with certainty that there were no mined areas near their community (1.3). It is possible that teachers used local reference points in their awareness education, to help children understand local risks. It might mean that children who receive the programme were simply more confident of their knowledge. However, there is an indication that children who had received the school programme were also more likely to say they had entered a mined area than were those in the same schools who did not have the programme (1.6, see Figure 1).

Sense of security: Children in PEPAM schools were more likely to believe they could have a mine accident (1.5). This is compatible with their being taught (correctly) that mines do not discriminate in their destruction. The basis of mine smartness is the recognition that they do not have all the skills and knowledge always to be safe from mines.

Figure 1
Risk of entering a mined area: students from PEPAM schools, received and did not receive classes (Rate per 1000 person-months at risk)



Child-to-family transmission of mine awareness messages is a key PEPAM objective. Students who received the programme were more likely to say they talked about mine awareness than those of the same age who

had not received the programme in the same schools (1.4). However, the main messages they passed on were that mines are dangerous or that mines maim and kill (1.8). This shows receptiveness to the perhaps self evident dangers of mines, but it fails to communicate how to recognise signs of mined areas, safe passage ways and what to do if one encounters a mine these are the elements of mine smartness.

Acceptability of teaching materials: As sometimes is the case with mine awareness programmes, there were unexpected and broadly negative spinoffs of the programme, reducing its net positive impact. For example, children who had received the programme were consistently less likely to recognise high risk mine sites depicted in the guidebook drawings (1.7). Either the drawings are not explained properly by teachers or some other mechanism confounds interpretation of images used to convey the messages. It is possible the abstract diagrams in some way distract the children from the real issues of risk. Whatever the reason, they are significantly less able to identify risk sites *as portrayed in the existing teaching materials* than children who had not received the PEPAM training.

The children s guidebooks contain far too much text with too few visual aids for children who are still learning to read: 34 pages contain more than 4,100 words and only 18 illustrations. In the classroom survey, children needed a lot of assistance to read the simple questions on the questionnaire, especially younger children in areas where Portuguese was not the mother-tongue. They would have more difficulty to understand the PEPAM mine awareness materials. A design group with children in Lubango City, Huila province, found those up to the fourth class were not able to read the student s guide. Mine awareness programme managers in this province suggested that the current materials may be more suitable for children in third class or higher in primary and secondary levels[1]. Given their low literacy, children need a simpler student s guidebook.

[1]Interview with Mr. Santos, Provincial coordinator for PEPAM in provincial Minstry of Education, Huila province; Mr. Manuel Abbias, INAROEE Provincial Coordinator, Huila and; Mr. Renato Raimundo, Coordinator, Club de Jovens. Lubango, 11 March, 2000.

Objective 2
What is the effectiveness of the teacher training and guidance?
-Scope of understanding and acceptance of the teacher s guide
-Appropriateness and effectiveness of teacher training
-Follow-up/monitoring support to teachers

Scope of understanding and acceptance of teachers guide

2.1 only 6/16 teachers said they used the teachers guidebook
2.2 teachers found posters the most effective material to teach mine awareness
2.3 the main mine awareness message taught was mines are dangerous and mines maim and kill

Appropriateness and effectiveness of teacher training:

2.4 nearly all said they need more training in mine awareness education
2.5 more materials and more community mine awareness campaigns
2.6 only 4/16 teachers reported assessing their students retention of material
2.7 more than one half reported teaching mine awareness twice a week
2.8 the period of initial training ranged widely: from one to 90 days
2.9 none specified using the Portuguese language class period to teach mine awareness as intended

Follow-up/monitoring support to teachers:

2.10 a higher proportion of teachers in Huila than in Uige received refresher courses
2.11 nearly all teachers said they need more monitoring and support from PEPAM.

Scope of understanding and acceptance of teacher guides among teachers trained

The teachers and students guide books cover: introduction to mines and explosive devices (mine stuff); materials used to make these devices (mine stuff); the effects of mines and other explosive devices (mine stuff); places where mines and UXO can be found (mine smartness); signs of a mined area (mine smartness); and markings of mined areas and safe passageways (mine smartness). The teachers said the guidebooks do provide in-depth understanding of mine risks, but they say they do not use the books in teaching mine awareness (2.1, 2.2). Insofar as they do use them, the effect is not heartening. Use of the mine awareness

> Some words in the guidebooks are so complex that we find it difficult to explain to the children.
> *Teachers focus group Catumbo Cangundo*

materials is associated with lower level knowledge and mine smartness of the students interviewed (1.6-1.8).

Most teachers interviewed said posters or flip charts were the most effective material for teaching mine awareness. Messages on posters and the main messages taught by teachers were the same: mines maim and kill (2.3). This coincides with what children told their family members about mines/UXO. Teachers evidently find it easier to pass on these simple messages to young children than they do the information contained in the teachers guide. Although simple enough, these messages and posters do not include information on what to do if confronted with a mine or UXO, or recognition of signs of mined areas that is contained in the guide.

Reasons for the low level of use of the teachers guide were explored in the feedback discussions with teachers in March 2000. The PEPAM programme is supposed to supply each trained teacher with at kit which includes a flip chart, teachers guide, student s guide and a peace game. The programme presumes the school has enough students guides for several teachers to teach mine awareness at once. The shortage of materials, however, came up repeatedly in interviews with INAROEE and the Ministry of Education. None of the schools surveyed receives one kit per teacher. Most PEPAM schools had only one kit which teachers shared.

In Uige, no PEPAM related materials were found in the two PEPAM schools visited for the feedback session. Teachers in these schools instead used posters displaying photographs of mines/UXO distributed by NGOs. The non-PEPAM schools visited during the feedback sessions in Uige used mine models to teach awareness, which INAROEE had discontinued in mine awareness education more than a year prior to this study. Four flip charts were given to the district; one was still at the district education office and three were distributed to secondary schools where students received mine awareness classes.

The two PEPAM schools in Huila visited during the feedback discussions each had one flip chart to be shared by all teachers. They did not have complete kits for use by the teachers, nor enough teachers guides for each teacher. The teachers appointed as guardians of the material were said to be unwilling to share it with others.

Appropriateness and effectiveness of teacher training

All but one teacher said they needed more training in mine awareness education (2.4), and more training was the main thing needed to improve the programme according to one

quarter of teachers (2.5). This is probably a vote of confidence in the training. The duration of initial teacher training, as reported by teachers, varied from one to 90 days (2.8). Mine action programme managers also reported a variable training period. This may underlie the inconsistencies in what is taught to school children (see discussion of Objective 1). This may benefit from standardisation and closer monitoring to ensure appropriate levels of understanding of the materials.

An indicator of effectiveness and appropriateness of teachers training might be their own assessment of students understanding of the mine awareness messages. Only one in every four interviewed said they assessed children s knowledge in any way (2.6). Programme managers acknowledged the practice of assessment is new to most mine awareness agencies in Angola, and it needs to be reinforced.

Follow-up/monitoring support to teachers

All but one teacher interviewed (15/16) said they needed more support from PEPAM for mine awareness teaching in school (finding 2.10). There was some difference in the retraining of teachers between the two provinces (2.10). The majority interviewed in Huila, despite the programme beginning only a few months prior to this evaluation, had all received at least one further training session. Yet in Uige, where PEPAM has been in place for nearly two years, only one half of the teachers interviewed had ever received refresher courses. Due to the logistical constraints of reaching the thousands of teachers involved in the school programme, there was no provision made by PEPAM for retraining these teachers at the time of this evaluation.

Objective 3: Suitability of modality for delivery of information to pupils:
-Delivery as part of Portuguese language classes
-Appropriateness and effectiveness of teaching modality

Interviews with PEPAM teachers revealed that:

- 3.1 no teacher specified teaching mine awareness during the Portuguese class period (also see 2.9)
- 3.2 no teacher said she or he used role-play or songs to teach mine awareness
- 3.3 one quarter of the teachers said the main thing needed to improve mine awareness education was more community campaigns
- 3.4 the majority of teachers reported teaching mine awareness for 25-45 minutes per session

None of the teachers interviewed said that they had used the Portuguese language class period for mine awareness (3.1). Since the question was left open, this does not exclude the possibility they did so. Perhaps coincidentally, during fieldwork it was observed that younger children whose mother-tongue was not Portuguese had trouble understanding the mine awareness instruction.

None of the teachers mentioned the use of drama or song as mine awareness delivery methods (3.2). Several said they would like more theatre presentations on mine awareness from NGOs specialising in this form of social mobilisation. During the fieldwork, children were enthusiastic participants in learning about mine awareness, especially when theatre, song and role play techniques were used. During focus group discussions, mine awareness programme managers agreed that theatre requires a special set of skills which not all teachers may have. They suggested that theatre programmes remain the work of community NGOs which specialise in this form of social mobilisation.

One quarter of the teachers said the main thing needed to improve mine awareness education was more community campaigns (3.3). They feel mine awareness should be more broadly promoted to improve overall effectiveness of the programme.

The duration of a mine awareness session has not been standardised across mine action programmes. The majority of teachers said they taught sessions lasting between 25 and 45 minutes (3.4). It is unlikely that younger children focus on a particular subject matter for longer than about 30 minutes.

Objective 4: Coverage Extent to which mines awareness teaching is actually practised in schools and pupils' books distributed.

It is common in programme evaluations that many scheduled activities seem to be crowded into the period immediately prior to the evaluation. This means one might be measuring the effect of the evaluation on the programme as much as the effect of the programme. All seven teachers interviewed in Huila had started their work in the four months prior to the evaluation. The majority of households exposed to community campaigns had their first contact with these in the six months before the evaluation.

Although there is evidence of the effectiveness of the programme among those who do receive it, coverage is partial:

4.1 65% of children in PEPAM schools recalled receiving a mine awareness session in the week prior to this survey, compared with 43% in non-

PEPAM schools;

4.2 students in Huila were significantly more likely than those in Uige to have learned about mines in school during the week prior to this survey;

4.3 the majority of children who received a session in the previous week did so only once, while the majority of PEPAM teachers said they taught mine awareness twice a week

Implementing the PEPAM school programme meant an increase in recent exposure to mine awareness education by one fifth (from 43% to 65%) (4.1). Without diminishing the effort it took to do this, this may be less of a gain than anticipated by programme managers. There was also a marked difference between Huila, where the programme had just taken off, and Uige, where the programme had been running for some time. A child in Huila was nearly 50% more likely to say she or he had learned about mine awareness in the previous week than one in Uige (4.2). If the Uige programme can be thought of as a background level activity, or what might be expected of a programme in place for the previous two years, this must raise a question of sustainability of the school programme. *Frequency of classes:* Whereas the programme envisages biweekly sessions, most children who received the programme said they had only one session in the week prior to this survey (4.3). Yet, six out of ten teachers in Huila and three out of six in Uige reported teaching mine awareness at least twice a week at school, as expected by the programme. This discrepancy may be a result of teachers being responsible for more than one classroom during each week.

Objective 5. To what extent is mine awareness acquired in schools passed on to family members and/or other community members.

The child-to-family communication of mine awareness information is a broadly positive programme outcome:

5.1 children in PEPAM schools are more likely to pass on information about mines to their family members than those in non-PEPAM schools.

5.2 parents whose children were trained in the PEPAM programme were more likely to say their child had brought home a mine awareness message.

5.3 the main message PEPAM students passed to their families is the dubiously useful information that mines are dangerous or mines maim and kill .

PEPAM succeeded in fostering a child-to-family link in mine awareness. Children who had received PEPAM recently were more likely to say they talked with their family members about mines and UXO (5.1). Parents, without knowing the children s answers,

confirmed this in interviews at the children s homes (5.2).

Both children and caregivers reported that the main message communicated by children who had received PEPAM classes was that mines are dangerous or mines maim and kill (5.3) (see figure 2). The main points children are requested to pass on to their family members in the student s guidebook are the signs of mined areas, mine markings and signs of safe passageways. These concepts have been poorly transmitted.

On the positive side, the chain of information has been established. It should be possible, refocusing the content, to turn this into a productive multiplying force for mine awareness.

> If a child learns about mines at school, there is no reason to doubt this information.
>
> *Men s Focus Group, Catumbo-Cangundo*

Objective 6. What is the level of understanding and acceptance among communities (male and female, children and adults) of the material used, including posters, leaflets, T-shirts, etc.?

The intended effects of materials and campaigns are not very explicit, other than to increase awareness . This makes it difficult to appraise understanding and acceptance. The main indicators available to this evaluation were (i) *coverage* of the various community programmes, (ii) consistency between the provinces in what is taught/communicated, (iii) the reported *change in behaviour* brought about by a programme, (iv) the relation and timing of exposure to campaigns and mine events, and (v) the relation of mine education and food security.

It must be noted that these materials were designed to facilitate the mine awareness activities of NGOs working in the communities. From the survey of mine markings conducted by UNICEF in 1997, it was suggested that posters should be produced with simple messages. This present study has been the first evaluation of these materials and will contribute to the design of new ones.

Community mine awareness campaigns

The household interviews suggested some success of the PEPAM community programme in promoting mine smartness:

6.1 people exposed to a mine awareness campaign were more mine smart (likely to feel confident to explain mine smartness to others, did not think it

brave to go into a mined area without being a deminer, would report a mine/ UXO if they found one, more likely to think a mine accident could happen to them)

6.2 nearly all who had heard a radio broadcast of a mine awareness message said they changed their behaviour afterwards

6.3 nearly all said the main thing needed to improve mine smartness in their communities was a mine awareness campaign.

As with the schools programme, the coverage was lower than anticipated, and there was considerable heterogeneity in performance between provinces:

6.4 Only three in every ten respondents had been exposed to a community campaign of any sort, and the majority had their first contact within six months prior to this evaluation; people were significantly less likely to be exposed to a campaign in Huila than in Uige

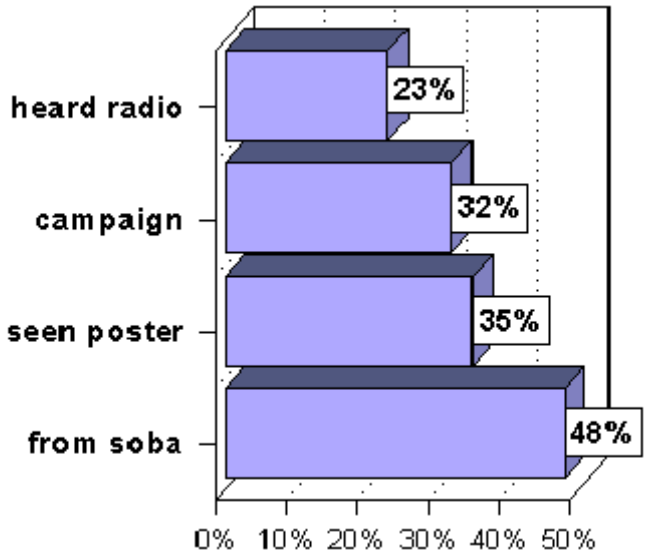
6.5 respondents in Huila were less likely to say they learned about alternatives to going into mined areas, less likely to say they had found out about ways to get more information on mine awareness, and less likely to say they used safe pathways after receiving a community campaign than those in Uige

6.6 the *soba* (traditional leader) played a more important role in mine awareness in Uige than in Huila: respondents in Uige were more likely to say a *soba* best helps them to understand safety with mines, and a *soba* was more likely to be cited as the person to whom participants would report a mine/UXO in Uige.

Many household respondents said the main thing needed to improve mine smartness in their communities was mine awareness campaigns and workshops. This could indicate a degree of acceptance of community campaigns or, given that so few were exposed, ignorance of their potential benefit. Exposure to these campaigns was low: seven in ten respondents (69%) said they had not received any campaign in their communities (6.4). Households which had been in an area longer than two years were less likely to say they had received a campaign than those who had been in a community for a shorter period. This could be because internally displaced people have been particularly targeted with mine awareness messages.

In Uige, the community campaigns seem to succeed in devising alternatives to going into mined areas; a respondent in Uige was twice as likely to say that she or he had learned about alternatives to going into a mined area than one in Huila. Respondents in Uige were also more likely to say they had learned ways to get more information about mine awareness during a community session than those in Huila (6.5). This higher performance of the longer standing programme in Uige suggests a closer look at the community campaigns in Huila might be of value. Part of the differences between the provinces could be explained by the lack of transport available to the *Club de Jovens* mine awareness agency in Huila, which had to rely on transport with other agency missions until shortly before this survey[1].

Figure 3
Source of mine awareness information



Household participants in Uige and Huila differed in their preferences of sources of information and reference figures in the community for reporting mine incidents. In Uige, a *soba* was more likely to be cited as the source that best helps to understand mine safety and the person to whom participants would report a mine/UXO (6.6).

Focus groups concluded that teaching about alternatives would mean a shift to more interactive mine awareness education. They said that mine awareness agencies do not need to know about alternatives to getting food/wood/water in every community where they conduct an awareness campaign, but they can generate discussion and ask community members if they know of any areas nearby.

Radio

6.7 only four in ten listened to the radio; in Uige, more said it was easy to listen to the radio than in Huila

6.8 only one half of those who listened to the radio had heard mine awareness messages; two thirds listened to the radio broadcasts with their spouses and

[1]Interview with Mr. Renato Raimundo, Programme Coordinator, Club de Jovens, 9 August, 1999.

one half said they listened to the radio with their children

6.9 the main messages heard were uninspiring mines are dangerous or mines maim and kill and don t touch mines/UXO or strange objects , but nearly all who had heard the broadcast said they behaved differently afterwards.

Four out of every ten respondents (42%) said they found it easy to listen to a radio (6.7), with participants in Uige more likely to state this than those in Huila. Half of these respondents had heard mine awareness broadcast on the radio, with similar proportions in Uige (58%) and Huila (52%). Two thirds of those who listened to the radio broadcasts said they listened with their spouses, and one half said they listened to the radio with their children. The main reason for not listening to the radio was that participants did not like to. A handful (5%) said it was because they did not have one or had no batteries. This suggests the radio-based mine awareness has not yet captured the attention of most people as a way to learn about mines.

Focus groups discussed ways to improve listenership and to increase the impact of the children s radio programme. Suggestions from mine awareness instructors, teachers and parents included the distribution of more radios, such as windup ones, the extension of broadcast times, production of shows in local languages and interviewing community participants to get local people to take more interest in listening.

Radio-based mine awareness messages that respondents remembered best were the same as those in community and school campaigns: mines are dangerous or mines maim and kill and don t touch mines/UXO or strange objects (6.9). This finding across the various PEPAM programmes reflects an underdeveloped concept of mine smartness among programme planners. Despite this, nearly all (95%) who had heard the messages said that they behaved differently after hearing the message on the radio. The main changes in behaviour reported were not entering a mined area after hearing the message (53%) and not touching mines or strange objects (23%).

Posters

6.10 only three in ten had seen a mine awareness poster in their community

Around one in three respondents had seen a mine awareness poster in their community (35%), with a respondent in Huila half as likely to state this than one in Uige[2] (27% in Huila and 42% in Uige). Some 70% of respondents said the most useful poster was about different devices, illustrating the demand is for mine stuff . Asked why they preferred

[2]Odds ratio 0.52, 95% CI=0.43-0.62 (261/966 vs. 474/1134)

this poster, 45% of people in Huila said they liked to know about mines.

Posters are evidently the main materials of school-based training. Yet few are available to communities, or they are not noticed. Expectations of posters are rather classical and any investment in portrayal of mine-smart poster messages in posters should be accompanied by careful audience consultation.

Mine education and food security

Household food security is a key indicator of risk-taking behaviour in the mine smartness framework.

6.11 Two-thirds (65%) of the households interviewed reported having insufficient food in the week prior to this survey. These households were no more likely to have received the PEPAM programme, via schools, community campaigns, radio, posters or local promoters than households reporting sufficient food.

> Hunger is a big disease. It makes people do things they know they should not do.
> *Men s focus group, Catumbo-Cangundo*

Hunger was a common reason given by parents in the feedback sessions as to why people take the risk of entering a mined area despite knowing the dangers of doing so. Despite such a large proportion of the population at risk of hunger, the PEPAM programme does not target these vulnerable households, nor does it address this aspect of risk-taking behaviour in its curriculum. More attention needs to be given to this crucial aspect of mine risk by PEPAM. A fuller analysis of household economy and food security in Angola is explored in a separate report.

Objective 7. Suitability of sensitisation modalities (theatre, lectures, music, dance)

7.1 The majority of respondents exposed to a campaign heard a radio message on mine awareness or saw a mine awareness poster found them helpful and useful in practising safe behaviour.

7.2 The focus of the feedback discussions became a return to modalities which are culturally appropriate: through the use of music, community theatre and promotion of mine awareness by traditional authority structures like a

village *soba*.

> The Sobas are the heads of the people. Once we get the explanation from the Soba, we go back to our houses and explain it to our children.
> *Men s focus group, Catumbo Cangundo*

Community NGOs working in mine awareness have increasingly turned to theatre techniques to raise awareness. These visual techniques often transcend social and educational barriers in getting messages across.

The household surveys and focus group discussions with mine awareness instructors, school teachers, parents and children indicate that any form of information on mines is appreciated by community members. An as yet untapped potential seems to be the local traditional leader who has influence over the whole community rather than just a few individuals [3]. The *soba* was mentioned repeatedly in the focus group discussions with parents, with calls for *sobas* to be trained in mine awareness by the agencies involved.

Another point of active discussion was the development of materials in local languages to transmit mine awareness messages. All focus groups with parents in Huila had to be conducted in the national language (*Umbundo*). There are no materials in national languages in the PEPAM programme, though agencies such as CARE and Handicap International have developed some materials in local languages. Though communication in national languages may be more oral than written, it suggests a need to develop mine awareness materials and messages in languages that are understood.

Objective 8. Identify strong and weak aspects of both programme components and the programme as a whole, to make recommendations for improvement.

Partial access requires a mix of strategies: The UN and NGOs cannot enter UNITA areas or even certain government-held areas. The PEPAM programme began in 1997, but security conditions no longer permit full coverage of the country in mine awareness activities. The return to war has reduced resources, access to communities and hope among programme collaborators. There is also a perception that information on mined areas is still too sensitive to educate the population about. Yet, to the considerable credit of the programme managers, there was still measurable activity and some measurable positive effect of the programme in those areas where it could reach.

[3]Interview with Mr. Santos, Provincial coordinator for PEPAM in provincial Ministry of Education, Huila province; Mr. Manuel Abbias, INAROEE Provincial Coordinator, Huila and; Mr. Renato Raimundo, Coordinator, Club de Jovens. Lubango, 11 March, 2000.

Since it is unrealistic to expect the military situation to resolve in the immediate future, it would seem appropriate to consider other delivery modalities like radio that do not depend on direct contact with civilians at risk from landmines and UXO.

Learn from non-PEPAM initiatives: As many as 43% of students in non-PEPAM schools, supposedly not benefiting from the programme, were also receiving mine awareness classes. Between PEPAM and non-PEPAM students receiving this mine awareness education, there were no detectable differences in knowledge, attitudes and practice. From the standpoint of implementing the PEPAM programme, it is possible that international agencies overestimate the level of dependency on the part of the Angolan government, accustomed as they are to provide materials, transportation, financial support. If the net contribution of the programme was to increase coverage from one out of three children to two out of three, it may be possible to optimise and to extend this contribution by other means.

Content: There was measurable improvement in mine awareness related to PEPAM. Despite this, and firm evidence of delivery of mine awareness messages, mine accidents are still happening. It was not possible to identify any reduction of mine incidents or improvement in food security that could be attributed to PEPAM. If the content of the mine awareness programme could be shifted from mine stuff to mine smartness [4], it seems probable that the type of impact might also shift.

Current mine awareness messages do not focus on risk taking behaviour or ways to avoid the worst consequences if encountering a device. Mine awareness messages need to focus more on local references and if-then scenarios rather than mines are dangerous . Food security is also not a major programme issue, yet it is one for the population and could determine their risk-taking behaviour. A special content development effort is required for posters. These are heavily used by teachers, possibly conveying the wrong messages (mine stuff instead of mine smartness). Perhaps fortunately, few in the communities have seen them. Additional investment in radio programming, perhaps drawing on the BBC New Home New Life experience in Afghanistan or Soul City in South Africa, might focus on mine smart content. The current print materials are simply inappropriate for the first few years at school, and there is little evidence they are used in this target group. Either they should be redeveloped for this level of literacy and understanding of Portuguese, or the programme might be retargeted to those who will understand the materials.

[4] Andersson N The socio-economic costs of anti-personnel mines. An agenda for mine action. Ottawa. Round table presentation 2 December 1997

Delivery: After reviewing the preliminary results, INAROEE provincial coordinators suggested that children in the first classes of primary school be taught mine awareness with more visual aids and song than are currently found in the student s guide book[5]. More theatre and social mobilisation techniques could be taught to teachers and collaborating agencies as they are culturally appropriate and appealing. Another delivery issue has to do with what children were given to take home. Many households near a PEPAM school do not have access to mine awareness education. A section in the curriculum might focus more on this child-to-community objective. Posters are an important delivery method, if only because they provide the main content of the school-based programme. They need to withstand bad weather and domestic wear and tear. More attention might be given to radio as a delivery mode.

One out of every three schools *without* PEPAM implemented very similar mine awareness education with results indistinguishable from those of the programme

Motivation: Types of initial training and follow-up of PEPAM teachers could not be linked with programme performance. The initial training duration and content, and follow-up is the responsibility of INAROEE and the Ministry of Education. There is no established schedule for refresher courses, due to the logistical constraints of reaching the thousands of teachers who have received training in PEPAM. Remuneration for work is an issue, with teachers already underfunded. Yet a sizeable proportion of children in schools without the programme indicates that additional payments are not the only or necessary solution. Discussions in the feedback sessions also revealed a need to clarify roles and responsibilities of the teachers in teaching mine awareness and that it should have a clear place in the curriculum.

Mine awareness programme managers said teachers were sometimes unclear as to whether they needed to teach mine awareness outside of school, that they thought of it as an extra-curricular subject rather than a normal part of the curriculum. In discussions on findings of this evaluation, the Vice-Minister of Education undertook to hold provincial seminars to clarify these issues with teachers and

The central principle of *mine smartness* is that mine awareness must reinforce existing knowledge and skills. Mine smart people are aware of the dangers of mines, they can recognise the signs of a mined area (standard and informal mine markings as well as unmarked areas) and are able to avoid entering it. Encountering a landmine, they know what to do and, perhaps most important, they talk to others about mines, thereby promoting a culture of mine

[5]Meeting with INAROEE provincial coordinators, Viana, 24 February, 2000.

provincial coordinators.[6]

Investment shift: Investment in transportation for partner mine awareness agencies would increase coverage and monitoring of community activities. Materials need revision to be more accessible and understandable to both teachers and students who may not have the time or literacy skills to understand largely textual information. Particular investment is needed in content development for posters and radio. Given the surprisingly high degree of mine education activity in schools supposedly outside the programme, it may be appropriate to consider investment in ALL schools, building on this existing culture.

Operational difficulties and limitations of the evaluation

1. Evaluation in times of war is seldom easy. Fieldwork was cut short by renewal of hostilities in Bie Province, reducing the scope to two of the original three provinces. Even in these provinces, there were occasional problems. Due to the labile security situation, one community in Huila could not be surveyed. The same restriction of access to communities was a limitation to the original objectives of the evaluation: since PEPAM is currently being restructured in the light of limited geographic access, the evaluation focussed more on effectiveness and impact assessment where the programme did reach, rather than programme coverage being the prime objective.

2. Defining a reliable sample frame was hampered by the incompleteness of centralised databases on schools and teachers participating PEPAM programme, not to mention the incompleteness of the population sample frame. Information had to be obtained from each of the provinces to complement those held centrally. The results for Huila and Uige are broadly representative for each of those provinces but, given the considerable inter-provincial variation, extrapolation can be made from them to performance in other provinces only with the greatest caution. The variation between the two provinces should be a sobering reminder of the dangers of extrapolation to other provinces.

3. There were many new initiatives in the PEPAM programme which began immediately before or during this evaluation. Combined with the limitations of geographic access, this obliges an evaluation focus on *effectiveness* the ability to have an impact rather than on actual impact and coverage.

[6]Interview with Ms. Francisca do Espirito Santo, Vice-Minister of Education; Mr. Edouardo Joao, Deputy Vice-Minister of Education; Mr. Angelo Lopes, Information Officer, INAROEE; Mr. Hanoch Barlevi, Mine Awareness Project Officer, UNICEF Angola; Mr. Emanuel Pinheiro, Mine Awareness Project Assistant, UNICEF Angola. Luanda, 9 March, 2000.

4. Class schedules did not permit interviews with all teachers in PEPAM schools. This frustrated the design intention to link individual teachers, their training and personal knowledge, with the change in knowledge, attitudes and practices of their constituency. This was addressed in part during the feedback discussions with teachers in both PEPAM and non-PEPAM schools, and the several meetings with provincial PEPAM coordinators.

5. The evaluation focuses mainly on children, who are at special risk from land mines. They play and roam in areas where adults seldom think of going. They are often sent to fetch wood, water, food or to graze animals, as part of their household duties. A child s field of vision is also more limited than that of an adult, not permitting him/her to see a mine/UXO or minefield and avoid it from a safe distance[7]. Yet the epidemiological methods for taking into account children s opinions are very poorly developed. In this sense, the evaluation was forced to explore new techniques of documenting the opinion of children. Some of these techniques are still under development.

6. There may be distortion in the data on food security with expectations of the WFP food distribution in Huila province, which occurred shortly after this survey was conducted. A fuller analysis of the household economy and food security has been produced separately.

7. Causality analysis adds muscle to a programme evaluation, helping to answer questions like is this difference due to the programme? This hinges on being able to exclude other possible explanations for each of the differences found. For example, when a difference in behaviour is found between children who were exposed to the programme and those who were not, one would want to be sure that this difference is not due to any of the other factors that may be associated with the behaviour or the programme. In this evaluation, it was possible to exclude several other possible explanations (see List 1). It is conceivable, however, that some other explanation exists, that was not taken into account in the design.

Communication of results and actions taken

Since its completion, the results of this evaluation have been widely disseminated and discussed by UNICEF with its partners working in mine awareness in Angola. Between July 18th and 21st 2000 in Huambo, UNICEF met with its partners from provinces of Bengo, Bie, Huambo, Huila, Malange, Moxico and Uige, as well as representatives from INAROEE, Ministry of Education, Halo Trust, ICRC, the Voice of Africa and Julu theatre groups, to discuss the objectives and content of the programme using the

[7]Radda Barnen. *Mine awareness for children: a discussion of good practice*. Sweden, 1998: 5-11.

framework of the evaluation

Participants at this meeting discussed and accepted these findings and have begun the process of integrating them into Angola s national mine awareness programme. The group developed a simple monitoring tool for mine awareness activities which will be used by all agencies working in the field. They have also decided to adapt their mine awareness messages to encourage behaviour change, rather than just convey simple information on mine dangers.

The use of theatre, music, dance, posters, T-shirts were agreed to be effective ways of reaching communities and that more innovation was needed to develop these tools for mine awareness. The development of mine awareness materials and information in local languages and the location of mine awareness activities and advocacy materials were also discussed.

The group agreed that the programme would be strengthened and enhanced through more assessment activities and the linking of mine action activities with humanitarian assistance.

It was proposed that CIET carry out a follow-up evaluation in 2001 to evaluate progress from the 1999 evaluation in Huila and Uige provinces as well as establish baselines in other provinces. A key aim of this proposed initiative will be to strengthen and build local capacities in monitoring and evaluation of mine action programme activities

List 1: Risk factors examined

COMMUNITY
Province
Cluster
Number of people in community
Movement of people into/out of community
Recent conflict in/near area
Amount of mined land in/near community
Presence of mine markings
Maintenance of mine marking
Understanding of markings understood by community
Re-mining in community
Presence of mine action organisation(s)
MA activities in community
Distance to nearest health centres
Distance to nearest market
Avg. distance to nearest school
Recent positive developments in community
Availability of basic commodities

CHILD
Sex, Age
School
MA programme in school
Frequency of MA sessions
Last time going into a mined area
Thinking it brave to go into mined area without knowing how to demine
Recognition of signs of mined areas
Knowledge of mined area in/near community
Knowledge of markings of area
Exposure to mines/UXO in real life
Action first taken upon seeing a mine/UXO
Reporting mines/UXO to others
Talking with family about mines/UXO
Main MA messages told to family
Perception of risk of a mine accident
Reason for risk/lack of risk of mine accident

HOUSEHOLD
Demographic
Occupation-HH head
Education of HH head
Female-headed household
Number of HH members
Number of months living in area
HH's biggest problem
Income
Language

Mine smartness
Confidence in explaining mine smartness
HH exposure to mines
Bravery & going into mined area without prof. experience
Why risk taken to go into mined area
Main message for not going into mined area
Perception of risk of a mine accident
Main thing known about mines/UXO
Sources that best helps understand mine safety
Spouse's mine smartness

Impact of mines/UXO on HH
Risky activities of HH due to mines/UXO
Impact of mines/UXO on HH income

Mine awareness campaigns
Main improvement needed for community mine smartness
First contact with MA campaigns
Type of MA campaign
MA organisation working in community
# of times exposed to campaign
Alternatives presented
Learning ways to get more information on mine smartness
Impact of campaigns on risk behaviour/activities in HH

Mine awareness & media
Access to radio
Radio station listened to most
Mine awareness messages broadcast on radio station
Frequency of MA messages on radio
Spouse listens to radio
Children listen to radio
Main MA message remembered
When messages last heard on radio
Impact of radio messages on behaviour
MA promotion by soba, priest, church activist in community
MA posters in community
Impact of posters on HH risk behaviour
Main messages of posters

Mine accident reports
HH members injured by mines/UXO
HH members killed by mines/UXO

Food security
Owning agricultural land
Having land under cultivation
Selling and trading of food produced
Amount of agricultural land mined
Having livestock
Number livestock lost to mines/UXO
Amount of maize in HH
Amount of cassava in HH
Amount of maize needed to feed family for one month
Amount of cassava needed to feed family for one month
Sufficient food in HH previous week
When HH last short of food
Amount spent on food for family in previous week
Main food item bought
Amount of food traded in previous week
Food aid received by HH past month
Organisation giving food aid

TEACHER/TRAINER

First training in MA education
MA training organisation
Duration of training
Further training in MA
Number of refresher courses received
Organisation giving refresher courses
Period of work as a trainer
Level of satisfaction with work
Need of more training in MA
Need of more support for work
Main MA messages taught
Materials used to teach MA
Materials found to be most effective
School period used to teach MA
Duration of MA session in school
# of times MA taught in a week
Method used to assess students retention
Main improvement needed for programme

MA CURRICULUM MATERIALS

Content of curriculum materials
Teaching/training format
Tools used for teaching
Monitoring and evaluation format

CONTENTS OF MAIN REPORT

LIST OF TABLES and FIGURES