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**CAMBODIAN MINE
ACTION CENTRE**

**EXTERNAL EVALUATION OF THE PILOT PROJECT
OF
COMMUNITY BASED MINE RISK REDUCTION
(CBMRR)**

A project partnership between
CMAC, Handicap International Belgium & UNICEF

Evaluation by



Project Development Group

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ABBREVIATIONS / ACRONYMS

CBMRR	Community – Based Mine Risk Reduction
CDC	Commune Development Committee
CMAA	Cambodia Mine Action/Victim Assistance Authority
CMAC	Cambodia Mine Action Centre
CMMT	Community Mine Marking Team
CMVIS	Cambodia Mine Victim Information System
CRC	Cambodian Red Cross
CRS	Catholic Relief Services
DFP	District Focal Point
DIW	District Integrated Workshop
DU	Demining Unit
EOD	Explosive Ordnance Disposal
ET	Evaluation Team
HI-B	Handicap International Belgium
HQ	Head Quarter
ICRC	International Committee of the Red Cross
IDP	Internal Displaced People
LUPU	Land Use Planning Unit
LWS	Lutheran World Service
MAG	Mine Advisory Group
MAT	Mine Awareness Teams
MAWG	Mine Awareness Working Group
MoEYS	Ministry of Education Youth and Sport
MoSALV	Ministry of Social Affairs, Labour and Veterans
MRE	Mine Risk Education
MRT	Mine Risk Reduction Team
MUC	Mine/UXO Committee
NPA	Norwegian People Aid
OEB	Operation Enfant Battambang (French)
PC	Provincial Co-ordinator
PLA	Participatory Learning and Action
PM	Project Manager
PO	Project Officer
PRA	Participatory Rural Appraisal
SOP	Standard Operations Procedures
TA	Technical Assistant
TMO	Training and Monitoring Officer
UNICEF	United Nations Childrens Fund
UXO	Unexploded Ordnance
VDC	Village Development Committee
VMUC	Village Mine/UXO Committee

EXECUTIVE SUMMARY

The evaluation provided interesting insight into a pilot programme that marks a very courageous and admirable step by CMAC, Handicap International Belgium (HI-B) and UNICEF. Like all new projects there are the inevitable implementation problems, however given the enormity of the task of introducing such a project into an established institutional framework such as CMAC, the detailed work of the technical adviser provided by HI-B is impressive. Although there is room for improvement, overall the project has been well received by other CMAC departments, associated agencies and the community who have knowledge of it.

Objective 1 – *To assess the progress of the pilot project towards reaching the original goal and objectives of the project and the effectiveness of the project activities undertaken to date, measured by the extent to which the indicators have been met, or are in the process of being met*

The original goals and the project objectives are suitable to the Cambodian context and in line with other agencies working from a “bottom up” perspective. Whether it is achievable or not will be very much dependant on future support from CMAC and sponsors such as UNICEF, HI-B and NPA. The project is still within its “adolescent” stage and requires continued external support to achieve its goal and objectives. The progress made to date however has been encouraging in particular areas.

It is too early at this stage to gauge whether there have been any real changes to the reduction of risks taken in mine fields and UXO tampering. There were some positive signs that the messages were reaching the target audience. There appears to be an increased awareness of mines/UXO risk however the fundamental factor still remains one of livelihood. Even if people are aware of the risk of carrying out a particular activity they do not see that there are other alternatives. It remains a larger economic issue and one where the broader CBMRR concept is appropriate.

Given the length of time the programme has been operative the statistics from the CMVIS relating to accidents are not conclusive as an indicator of the success of the pilot.

The project has contributed towards building community capacity to participate in the prioritisation and planning of mine action in a fairly limited way. There is not sufficient understanding of the planning and prioritising of needs at the village level which results more in the creation of a “wish list” than realistic planning. The DFP have been very active in assisting the community to make realistic requests.

The project has contributed a little towards encouraging communities to use their own resources for mine risk education. The contribution towards the posting of signs outside the MUC members houses is an example of this. Nevertheless there was still confusion as to what the concept of using their own resources means. It is an indication that the training of the MUC representative at village level is not sufficient to impart a full understanding of the project.

The project has succeeded in setting up effective community networks for mine risk reduction with the selection of village, commune and district MUC. The sustainability of the networks will be dependant on a number of factors such as facilitating meetings for the networks to establish more concrete relationships between the different levels, adequate training of the networks on CBMRR activities, and proper monitoring and refresher training where necessary.

The progress of the project with respect to facilitating access of mine/UXO affected communities to appropriate mine action activities, victim assistance programmes and community development responses is limited. This area has not progressed as far as other aspects of the

project due primarily to the lack of understanding at all levels of the CBMRR project. The PCs demonstrated a good awareness of this area and were active in developing relationships with relevant agencies.

The public information campaign at village level is still very much word of mouth as the MUC representatives do not have the time or resources for more organised activities. The commune and district levels are more organised but complain of lack of financial support for their activities.

Due to the nature of the project the assessment of its progress in terms of reaching the original goal and objectives may be somewhat subjective as it is difficult, if not impossible, to quantify. What was evident from the initial interviews was that only those who received direct training fully understood the CBMRR project. Despite obvious support for the project in general, a number of those interviewed did not have a clear understanding of the CBMRR project goal and objectives. At the community level there was little distinction made between CBMRR and CMAC as a whole.

It is important that the CBMRR project is understood more fully by other stakeholders both within CMAC and externally to ensure that its design compliments the existing operations of other agencies working within the demining arena.

Objective 2 - *To assess the coherence and appropriateness of project design, strategies and procedures developed during the pilot.*

The organisational structure of the project is suitable for the community-based approach of the project however there was insufficient time allowed for the implementation of the project with technical support. It is not possible to fully implement a community orientated programme within the time allowed for the pilot, particularly when the TA (or equivalent) is not having a continued association with the project in the next phase.

The organisational structure allows for easy replication in other high-priority areas and for future sustainability if implemented fully and carefully. The project coverage has created considerable debate both within CMAC and with other agencies. The areas for immediate extension should be selected not only on the statistical areas of highest priority but also in consultation with other agencies working within the region. This will ensure that the limited resources are focused in the areas of greatest need. It is an area where CMAC should learn from previous misunderstandings with other agencies. Dialogue with other agencies also ensures that complimentary programmes are instituted in selected areas.

The staff recruitment and evaluation process has been effective. The most resounding strength of the design of the project is the selection and usage of District Focal Points (DFP). It is evident that they are the pivotal points of the programme. The evaluation found that the decision to recruit the DFP from the community was a well-considered one. Although the individuals selected have very different styles of service, they are well accepted by their respective communities.

The training curriculum designed for the CBMRR staff appears comprehensive and suitable and there were good indication that those who attended the initial training had a good understanding of the basic concepts of the project. There were, however problems encountered by the MUC representatives at village level. The three-day training given by the TMO in each district was too short for them to get a sufficient understanding of the project. It was sufficient for the commune and district levels, as they were at least familiar with "community oriented" programmes. The concept was not as familiar at village level.

The CBMRR monitoring framework is not fully comprehensive and is an area that needs immediate attention. There currently are no TMO recruited. The reporting practices and ability of key participants to report is of concern and been identified by CBMRR staff as an area in need of improvement.

The CBMRR Standard Operations Procedures (SOP) is a comprehensive document that can be practically implemented in the field. To date there is no Khmer translation that is problematic for easy access to the information for non-English readers. Monitoring of the CBMRR project staff must continue to ensure that they fully understand their roles and responsibilities. Other CMAC staff whose role interrelates with the CBMRR project should also receive training regarding CBMRR to enhance the effectiveness of its strategies. A particular strength in the design of the project is the suitability of the key personnel and an effective appraisal system to monitor performance. This was evident by the non-renewal of contracts when it was apparent that the personnel did not demonstrate the required attributes for such a position. At this stage of the implementation of the project it is essential that this diligence continue.

During the pilot the TA worked closely with the Project Manager and Project Officer. It appears that both the Project Manager and Project Officer performed the tasks in their job description effectively. As the former TA had a very strong background in community development she was able to guide the management team in a direction that reflected the community-oriented focus of the project. However neither the Project Manager nor the Project Officer positions specifically requires community development working knowledge.

Given that the whole purpose to the project is community development, it is imperative for CMAC to incorporate this into the management structure or otherwise run the risk of the project losing its unique focus and becoming a more traditional and limited mine awareness mechanism. Creating a new operational section for CBMRR outside the Mine Awareness branch and recruiting a manager with the necessary background can achieve this. Further technical assistance would be necessary for a period to help this reorganisation.

The CBMRR field staff employs participatory methodologies effectively however they would be greatly assisted in their role if the village MUC representatives had a greater understanding of the concept. The activities implemented in the field to date have been limited in a number of areas due to inaccessibility by the field staff as a result of bad road conditions and available transportation, and a lack of participation by the community as a consequence of livelihood constraints.

The CBMRR staff are effectively identifying the high-risk people in their target areas however are encountering difficulties targeting them for assistance due to their position within the community. For example one of the high-risk groups identified are those who come from outside the areas to work on or extend chamkars belonging to others. There are good indications that the MAT have the flexibility to alter their times and approaches to target high risk groups.

Objective 3 - *To assess the effectiveness of the relationships among project staff, project participants and other stakeholders and partners.*

The role and responsibilities of the MUC at district, commune and village level are clear and appropriate as the design of the project also reflects the national policy on decentralisation. This brings it effectively into line with other established institutional frameworks. With the newly created role for the Commune Council there are the inherent uncertainties associated with the roles and responsibilities of the various administrative levels. This is not a CBMRR design fault but one that is indicative of the anomalies of the framework established by law.

The level of community involvement in the CBMRR project is still limited primarily due to the livelihood commitments of the MUC representatives. In general the community did not distinguish between the CBMRR project and other CMAC activities and accordingly their expectations of the CBMRR project were not distinguishable.

There are indications that the formation of a network of volunteer Mine/UXO Committees is suitable particularly with the good support of the DFP. Indications at this stage are that it is sustainable on the basis that the volunteers are not “out of pocket” as a consequence of their involvement. Most of the MUC members requested an adequate amount of support to cover the expenses of attending training, in particular transportation and food. The amount previously paid only covered those who lived close to the training facilities but did not take into consideration those who lived in more remote villages.

The level of integration between the CBMRR project and other CMAC units such as EOD and CMMT at the provincial DU level is very encouraging. However this level of integration is not evident at HQ level. There is a need for CBMRR to be promoted at HQ level to ensure inclusion in the whole of CMAC operational work plans. These relationships could be improved significantly by a greater understanding of the CBMRR goal and objectives within CMAC.

CBMRR has made reasonable links with other mine action organisations or agencies. The success of these links has again been restricted by the lack of understanding of the project by these organisations and agencies, in particular how CBMRR fits within the CMAC structure and how it is distinguished from other CMAC operations. Despite good attempts by the PCs to establish links with these bodies at provincial levels the effect is limited as programmes timelines and resource allocation are made at a higher level therefore it is imperative that links are made at the appropriate level. There have been good links made with LUPU.

Although the CBMRR staff appears to understand the aspect of disability referral information there is room for improvement in the field. Again this is likely to be a consequence of the inadequate MUC training and the lack of understanding of the objectives.

To date the *CBMRR* project has not been very successful with integrating with community development organisations or processes to reduce the risk in villages. There are obvious lessons to be learned from recent experience of the overlapping of programmes. These processes can be improved by closer dialogue with these organisations at all levels to ensure an awareness of other projects activities that would compliment the CBMRR activities.

The co-ordination between the different levels of CBMRR project staff has been effective to date with the exception of the TMO. The role of the TMO is extremely important and it is imperative that these positions are filled carefully and as quickly as possible.

Objective 4 - *To assess the longer-term sustainability of the project in terms of the capacity of CMAC to continue to manage and implement the project efficiently and effectively, and in terms of the perceived suitability and appropriateness of the project in the Cambodian context.*

To assess the long term sustainability of the project in terms of the capacity of CMAC to continue to manage and implement the project efficiently is somewhat speculative. Community oriented projects are, by nature, both slow to implement and difficult to quantify in terms of outputs. The flow on effects of a project such as CBMRR is unlimited. What is apparent from interviews is that there is a widely held view that the linkage to outputs (clearance) whether real or perceived becomes fundamental to the sustainability of the project. If CMAC does not allocate sufficient resources to attend to the prioritised needs of the community, the community will lose confidence in the project. The training of CBMRR staff should emphasise that promises

should not be made that are unrealistic, creating expectations in the mind of the community that are not achievable. They will become quickly disheartened if there are lengthy delays in the response to requests or if the reasons for the delays are not communicated convincingly. CMAC must make the necessary commitment to the project to ensure that there are sufficient resources to meet reasonable expectations of the community.

There is a clear division in the approach to the use of incentives, whether monetary or in kind, in a project that is volunteer driven. To many there is a clear link between the use of incentives and the sustainability or otherwise of the project. To others the use of incentives is intrinsically linked to the effectiveness of the project particularly if the project is of a limited duration. Dialogue must continue in order to achieve a reasonable standard to be applied by agencies working in demining and related land use activities in this regard. From interviews with MUC members it is the “out of pocket” expenses for training that would prevent their participation in the project, not the desire to be compensated for time spent on project activities.

Key Recommendations

- That a clear statement be made by the Director General of CMAC as to the future role of the CBMRR project and a definitive profile of its activities be promoted within CMAC to ensure understanding of its objectives and inclusion in planning and allocation of resources.
- That CMAC promote the CBMRR project externally to ensure that the wider demining/development community is informed of the activities and location of the CBMRR project and its role clearly distinguished from other areas of CMAC operations.
- That CBMRR be repositioned outside the Mine Awareness branch and made a separate section under Operations. The Project Manager appointed to manage this section should have a strong community oriented background and appropriate qualification.
- That the position of TMO be filled as quickly as possible with permanent staff to ensure the training and monitoring programmes for the networks is re-established.
- That a workshop be conducted for the CBMRR project staff, and other CMAC staff (whose duties connect) to refresh operational knowledge, and to review the current procedures.

INTRODUCTION TO CBMRR

BACKGROUND

In August 2000, a working group, organised by UNICEF and involving all the organisations working in mine awareness activities in Cambodia, met to discuss and clarify the future mine awareness strategy. Primarily it was felt that mine awareness needed to become more community-oriented and better targeted, and that it should also better recognise the economic pressures that often drive people to take risks with mines and UXO.

In early 2001, CMAC, Handicap International Belgium (HI-B), UNICEF and other members of the Mine Awareness Working Group (MAWG) designed a strategy for a more sustainable and community-oriented approach to mine awareness in Cambodia.

The overall goal was to facilitate a reduction in the number of mine and UXO casualties by enabling people to live safely in contaminated environments through a multidisciplinary approach to mine action enhanced with community liaison.

These actors developed a final project framework, which evolved into the CMAC Community Based Mine/UXO Risk Reduction (CBMRR) project.

CONCEPT

Mines and UXO pose two main risks:

- Risk to body through death and injury, and the physical and psychological impact on communities and individuals of mine accidents and accident survivors.
- Risk to livelihoods and community development through land lost and other resource limitations due to mines/UXO contamination.

GOAL

To reduce the mine and UXO risks for communities and individuals living in contaminated areas by developing their capacity to fully participate in the prioritisation and planning of mine action and using their own community resources for mine risk education.

OBJECTIVES

- To establish an effective and sustainable Community-based Mine Risk Reduction network in mine/UXO affected communities.
- To facilitate the access of mine/UXO affected communities to appropriate mine action activities, victim assistance programmes and community development responses.
- To maintain and improve a public information campaign to raise awareness among mine/UXO affected communities.

STRATEGY

The project aims to achieve the overall goal and objectives through the following strategies:

- by adopting and developing a participatory approach with mine/UXO affected communities
- by promoting greater integration with outside organisations and services
- by using a public information dissemination approach

COVERAGE AREAS

As the resources for mine action are limited, the CBMRR project aims to concentrate on areas most in need. Statistics from the Cambodia Mine Victim Information System (CMVIS) indicate that the thirty most-affected districts for mine casualties accounted for approximately 70% of all accidents in the period February 2001 – January 2002 (570 casualties out of a national total of 807).

During the pilot phase of the project, four districts in Battambang Province: Samlot, Phnom Proek, Sampoa Loun, and Kamreang and two districts in Krong Pailin: Sala Krao and Pailin were targeted due to the high casualty rates in these areas. Villages within the districts are also selected based on high-casualty figures.

The strategy of the CBMRR project is to gradually expand its coverage areas throughout these thirty most-affected districts

PURPOSE OF EVALUATION

The evaluation of this pilot phase was conducted to look at the future development of the CBMRR project. The evaluation focused specifically on its design, set-up and the first months of implementation, its collaboration with mine action, and its links to disability assistance and community development initiatives.

The evaluation has the following objectives:

- To assess the progress of the pilot project towards reaching the original goal and objectives of the project and the effectiveness of the project activities undertaken to date, measured by the extent to which the indicators have been met, or are in the process of being met.
- To assess the coherence and appropriateness of project design, strategies and procedures developed during the pilot.
- To assess the effectiveness of the relationships among project staff, project participants and other stakeholders and partners.
- To assess the longer-term sustainability of the project in terms of the capacity of CMAC to continue to manage and implement the project efficiently, and in terms of the perceived suitability and appropriateness of the project in the Cambodian context.

METHODOLOGY

Five of the six districts of the pilot phase of the project were selected for the evaluation. The selected districts were Pailin and Sala Krao in Pailin Municipality, and Kamreang, Sampov Loun and Phnom Proek districts in Battambang Province. As all CBMRR project areas are considered to be high risk the selection of the districts, communes and villages for evaluation purposes was primarily a logistical one given the limited time available for fieldwork and accessibility to these areas due to seasonal factors.

The evaluation took place in October and November 2002 and was conducted in four main stages:

1. Existing documentation was reviewed and preliminary consultations were conducted with CBMRR project management and the project technical assistant, in order to develop a detailed work plan and schedule for fieldwork. HI-B provided the former assistant to the Technical Advisor as part of the evaluation team. This provided the necessary background knowledge of the project area and ease of working within CMAC.
2. Stakeholder interviews were conducted using question guides developed by the evaluation team and informal interviews. Interviews were carried out using focus group discussions and individual interviews. Those interviewed included: villagers, MUC (village level), MUC (commune level), MUC (district level), CMAC personnel and representatives from other agencies. (*See Annexure A*)
3. Notes taken during these interviews were analysed and initial findings made. From these findings a workshop was designed to address issues that required clarification in order to fully assess the progress of the pilot project towards reaching its original goal and objectives.
4. The final stage of the evaluation was a workshop designed to have participants (*See Annexure H*) discuss and give feedback on issues where the initial findings of the evaluation were unexpected and/or there was a clear divergence of opinions as to the operation and future direction of the CBMRR project. The purpose of the workshop was to get a clearer understanding of how the project was progressing in terms of the participants' level of understanding of the goal, objectives and strategies of CBMRR. It was also important to take the opportunity to assess whether future dialogue between stakeholders was likely and to assess how others viewed the project in relation to their own role. It also provided another avenue to clarify initial findings and to better define necessary future steps.

EVALUATION OF THE CBMRR

PROGRESS TOWARDS REACHING THE ORIGINAL GOALS AND OBJECTIVES OF THE PROJECT & THE EFFECTIVENESS OF THE PROJECT ACTIVITIES TO DATE

The emphasis of this evaluation was to look at the “progress” of the pilot project towards reaching its goal and objectives. The goal “to reduce the mine and UXO risks for communities and individuals living in contaminated areas by developing their capacity to fully participate in the prioritisation and planning of mine action and using their own resources for mine risk education” is one that takes considerable time to reach. Accordingly it is unrealistic to expect a project such as this to have reached its goal and objective. What can be established in an evaluation at this stage of its implementation is whether the project is generally progressing at an acceptable pace and more importantly that the progress is in the right direction. If not, consideration must be given as to what needs to be done differently to enable the goal and objectives to eventually be achieved.

The original goals and the project objectives are suitable to the Cambodian context and in line with other agencies working from a “bottom up” perspective. Whether it is achievable or not will be very much dependant on future support from CMAC and sponsors such as UNICEF, HI-B and NPA. The project is still within its “adolescent” stage and requires continued external support to achieve its goal and objectives. The progress made to date however has been encouraging in particular areas.

The project has contributed a little towards encouraging communities to use their own resources for mine risk education. The contribution towards the posting of signs outside the MUC members houses is an example of this. Nevertheless there was still confusion as to what the concept of using their own resources means. It is an indication that the training of the MUC representative at village level is not sufficient to impart a full understanding of the project.

The project has succeeded in setting up effective community networks for mine risk reduction with the selection of village, commune and district MUC. The sustainability of the networks will be dependant on a number of factors such as facilitating meetings for the networks to establish more concrete relationships between the different levels, adequate training of the networks on CBMRR activities, and proper monitoring and refresher training where necessary.

The public information campaign at village level is still very much word of mouth as the MUC representatives do not have the time or resources for more organised activities. The commune and district levels are more organised but complain of lack of financial support for their activities.

Due to the nature of the project the assessment of its progress in terms of reaching the original goal and objectives may be somewhat subjective as it is difficult, if not impossible, to quantify. What was evident from the initial interviews was that only those who received direct training fully understood the CBMRR project. Despite obvious support for the project in general, a number of those interviewed did not have a clear understanding of the CBMRR project goal and objectives. At the community level there was little distinction made between CBMRR and CMAC as a whole.

It is important that the CBMRR project is understood more fully by other stakeholders both within CMAC and externally to ensure that its design compliments the existing operations of other agencies working within the demining arena.

Probably the most surprising finding is how other stakeholders view the CBMRR project and where its perceived primary value lies. The responses we have recorded indicate that CBMRR is seen as a source of good and reliable information regarding mine activity that can be acted upon by others, or a potential vehicle for the collection of information, with the dissemination of information being secondary. These responses came from both within CMAC (EOD, CMMT, Socio-Economic) and externally (LUPU and other agencies). The information that is seen as disseminated through the project generally falls within the mine awareness message. This of course raises some critical issues as to the overall role of the CBMRR project in the broader context. What is also important to note is that the responses reflecting this were given in a positive way indicating that the project may be fulfilling a role not necessarily intended. Because this goes to the core of the project it was the primary point of discussion for the workshop. It was imperative to gauge whether this was, in fact, a finding that was representative of the participants of the workshop and if so, what are some of the options available for CMAC to take in the future.

The objective of the workshop discussion was to establish how each of the groups saw the role of CBMRR, both now and in the future in the context of the goal, objectives and strategies set forth. Anticipating that there was likely to be a low level of understanding of the project by the participants invited to the workshop, CBMRR management ensured that those participants with a full understanding of the project were evenly spread throughout the groups. The initial reaction from a large percentage of the participants was that they did not have sufficient knowledge of the project to be able to address the question. This was an extremely important observation to note and confirmed the initial findings that only those who had specific training had any real understanding of the project.

For the project to “progress” towards its goal and objectives it is imperative that stakeholders have a detailed knowledge of how CBMRR works both within the CMAC structure and the wider demining/development sphere. A positive aspect of the workshop discussion groups was the interaction between the participants representing a cross section of stakeholders, and the apparent interest they had to understand what role CBMRR can play to help mine affected communities and how it interrelates to their own role.

Another issue intrinsically linked with the degree of progress made is whether there is a need to change the name of the project in order to reflect the nature of the project more accurately. There is no doubt that the name is cumbersome and needs consideration. However changing the name of the project at this point could lead to even more confusion as to the identity of CBMRR. A name change would also slow down the recognition process. There was agreement at the workshop within the group discussing this point that the name should be changed however there was no consensus reached as to what it should become. Only after the project has fully developed and its function is clear should a more appropriate name be given. It would be premature to change the name before agreement is reached by the major stakeholders as to the future direction of the project and public support is given accordingly.

Recommendations

- That there be an intensive promotion of the project within CMAC in order for there to be a greater understanding of what is currently being undertaken by the project, and more importantly what the project is capable of achieving in the future.
- There should be a positive move by CMAC to ensure that the wider demining/development community is informed of the activities of the

CBMRR project and its role clearly distinguished from the areas of CMAC operations.

- That the goal and objectives of the project be re-examined by management to ensure that they are fully understood and that there is clarity as to how they are going to be optimally reached.
- That a clear statement be made by the Director General of CMAC as to the future role of the CBMRR project and a definitive profile of its activities be promoted within CMAC to guarantee the inclusion of CBMRR in future work plans.
- That the name of the project not be changed until there is clear determination as to how and where the project is to progress because to do so at this stage would cause further confusion as to its identity.

Information from the field indicates that the CBMRR project is not known, by that name at least, to many of those in the target areas. There is no distinction made between CBMRR and other CMAC operations. It was also evident from interviews with village representatives that they were still not clear as to what their exact role was, making it difficult to convey the appropriate messages. However in Phnom Preok and Kamreang districts positive steps were being taken to clearly define these roles and responsibilities by the decision to erect standing signs outside the houses of the CBMRR representatives. These are intended to provide information to the community as to what roles the representative have and how the project can operate. It has been agreed that there will be contributions from both CBMRR project funds and the community for the signs, with CBMRR providing the paint and the community providing the wood.

Recommendations

- That public information on the project be made more accessible to the community and the roles and responsibilities of the representatives made clearer to the representatives themselves and to the community they represent.
- That cooperation following the example of the information boards be encouraged to promote community ownership of the activity to increase sustainability of the project

The material from the field interviews regarding risk taking behaviour changes was inconclusive. There is certainly new awareness being raised in the community as to the risks associated with activities in areas where there is a prevalence of mines/UXO, however it is very apparent that people see little alternative at present other than to continue with activities necessary for their livelihood. There were indications that, as a direct result of information received through the project, there has been a reduction in the amount of tampering, including the use of UXO for fishing, stockpiling for security, and removal for sale. It is also clear that although there may not be an immediate change in livelihood-producing activities, at least villagers are now carrying out those activities with knowledge of the risks and with an increased awareness of how to avoid some obvious dangers. There is clearly an increased emphasis on how to deal with the risks and the MUC have been influential in the spread of information regarding these risks in some areas.

This was obvious from the group discussion with the Borhuy Tbong Village group. They indicated that last year (2000) they did not care if their children were playing with mines/UXO because they were not aware of their impact despite the fact that a number of accidents had

occurred causing injury. Today, with the formation of the committees and subsequent dissemination of information through those committees and through MAT presentations their children are kept away from known mines/UXO contaminated areas. They believe their communities will soon be free of UXO as they are now being reported to the MUC. The group claimed that the total number of mines and UXOs has been significantly reduced in their community.

Ochheukram village MUC said that although they have been explaining to people why they shouldn't tamper with UXO there were still groups that will not listen to the message and continue working in known mined areas and continue to dig up UXO.¹

They identified the people most in risk from mines/UXO as those clearing grass and trees for new chamkar. The problem also occurs when people try to extend their chamkar, often using outside labour to do the clearing.

The MUC felt that they could not tell the people not to work or not to extend their chamkar because they lack other means of livelihood. They said that they could assist them to make requests for mine clearance along the way to their chamkar however it is accepted that these requests cannot be responded to quickly due to the large number of such requests. They understood that the project emphasises prioritising the interests of the community as a whole and not those of individuals, making it difficult for individuals to escape the immediate risks if this is not a priority of the community.

The project has contributed towards building community capacity to participate in the prioritisation and planning of mine action in a fairly limited way. There is not sufficient understanding of the planning and prioritising of needs at the village level which results more in the creation of a "wish list" than realistic planning. The DFP have been very active in assisting the community to make realistic requests.

This highlights the need for cooperation with other agencies involved in the Village Development Plans (VDP) and the Commune Development Plans (CDP) for the targeted areas. It is clear that there will not be a significant reduction in high risk activities until there is an alternative means of livelihood open to those most vulnerable to risk. CBMRR project staff could benefit greatly from a closer association with established community oriented agencies that have had experience with helping communities develop realistic plans incorporating the prioritised needs of their community. It is essential to encourage the VDC to include the needs of the most vulnerable individuals within their community when prioritising. This is proven to be difficult as the most vulnerable in a number of the villages are not really part of the community, but more on the "fringe". For example those recruited by larger chamkar owners to work in contaminated areas.

Recommendations

- That mine risk reduction education be closely linked to other aspects of development programmes, for example providing alternative means of livelihood that reduces the need to engage in risk taking behaviours.

¹ See Annexure D: Case Study of Ocheur Kram Villagers

- That there be a specific move to create in the minds of those most at risk alternative means of making a living and to link up with other agencies to try to help those most vulnerable and at the greatest risk.
- That there be continued dialogue with other agencies working in the targeted areas to ensure that not only services are provided for those already suffering the effects of mine related injuries but also to protect those who are most likely to be affected.

The major focus of the CBMRR project was to offer the opportunity for CMAC to become a key player in the progressive move towards participatory and community-responsive mine action programmes. The project confirms CMACs acknowledgement that there needs to be a shift away from purely awareness raising models to educational and integrated approaches. This indicates that, as a service provider, CMAC is genuinely trying to improve its service for the end users, the people living with landmines and UXO.² The valuation found however that there is still a general belief held that the CBMRR is principally a mine awareness project. The reasons for this are twofold.

Firstly, there is a general lack of understanding as to the goal and objectives of the project at the community level (as discussed above), due to the need for committee members to attend to livelihood matters, and there is a lack of understanding of the project despite original training. This means that they are struggling to effectively disseminate information regarding other functions of the project other than the fundamental information regarding risk reduction through awareness.

Secondly, it is not difficult to understand how this perception of CBMRR as primarily a mine awareness project is formed. The CBMRR project falls under the Mine Awareness branch, which also deals with the Mine Awareness Teams, the Mass Media Campaign and the NGO Campaign. It is clear from issues raised in interviews and the discussion at the workshop that there is confusion as to how this structure functions. CMACs overall strategy in this regard is not well understood.

When the goal and objectives of the CBMRR project are considered, coupled with how the project is finding its role in the broader sense through its relationship with EOD, CMMT, and other agencies it does not conceptually fit within this limited position. It also prevents personnel from other CMAC sections from taking the CBMRR project into serious consideration when work plans are being formulated.

Recommendations

- That the overall strategy of the Mine Awareness branch be clearly defined so that it is clear what the functions of the various components are.
- That CMAC reposition CBMRR outside the Mine Awareness branch to give it a separate identity to reflect its broader objectives and to avoid the problems of association with mine awareness alone. This would also help to establish recognition of the project within CMAC.

² Internal Evaluation by Ruth Bottomley

The progress of the project with respect to facilitating access of mine/UXO affected communities to appropriate mine action activities, victim assistance programmes and community development responses is slow. There are good signals from the provincial level (in particular the PCs) that there has been initial contact made with other agencies dealing with disability services within the target areas and that healthy relationships are being established. There were clear records of referrals to disability services however there is still a need for further dialogue in this regard. A number of comments were made by agencies dealing with disability that they were very interested in the CBMRR project as to them it was an opportunity to gather information that was previously difficult and/or time consuming to obtain from the field. There was also the advantage of increased monitoring of activities if good communication channels could be maintained as well as the possibility of sharing resources such as transport. A list of agencies (*See Annexure C*) was provided to the evaluation team in Pailin and it was encouraging to see the number of contacts made in this regard. It was also evident that despite the good relationship of the agencies at the lower levels there is still a need for greater dialogue between the agencies at a higher level particularly in respect to planning of activities and use of resources. There have been misunderstandings in the past as to targeted areas overlapping. The role of the Project Manager in this liaison role is imperative to future cooperation between agencies working in the area.

Recommendations

- That CBMRR field staff be encouraged to disseminate information regarding emergency disability services and programmes for longer term assistance
- That the PC ensure that a system for disability referral services in the target areas is documented and easily accessible to CBMRR staff.
- Similarly, that when effective working partnerships are developed with development or other mine action agencies, these partnerships should also be documented.
- That there be a follow up by Management (HQ) to support any relationships formulated at the community by engaging in dialogue with the agencies at national level.

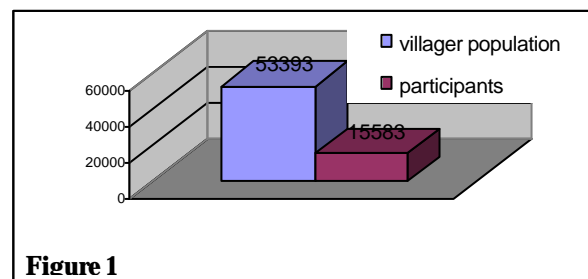
There are some project activities that can be measured quantitatively. The current CBMRR productivity report indicates that there has been substantial activity during the pilot period. We can gauge in some sense the linkages to other mines action operations. There are, however problems that have been identified by CMAC staff that are preventing more positive results. (*See following*) CMAC has the capacity to rectify a number of the issues raised but unfortunately inaccessibility due to wet weather and/or general road conditions is responsible for many of the restricting factors.

CBMRR MAT Quantitative Achievements³

Mine Awareness Participation

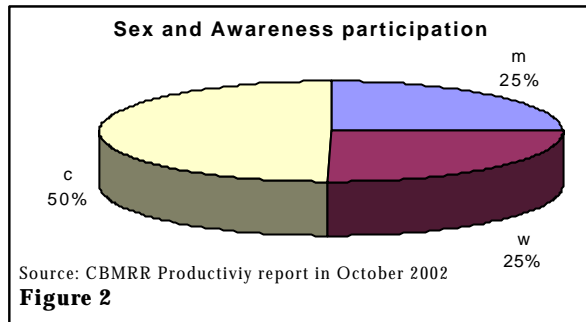
To date CBMRR MAT has reached 91 villages. The teams visited 58 villages during the day and 33 villages at night. The presentation was

³ Source: CBMRR Productivity Report for October 2002



given 102 times up until October 2002. Some villages have received the presentation twice.

Up to 30% of the village population participated in the presentation. Of this participation figure 50% were children, 25% were woman and 25% men.



Currently there are four members in each MAT. They work as a team, and their presentation is limited to one village per day. During the evaluation a MAT was observed doing a presentation in Borhuy Thong village. The composition of the audience roughly reflected the recorded participation ratio of men, women, and children. (See Figure 2 above) The presentation was carried out in a very participatory manner and the materials seemed appropriate to the audience (limited translation was available) in that they held the attention of the audience and had them engaged. There was also good interaction with the village MUC member who participated in the presentation.

To ensure fuller coverage of those statistically most at risk and to accommodate those who work outside the village during the day, MAT have been doing presentations in the evenings.

The CBMRR MAT teams have encountered numerous problems in carrying out their task. These include:

- Working at night is a problem in the rainy season as the roads are often impassable and there are increased risks of the vehicles slipping off the track onto mines
- The most vulnerable workers, being those hired from other areas to work the larger chamkar, were not always available to view the presentations as they often went back to their villages
- There is still considerable scepticism regarding the MAT presentation. Most of the villagers are former soldiers who believe that they have a greater knowledge of mines/UXO than MAT. They are unwilling to change their risky behaviour as a result of information originating from the MAT presentation. To resolve this problem, the MAT use a different dissemination strategy. They explain that although soldiers are aware of the risk of the mines/UXO, their wives and especially their children are unaware. The ex-soldiers should act as role models to help keep their families safe.

Reports and Responses by EOD

There were 522 requests made in the period up to October 2002. Of these 242 were mine removal requests and 280 UXO removal requests. EOD

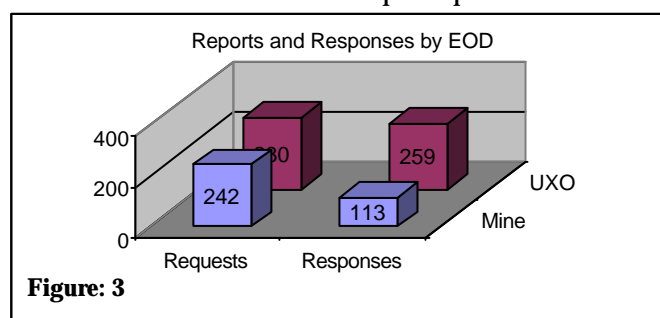


Figure: 3

responded to 372 of the requests. Of the 372 responses, 113 were for mine clearance and 259 for UXO.

Problems identified by the EOD teams include:

- It is often difficult to provide a quick response to the requests of the communities due to their location and the condition of access roads. During the rainy season most of the roads are impassable, making it hard to get equipment to the mine/UXO location.
- Upon arrival at the site it is often difficult to locate the person who made the report as they have usually gone to work on their chamkar

Responses to Requests by CMMT and LUPU

The PCs have been very active in establishing good working relationships with both the CMMT unit and LUPU in order to have community requests for clearance responded to. Requests for larger clearance are dealt with through the LUPU process, with those under 10,000m² going directly to the CMMT. As CMMT are also involved with other designated clearance they cannot always respond immediately to CBMRR related requests. Although there has been a good response to date there is concern that without more resources allocated to CMMT for CBMRR requests the response time will become unacceptable to those waiting for a response.

Requests that are received are prioritised and given a listing in the work plan. A problem that was encountered was the lack of obvious criteria used for the prioritisation of requests made to CMMT. For example the evaluation team was shown a recent request that had been processed in less than a month and given priority over other requests already listed. The request entailed clearance of an area associated with the building of a pagoda funded by overseas interests. The concern is that such “queue jumping” means that other requests are further postponed. There also appears to be no mechanism by which the status of the requests, or more importantly the change in the order on the list, is conveyed to those affected.

Mine/UXO Victim Rates

From 1997 to 2000, mine/UXO victim rates decreased. However in 2000 there was a recorded increase in the number of victims. It was during this period that CMAC activities, including the mass media campaign were not operative. CMAC Media representatives concluded from this that the mass media campaign had a significant affected on the community behaviour. A mass media officer was recently recruited in August and is responsible for a mass media campaign based on the CRC and CMAC survey data. The CBMRR MAT and networks are presently looking at avenues to reach the most vulnerable people in the targeted areas with changes being made to the dissemination campaign. No specific data was collected as to how and if the mass media message had been received.

Although there was a good indication of behavioural changes taking place after the MAT presentations there is no statistical data to directly support this. Behavioural changes are difficult to quantify, accordingly care should be taken not to do so by interpreting figures that are arguable.

In addition statistics from the CMVIS relating to the number of accidents recorded since the beginning of the project are by no means conclusive as an indicator of whether the project has been successful to date. Comparative statistics on the number of reported accidents before and after the implementation of the project could be interpreted in a variety of ways. Firstly if there is

a decrease in the recorded accidents it may be argued that this is due to the effectiveness of the project in reducing high-risk activities. If there is an initial rise in the numbers this too could be considered an indication that the reporting of mine/UXO accidents has increased not necessarily the actual number of accidents. It will, however, become an important indicator as time goes by.

In the future the CMVIS data should also be analysed from the point of view of risk taking behaviour changes to gauge how the dissemination of information is affecting different groups in the community. Such information as to who is doing the reporting, as well as identification of the victims will be important indicators to illustrate the effectiveness of the project.

Interviewees from within CMAC indicated that there is a greater amount of accurate information being relayed to the Demining Units on mines/UXO compared to the period prior to CBMRR implementation. With the improved networks, officers said that it is now much easier for CMAC to respond as they can source the information directly from the community. To date the information has given accurate locations. Furthermore, the requests for clearance coming through the CBMRR networks keeps the CMAC operations, especially EOD and CMMT, busy at all times. Previously there were often down times as teams waited for tasks to be assigned from Headquarters. This is seen as a means of more effectively utilising available resources.

Despite the number of very positive comments regarding the accuracy and reliability of CBMRR network gathered information there were also suggestions made that the collection of information could be greatly improved. More specifically, that further network training was necessary for such activities as site mapping and report writing to convey the information in an appropriate format for use by others.

COHERENCE AND APPROPRIATENESS OF THE PROJECT DESIGN, STRATEGIES AND PROCEDURES

The organisational structure of the project is suitable for the community-based approach of the project however there was insufficient time allowed for the implementation of the project with technical support. It is not possible to fully implement a community orientated programme within the time allowed for the pilot, particularly when the TA (or equivalent) is not having a continued association with the project in the next phase.

The training curriculum designed for the CBMRR staff appears comprehensive and suitable and there were good indication that those who attended the initial training had a good understanding of the basic concepts of the project. There were, however problems encountered by the MUC representatives at village level. The three-day training given by the TMO in each district was too short for them to get a sufficient understanding of the project. It was sufficient for the commune and district levels, as they were at least familiar with “community oriented” programmes. The concept was not as familiar at village level.

The CBMRR field staff employs participatory methodologies effectively however they would be greatly assisted in their role if the village MUC representatives had a greater understanding of the concept. The activities implemented in the field to date have been limited in a number of areas due to inaccessibility by the field staff as a result of bad road conditions and available transportation, and a lack of participation by the community as a consequence of livelihood constraints.

The CBMRR staff are effectively identifying the high-risk people in their target areas however are encountering difficulties targeting them for assistance due to their position within the community. For example one of the high-risk groups identified are those who come from outside the areas to work on or extend chamkars belonging to others. There are good indications that the MAT have the flexibility to alter their times and approaches to target high risk groups.

The evaluation found that the project design is appropriate for a Cambodian community orientated programme, building on concepts that have proven successful by other agencies. It is, however, important that the CBMRR project is understood more fully by other stakeholders both within CMAC and externally to ensure that its design compliments the existing operations of other agencies working within the demining arena.

The most resounding strength of the design of the project is the selection and usage of District Focal Points (DFP). It is evident that they are the pivotal points of the programme. Accordingly they should be given maximum support. The major restraints reported by the DFP were primarily road conditions and transportation. In some areas the roads are inaccessible and they are unable to make contact with some villagers. They also reported that the motorbike provided are very old and often break down. The DFP recruitment from the communities they represent has been very successful. Although the individuals selected have very different styles of service, they are well accepted by their respective communities.

The DFP should also be the essential linkage to other activities in the target areas as they are in close contact not only with the communities but also other agencies working in the area. The information gained in the course of their duties should be reported back to the PC, and further relayed as deemed necessary. It is vital that the information is reported to ensure that there is no overlap of the services. More training is required to standardise the report writing process.

The design of the communication structure is practical and again the role of the DFP provides options with respect to the means of channelling information. The structure also sits comfortably with the whole decentralisation move. On the other hand it also allows some room to move a little outside the framework when necessary. This is illustrated with the selection of the village MUC. It was found that if the Village Chief is not a member of the MUC the communication channel through the normal levels of authority are not as effective. Instead of making it a requirement that the village chief be a member of the MUC the DFP can be used to ensure that the needs of those communities without official representation are being communicated to the appropriate bodies. To achieve this it is essential that the DFP have an active role in the District Integration Workshop (DIW).

Recommendations

- That there be emphasis on the report writing aspect of the training and monitoring of the DFP to ensure that the information gathered by them is recorded correctly and channelled to the appropriate person/body.
- That the DFP be given representation at the DIW.

The strategies and procedures developed during the pilot are appropriate however care must be taken to ensure that the project adheres to the strategies set forth in the concept paper and does not deviate into a purely information gathering network to support other agencies. There is, of course a fairly fine balance between promoting greater integration with outside organisations and services and maintaining a coherent strategy within the CBMRR project that is not dependent on this integration.

The organisational structure allows for easy replication in other high-priority areas and for future sustainability if implemented fully and carefully.

The strategy for the CBMRR project was based on the MAWG identification that the 30-most mine-affected districts for mine casualties account for nearly 90% of all accidents. Casualty data from sources such as the CMVIS combined with actual information from the fields has helped the CBMRR project to develop an effective approach to targeting high-priority areas.

The CBMRR SOP outlines the plan for deployment based on high incident rates in particular districts. A strategy for expansion to new areas has also been developed which recommends the expansion of the project to cover the 30 most-affected districts over the next 5 years. This plan is designed to fit within the current CMAC 5-Year Strategic Plan. It has been suggested that recruitment of at least six new DFP each year is needed to ensure that by the year 2007 this expansion goal is reached.⁴ Each time DFP are deployed to a new province under a new DU, a PC will also have to be recruited. A yearly recruitment cycle will allow enough time for training and monitoring activities for each new team.⁵

This proposed strategy for the expansion of the project must be considered in light of a number of different aspects. Firstly, the basis of how the areas are targeted has been questioned. There is a persuasive argument that the level of information now available allows for a more precise identification of the most heavily contaminated areas. Accordingly it is argued that the better way of targeting those most at risk is to adopt a strategy for expansion based on the 500 most

⁴ Comments by Ruth Bottomley (insert details)

⁵ Comments by Ruth Bottomley (insert details)

effected villages rather than 30 most effected districts. The evaluation found that a number of the targeted villages⁶ were selected more on accessibility rather than on the degree of risk that the villagers were exposed to.

Secondly, expansion of the project should be considered in consultation with other agencies to ensure coordination of work plans, and to ensure that where any overlapping is to occur those services provided by more than agency are complimentary.

Thirdly the CBMRR project will still need to continue providing awareness messages over a broader geographic area. The MAT may also be deployed to areas with high casualty rates and/or severe Mine/UXO contamination and will work together with the CBMRR project in addition to providing general risk education messages over a wider area. The mass media campaign will serve as a perfect complement to the CBMRR project and the MAT by providing a broad coverage and reaching the maximum amount of people in a short time. In particular it will be able to reach those areas which perhaps do not require an intensive community-based approach, but which still suffer from some level of contamination.⁷

With the pilot now complete and evaluated it is important that there be an immediate period of reflection and consolidation in the form of staff refresher training, internal workshops and implementing any necessary structural changes. It would therefore be advisable that the timing for the immediate expansion of the project be determined with these matters in mind.

Recommendations

- That consideration be given to the basis on which future expansion of the project is made to ensure optimum targeting of those most at risk.
- That there be appropriate consultation with other agencies working in the region with regard to the areas targeted to ensure that there is not duplication of activities.
- That there be dialogue with other agencies working in complimentary fields in the region to ensure the effective means of implementing the project.
- That there continue to be close cooperation with the Mass Media section to maximise the coverage of general mine education messages.

The Standard Operations Procedure (SOP) is another example of the detailed and comprehensive documentation produced by Ruth Bottomley as TA to this project the pilot. It allows easy reference as a primary resource material during training and as a guideline for operating procedures. Now that the project is beginning its second phase it would be an appropriate time to review the SOP with the hindsight gained through practical application of the procedures. It is important that it be translated and made readily available to the project staff for reference.

In general the findings on operational procedures were very positive and in both Pailin and Battambang there was clearly a spirit of cooperation between CMAC operations and the CBMRR project staff. The area that seemed not to be moving smoothly was the flow of

⁶ Phnom Toch Village in Phnom Preuk District & Lumpat Village in Kamrieng District

⁷ Comments and recommendations made by Ruth Bottomley endorsed by ET

information between CBMRR and the Socio-Economic section in Battambang. It was reported that at times community requests that come through the CBMRR network go directly to LUPU without the knowledge of the Socio-Economic unit. This is a problem from the point of view of maintaining accurate work plans. This is also an area where there is some confusion as to the exact role each of CBMRR and the Socio-Economic Unit plays. This was illustrated by a comment made by a participant at the workshop that “they could never quite work out why certain CMAC representation at LUPU knew particular information and another section knew different information”. It was not until the workshop that the participant could clearly see that there were distinct roles played by each.

The other procedural issue raised is the quality, consistency and regularity of reports from the networks. Low levels of education and lack of understanding are the principle reasons given for poor reporting particularly at village level. A number of the village MUC do not have the ability to write reports or make requests without assistance. This is another illustration of the importance of the role of the DFP. If they do not facilitate these procedures the result is that the requests are unrealistic and inappropriate. Reports are often irregular and do not provide relevant information. The DFP have also requested more training in this regard as well as training on site scat mapping and PRA tools.

Recommendations

- That a workshop be conducted for the CBMRR project staff, and other CMAC staff (whose duties connect) to refresh operational knowledge, and to review the current procedures.
- That the roles of the CBMRR project staff and the Socio-Economic officers be clarified and the distinctions made widely known both within CMAC and with associated Agencies

MANAGEMENT STRUCTURE:

A management chart was developed for the pilot⁸. The roles and responsibilities associated with the management positions were included in the SOP. These are being translated into Khmer but have not yet been provided to the CBMRR field staff.

Technical Assistance was provided by HI-B by way of a Technical Advisor (Expatriate) and a Cambodian assistant for the period of the pilot only. The former assistant to the TA is currently working with the CBMRR project in a liaison capacity to help fill the temporary vacancy left by the non-renewal of the TMO contracts.

The position of Project Manager falls under the Operations and Planning Department, reporting directly to the Coordinator of Operations. The position involves the overall management, coordination and development of the CBMRR project. The position also includes ensuring effective coordination and collaboration between the CBMRR project and other CMAC projects, community development initiatives and victim assistance agencies and activities. He is to prepare, organise, monitor and plan overall project activities.

The CBMRR Project Officer reports directly to the CBMRR Project Manager. His main duties are monitoring CBMRR activities in the field, providing technical support to field staff, and

⁸ See Annexure B: The CBMRR pilot management chart

compiling all project data at headquarters. The Project Officer is also responsible for preparing the CBMRR budget, monitoring materials and equipment, and producing regular reports on field activities.

During the pilot the Technical Advisor worked closely with the Project Manager and Project Officer. It appears that both the Project Manager and the Project Officer performed the tasks in their job description effectively. As the former TA had a very strong background in community development she was able to guide the Management team in a direction that reflected the community-oriented focus of the project. However neither the Project Manager⁹ or Project Officer¹⁰ positions specifically requires community development working knowledge.

Given that the whole purpose to the project is community development, it is imperative for CMAC to consider how this will be incorporated into the management structure or the project risks losing its unique focus and becoming a more traditional and limited mine awareness mechanism. This could be done by recruiting further TA with the necessary background or reorganising the pilot management structure to allow for a project manager with this focus.

CBMRR Management has already shown its commitment to quality Human Resources through the performance appraisal process, and recognises that staff need to fit the roles that they perform. An example of this was demonstrated by with the non-renewal of the TMO positions in Pailin. Management appreciates that this is a very important position and it is crucial that a person having particular skills fill it.¹¹ Their work reflects very much on the work of the CBMRR field staff, the MUC representatives and the MAT. The procedures and tools for the TMO have already been developed.

Recommendations

- That the Management chart formulated for the pilot be restructured to incorporate management personnel with strong community development focus. This should reflect the recommended repositioning of the project to outside of the mine awareness branch.
- That the position of TMO be filled as quickly as possible with permanent staff to ensure the training and monitoring programmes for the networks is re-established.

⁹ The CBMRR Project Manager is required to have computer skills in Microsoft Office software, good command of the English and Khmer language, documentation skills, leadership abilities, communication skills and comprehensive knowledge of mine/UXO action issues. (SOP)

¹⁰ The CBMRR Project Officer requires skills in administration, logistics, communication and training. (SOP)

¹¹ Former TA advised TMO to be recruited from the provincial areas where they will be based. They should, if possible, be development workers who have experience in monitoring project progress or training at a community level. They must be trustworthy, have extremely good people skills, and be able and willing to spend a lot of time travelling and living in rural areas. (Endorsed by ET)

EFFECTIVENESS OF THE RELATIONSHIP WITH PROJECT STAFF, PARTICIPANTS OTHER STAKEHOLDERS AND PARTNERS

- ***To assess the effectiveness of the relationships among project staff, project participants and other stakeholders and partners.***

The effectiveness of the relationship with project staff appeared to be satisfactory, however sufficient time was not available to examine this in any detail. As discussed previously the ability of the management to assess the appropriateness of the staff in a good indicator that ineffective staff will not remain in their positions.

With the CBMRR network being made up of many levels, there is obvious confusion as to the roles and responsibilities of the various MUC. As requests are channelled through each level there are often lengthy delays in transferring the information from one level to another. The DFP play a major role in facilitating these transitions.

A problem identified as impeding the development of participants' relationships is that they never meet to share experiences. One DFP said that it was difficult to convene such meetings, as there were no provisions such as food, transportation or materials allocated for this purpose.

The role and responsibilities of the MUC at district, commune and village level are clear and appropriate as the design of the project also reflects the national policy on decentralisation. This brings it effectively into line with other established institutional frameworks. With the newly created role for the Commune Council there are the inherent uncertainties associated with the roles and responsibilities of the various administrative levels. This is not a CBMRR design fault but one that is indicative of the anomalies of the framework established by law.

The level of community involvement in the CBMRR project is still limited primarily due to the livelihood commitments of the MUC representatives. In general the community did not distinguish between the CBMRR project and other CMAC activities and accordingly their expectations of the CBMRR project were not distinguishable.

There are indications that the formation of a network of volunteer Mine/UXO Committees is suitable particularly with the good support of the DFP. Indications at this stage are that it is sustainable on the basis that the volunteers are not "out of pocket" as a consequence of their involvement. Most of the MUC members requested an adequate amount of support to cover the expenses of attending training, in particular transportation and food. The amount previously paid only covered those who lived close to the training facilities but did not take into consideration those who lived in more remote villages.

Although the CBMRR staff appears to understand the aspect of disability referral information there is room for improvement in the field. Again this is likely to be a consequence of the inadequate MUC training and the lack of understanding of the objectives.

To date the *CBMRR* project has not been very successful with integrating with community development organisations or processes to reduce the risk in villages. There are obvious lessons to be learned from recent experience of the overlapping of programmes. These processes can be improved by closer dialogue with these organisations at all levels to ensure an awareness of other projects activities that would compliment the CBMRR activities.

The co-ordination between the different levels of CBMRR project staff has been effective to date with the exception of the TMO. The role of the TMO is extremely important and it is imperative that these positions are filled carefully and as quickly as possible.

As previously discussed the relationship with other CMAC units in the provincial DU is effective. However at HQ level there is still a need for the CBMRR project to obtain significant recognition. Following is an observation of this relationship succinctly recorded by Ruth Bottomley in her own documentation of the implementation of the project. These views are wholeheartedly endorsed by this evaluation.

There is fine-tuning required in regard to stakeholders concerning the collaborative relationship between CMMT, EOD, MRT and LUPU/Socio-Economic. Lobbying by the CBMRR staff at HQ level is required to ensure that CBMRR is included within the overall goals and objectives of these four units. The MRT and the CBMRR project together can make a very effective mechanism for targeted clearance of high-risk areas in villages according to good village level information. It is important that these two units are given the opportunity to carry out these functions. CBMRR HQ staff should ensure that they cross-check the work plans of all of these teams to ensure that a response to CBMRR requests features in these plans and that the units are deployed to areas where CBMRR is working. In particular the capacity of the CMMT to respond to small-scale emergency tasks (risk reduction) will be an issue that needs to be discussed more at HQ level.

Relationships between CBMRR and development, and other related agencies are progressing. This has been hampered by the general uncertainty as to the distinct identity and purpose of the CBMRR project. The PC in both Pailin and Battambang are active in this regard. It appears that good relationships are being established and they are aware of the potential avenues of association. The PC in Pailin produced a list¹² of agencies working in complimentary fields and seemed to appreciate the benefit of such linkages. However there is still the need to spend more time with some who clearly did not understand the CBMRR project or did not distinguish it from other CMAC activities.

The links with community development initiatives have been more difficult for CBMRR to achieve. Most community development agencies already have their own work plans and mandate, and so it is often difficult to form partnerships with them in the shorter-term. The initial experience with CARE (and World Vision) in Sala Krau should be views as a valuable experience to be learned from. It is also imperative that regular dialogue be maintained at all levels of these agencies.

¹² See Annexure C to this report

LONG-TERM SUSTAINABILITY

To assess the long term sustainability of the project in terms of the capacity of CMAC to continue to manage and implement the project efficiently is somewhat speculative. Community oriented projects are, by nature, both slow to implement and difficult to quantify in terms of outputs. The flow on effects of a project such as CBMRR is unlimited. What is apparent from interviews is that there is a widely held view that the linkage to outputs (clearance) whether real or perceived becomes fundamental to the sustainability of the project. If CMAC does not allocate sufficient resources to attend to the prioritised needs of the community, the community will lose confidence in the project. The training of CBMRR staff should emphasise that promises should not be made that are unrealistic, creating expectations in the mind of the community that are not achievable. They will become quickly disheartened if there are lengthy delays in the response to requests or if the reasons for the delays are not communicated convincingly. CMAC must make the necessary commitment to the project to ensure that there are sufficient resources to meet reasonable expectations of the community.

There is a clear division in the approach to the use of incentives, whether monetary or in kind, in a project that is volunteer driven. To many there is a clear link between the use of incentives and the sustainability or otherwise of the project. To others the use of incentives is intrinsically linked to the effectiveness of the project particularly if the project is of a limited duration. Dialogue must continue in order to achieve a reasonable standard to be applied by agencies working in demining and related land use activities in this regard. From interviews with MUC members it is the “out of pocket” expenses for training that would prevent their participation in the project, not the desire to be compensated for time spent on project activities.

The sustainability of the project is dependant on a number of aspects including the commitment of the CMAC itself, the CBMRR staff and the community as a whole.

It was promising to note some of the responses to the sustainability question from the community. A Sangkat Stung Kach MUC member stated, “Although I do not receive any profit from the CBMRR project, I still work hard to assist my community to reduce mine/UXO accidents. Regarding the sustainability of the project, I will work even if there isn’t any more DFP. I work because I know that this is suitable and helpful for my community.”

There was, however, concern expressed regarding the amount of knowledge that they had gained from their training. One Commune MUC member felt that he was limited in how much he could help his community because of his low level of education in this field. Of the training received they estimated that they understood only 60% -70% of the information given. This lack of belief in what they can do for their community is not a good indicator of how effectively or confidently they are spreading the CBMRR message.

The importance of the project monitoring capacity cannot be understated having regard to the above comments. To ensure sustainability the TMO, through close cooperation with the DFP must conduct regular monitoring to determine what needs to be improved, and act promptly to rectify any problems.

There was conflicting opinion from the stakeholders as to whether provision of incentives would actually increase or decrease the sustainability of the project. One argument put forward was that the community would participate much more fully if they could be compensated, whether by money or in kind, for the loss of livelihood suffered during the period spent on project related activities. The amount, it is argued, does not have to be substantial to achieve longer term “ownership” of the project. The counter argument is, of course, that as a volunteer based project the payment of monetary incentives for activities that benefit their own community jeopardises

its long term sustainability as once the payment stops so does the activity. Although there was no consensus reached at the workshop regarding this issue there appears to be a general view emerging that “in kind” incentives may be the best approach to finding a middle ground between these views.

Activities such as the placement of the information board outside the MUC members house where the provision of materials are shared between the project and the community fosters a sense of ownership that is conducive to long term sustainability.

Recommendations

- The refresher training be carried out for all MUC members to ensure they have sufficient knowledge to confidently convey the projects purpose.
- That an internal policy be formulated with respect to the use of incentives and a definition of what constitutes “in kind” incentives confirmed.
- That the TMO regularly monitor the project from the field and report potential problems to the PC for the appropriate action to be taken.
- That activities that foster ownership by the community be encouraged.

The evaluation found that a lack of response, or lateness of response to requests without explanation resulted in the loss of confidence in the project in some areas. An example of this was seen in the Raksmev village, Sampov Loun district. Those interviewed stated that they had made a request over three months ago and had had no response. The request had been made through the DFP. The villagers said that they would now clear the requested areas by themselves, as they could not rely on assistance from CMAC. In reality this is not a particularly long waiting time (though this is dependant on the nature of the risk), however the perceived lack of response has not helped the continuation of the project in this village.

Effective communication must be established on a number of levels to help this perception.

Firstly it is imperative that the community is given realistic timeframes for the anticipated response to their requests. The DFP have an extremely onerous task of balancing the need to build enthusiasm for the project with the need to create achievable expectations within the community. The perception of what is an acceptable response time will be based on information they have of the CMAC operations procedures.

Secondly, if a community has been advised that their request is on a work plan, any changes in the predicted time or order of response should be communicated back to the community as soon as practicable.

Lastly for the number of small requests to be efficiently responded to in the future, there has to be a firm commitment of resources made by CMAC to the CMMT. The proposed expansion of the project must be mirrored by the expansion of resources allocated exclusively to this project.

There should also be a continuation of the good support that CMAC is currently giving to the LUPU process to ensure its input into development strategies and prioritisation.

Recommendations

- That the project staff be trained in communication skills, particularly in methods of encouraging participation without creating perceptions that are unachievable.
- That procedures be put in place to ensure that the progress of a request is communicated back to the community.
- That CMAC commits more resources to CMMT to allow them to be able to cope with the increase in the numbers of requests from the CBMRR network as the project expand.

CONCLUSION

In general the basis for a good community oriented programme has been established during the pilot for CBMRR. There are good indications that considerable progress has been made by the DU in both Pailin and Battambang with the PCs demonstrating a solid understanding of the project and considerable progress being made to implement it. There are also encouraging indicators of cooperative relationship having been established with other CMAC section in both provinces. The DPF are working very well.

For the potential of the project to be properly realised there must however be particular attention given to both the HQ level and the village level. Both suffer from a lack of understanding of the goal and objectives of the programme. There must be decisive moves taken by CMAC to include CBMRR in the overall operations, resources allocated accordingly and its capabilities promoted. Likewise the problems at the grassroots level can be remedied by retraining of the MUC representative and proper monitoring.

ANNEXURE A: NAME OF INTERVIEWEES

CMAC HQ

- Mr. Heng Ratana, CMAC Deputy Director General
- Mr. Tong Try, CMAC Director of Operations
- Mr. Tang Sun Hao, CMAC Operations Co-ordinator (Former Mine Awareness Officer)
- Mr. Ol Seine, CBMRR Project Manager
- Mr. Chinn Bunran, CBMRR Project Officer
- Mr. Has Samath, Mass Media Officer

CMAC DU 3 (Pailin and Samlot)

- Mr. Cheng Rady, CMAC DU3 Manager
- Mr. Un Koar, CBMRR Provincial Coordinator
- Mr. Leng Oudom and Mr. Mech Sokhann, CBMRR Training and Monitoring Officers
- Ms. Ty Piseth, Mr. Men Sophanna, Mr. Run Krong, District Focal Points
- Mr. Ing Khun, EOD Field Liaison Officer

Commune mine/UXO committees

- Mr. Prom Chan Raksmeay, Sangkat Stung Kach

Ocheur Kram Village

- Mr. Ouch Sokha; and
- Mr. Lux Vuthy, mine/UXO committees
- Group of Ocheur Kram villagers

Borhuy Tbong village

- Mrs. Sao Ly, Mine/UXO committee in Borhuy Tbong village
- Group of Borhuy Tbong villagers

CMAC DU 2 (Battambang)

- Mr. Mam Neang, CMAC DU2 Manager
- Mr. Tong Pisal, CBMRR Provincial Coordinator
- Mr. Sveuy Bunroeun, Plan Socio-Economic
- Mr. Pon Penh, Mr. Kan Vibol, Ms. Voar Lavy, District Focal Points
- Mr. Minh Sron, CMMT regional co-ordinator (Pailin & Battambang)
- Mr. Tep Sokoeun, EOD Field Liaison Officer

Sam Poveloun commune mine/UXO committees

- Mr. But Him; and
- Mr. Ieng Dun,

Raksmeay village mine/UXO committees

- Mr. Kong Von; and
- Mr. Track Saroeun
- Group of villagers

UNICEF

- Mr. Plong Chhaya, CAAC Project Assistant

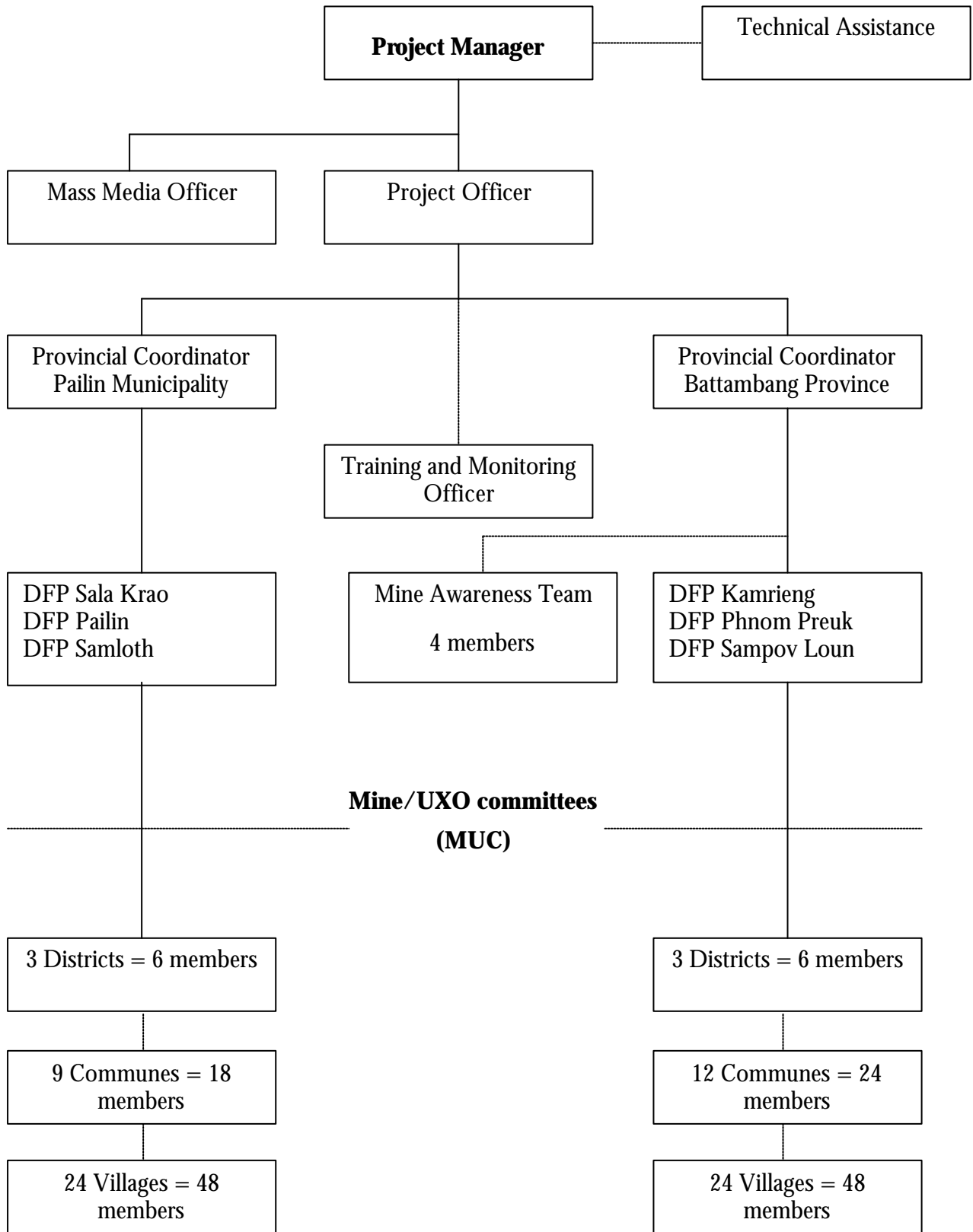
Handicap International Belgium

- Mr. Reuben McCarthy, Mine and Disability prevention Department Co-ordinator
- Ms. Ruth Bottomley, former CBMRR TA

Associates

- Mr. Brian Lund, CARE IDDP
- Mr. Keo Chhunly, CARE IDDP
- Mr. Van Sam El, World Vision

ANNEXURE B: CBMRR PILOT PROJECT MANAGEMENT CHART



Annexure C : International Organisations/Cambodian Organisations/Associations in Krong Pailin and Battambang

Name of Org/Project	Address/Contact Person	Project activities	Project target area	Project target group
1. World Vision, Rehabilitation of Disabled project	Dong village, Steong Kach commune, Salakrav district Contact: Mr. Chan Van, farm manager Tel: 012 788609 Mr. Pin Bunthan 012 943288	Rehabilitation of disabled people Small credit scheme for family agriculture Animal bank; pigs, chicken, etc. Vocational training	Village in Salakrav and Pailin districts not specifically effected by mines such as Toul Lvea, Ou Tavoia, Bor Yakha villages	Poorest disabled families Vulnerable families Widows with multiple children
2. Seila program	Phum Wat, Pailin commune, Pailin district Contact: Mr. Pok Vuthy, 012 800 450	Facilitating and capacity building of VDCs and CDCs Sub-contracting for the construction of roads, wells, and schools. Partnership with Govt.departments	Working in 73 villages throughout Krong Pailin	Poorest families Vulnerable families affected by mines/UXO Newly resettled families
3. World Education	Director for BTB and Pailin. Mr. Yok Soeun. 012 811 504 Counterpart WE in Pailin, DoE of Krong Pailin. Mr. Torng Theara	Provides MRE to children from 1-6 yrs of age Capacity building for teachers on mine risk education strategy on a weekly basis	All primary schools in Pailin and Salakrav districts	Children both attending school and not attending school Primary school teachers
4. Operation Enfants de Battambang (OEB)	Director Mrs. Tith Davy Coordinator in Pailin, Mrs. Bun Limheng Mobile: 016 948687	Rehabilitation of children with disabilities Nervous system therapy Providing education to disabled children at home.	Pailin & Salakrav districts	Children disabled by mine/UXO Children disabled from birth.
5. ASPECA, Orphaned, Org.	Director: Mrs. Yith Yoeun Tel: 016881256	Support to orphaned children	Pailin & Salakrav districts.	Orphaned children only.
6. CARE	ProM. Mr. Keo Sokhom Tel: 012 946389	Land management of family plots and agricultural land Demining Construction of wells, roads, and schools	Stung Trang, Dam Russei, Ou Donta Leu, Ou Donta Krom, Prei Santeah, Phteah Sbov, K on Darei villages	The poorest in rural areas
7. OGAV Association	Director, Mrs. Sokhom Tel: 012 866305	Bank and credit schemes	Pailin and Salakrav districts	People with professions or those who have land that can be used as security
8. CHED	Coordinator: Mrs. Thy Narith Tel: 012 708301	Public health education Child spacing campaign by radio FM	Pailin and Salakrav districts	General public in the 12-29 age bracket
9. CBDCO. Cambodia Border Development Controlling Org.	Directors : Mr. Keo Sameth, Mrs. Chao Kim Eang Tel : 016- 944509, 011 743704	Public health including drug abuse, domestic violence, environment and vocational training (No funds yet)	Ou Andong, Ou Cheukram, Thnal Both, Kro chab and Ou Breus Villages	Poorest family residing along the border People living in mine affected areas.
10. P.DAIHRO EU-ASAC	Coordinator: Mr. Choup Kosal Tel : 011 860896 Pahi. Pailin. Pailin	Conducting workshops with law enforcement agencies on the prohibition of ammunitions usage	Pailin and Salkrav districts	General population of Krong Pailin
11. B.WAP.	Director : Mrs. Eong SivHeng Tel: 016 886219 Bordinneav. Pailin. Pailin	Education on Aids, STD and the usage of condoms	Salakrav and Pailin districts	General public
12. Association	Director : Sngouun Vang	Development of	Salakrav and Pailin	General public

Humanitarian and religion development	# 232. Pahi. Pailin. Pailin	education in society	districts	
13. Institutional development of leadership	Director: Mr. Lay Vireak # 174. Bordinneav. Pailin. Pailin	Leadership training focused on changing behaviour	Salakrav and Pailin districts	General public
IO, NGO and Cambodian NGO working in Samlot districts, CBMRR Pailin operation targeted areas.				
Name of Org/ Project	Address/ Contact person	Project Activities	Project targeted area	Project target group
1. ACTION NORD SUD.	Project supervisor: Mr. York Sokha Tel: 092 530677 Tasanh commune, Samlot districts.	Constructions of roads and wells. Providing adult literacy education facilities	Some communes and villages in Samlot districts	Poorest people in the targeted areas of ANS
2. World Vision	Manager: Mr. Ok Samoeun	Mine awareness presentation. Water/ Sanitation Agriculture irrigation	Some communes & villages of Samlot district	Poorest families Vulnerable families
3. MAG	Manager: Mr. Pheap Mono Tel : 012 819123/ 053 952546, BTB	Mine action	Samlot district	Poor people
4. Cambodian Development Vision (CDV)	Director: Mr. Monh Sarath Tel : 053 952198 Main office in BTB	Resettlement and support to poor disabled families Forming community associations for self help	Some communes and villages in Samlot district.	Poorest families Poor disabled families
5. SEILA Program		Constructions of road and wells and local capacity building	All communes in Samlot district	Communes in Samlot district
6. CARTAS		Agricultural technical support for farmers	Samlot district	Interested farmers
7. ERM	Director: Ms. Babara Radelly main office in BTB	Care centre of orphans Support to children in poorest families and children orphaned by mine/UXO accidents	Samlot district	Children of the poorest families Orphaned children Street children

International Organizations/ Cambodian Organizations/ Associations in Battambang Province

Name of Org/Project	Address/Contact Person	Project activities	Project target area	Project target group
1. Operation Enfants de Battambang (OEB) - Cambodian Organization	Director. Mrs. Tith Davy #229. Sophy, Rathanak BTB District networks Mean Bunyin, social affairs in Sampoloun district Hun Sambor, social affairs in Kamreang district Long Choeung, social affairs in Phnom Preuk district	Rehabilitation of disabled children Nervous system theory Home schooling for teaching disabled children	Sampov Loun district Kam Reang district Phnom Preuk district	Children disabled by mines/UXO Children disabled from birth
2. LWS(Lutheran world Service) IO	Tel : 053952703 BTB LWS network: Sok Sokhon	Community Aids education	All villages in Kam Reang district	General public
3. CRC/CMVIS (Cambodian Red Cross/ Cambodian Mine Victim	District representatives: Sem Long Dy, Sampovloun & Phnom Preuk disticts	Information gathering on mine/UXO incidents	Sapov Loun district Kasm Reang district Phnom Preuk district	People affected by mine/UXO accidents

Information System) Government Organisation	Khan Savy, Kam Reang district			
4. ICRC (International Committee of the Red Cross) International Organisation	Director Arizono Yuji Tel: 053 370072. District representatives: Keo Chin, Social Affaire, Sampov Loun district. Long Choeng, Social affairs, Phnom Preuk district	Provides a disability referral service to disabled people Provided prosthesis to accident victims	Sampov Loun district Kamrieng district Phnom Preuk district	The poorest families in targeted villages
5. CRS	Program manager: Mr. Heng Buseith Tel: 053 952898 Network: village help representatives	Community health education Vaccinations Malaria control	Sampov Loun district Kamrieng district Phnom Preuk district	The poorest families in targeted villages
6. Adess	District representative: Chief of the Agriculture Department in Sampov Loun district Chief of Agriculture Department in Kamreing district Chief of Agriculture Department in Phnom Preuk district	Home garden Fruit trees Animal raising	Some villages in Sampov Loun district Some villages in Kamrieng district Some villages in Phnom Preuk district	
7. Social Fund Cambodia Government Organisation	District representatives: Mr. Soun Sothy, Sampov Loun district Mr. Yim Setha, Kamrieng district	Construction of wells, culverts and bridges	Sampov Loun district Kamrieng district Phnom Preuk district	Poor people lacking infrastructure facilities
8. Seila Program	District Development committees Mr. Sok Sam, Kamrieng district Mr. Chhouk, Phnom Preuk Keo Chin Sampov Loun	Construction of roads and wells	All communes in Sampov Loun district, Kamrieng district, Phnom Preuk district	Poor people in the target villages
9. SABOROS	Representative: Mr. Hun Sambor in Ouda, Kamrieng district	Counterpart of DEEP (local NGO) Community development activities: credit, construction of roads and wells Education facilities	Prediminately working in Kamrieng district, with some activity in Phnom Preun and Sampov Loun district	Poorest families Disabled families Illiterate adults

Villagers Comments

The villagers are aware that there are two CMAC representatives in this village. They said that they have received information regarding mine awareness from the CMAC presentation (CMAC from PP, MAT) however there was no information or resources provided to them by the two representatives. The information came from the CMAC staff from Phnom Penh and MAT. They claim that they had never heard of the CBMRR project before, and were only aware of CMAC and that CMAC had two networks.

There have been presentations regarding mine awareness prepared by MAT as well as CMAC from Phnom Penh. However, some of the people are still not only working on mine fields but they also dig UXO up to put into a piles. They believe this will hasten the responses by CMAC to their requests for removal. Most of those people said that they have no alternative other than to do this because if they do not work on their chamkar they will have nothing to ensure their livelihood.



The people feel that they had never been affected by UXO because the project (CMAC) came here three times a year and explained the dangers of mines/UXO and how to avoid them. They were told to inform CMAC of any UXO sightings or incidents and that they were not to touch them. One villager stated that “Through the presentation by CMAC regarding mine awareness, we were made aware of the dangers. Though we are working on the minefield, we are careful where we step on the land. People still face the dangers of mines. During the dry season, we can step on the land but nothing will happen. However, in the rainy season the land becomes saturated and sometimes our feet can sink lower which could trigger a mine.”

Another of the villagers interviewed stated, “So far I have been unable to make a chamkar. Today, plots of land are opened up with trees being cut down to make chamkar. In the future, if I do not find a plot of land for my family, I will not have it. Therefore, I have decided to go and find a plot of land to make a chamkar even though I know that the plot of land has mines”.

CMAC has never provided anything except an explanation of how mines cause accidents.

World Vision has provided two disabled families in this village with chickens (10 = 9 hens + 1 cock). As stated by the two families, “World Vision also pledged to give us one pig if the chicken raising is successful.” The two families were no longer concerned about dangers of mines and UXO because they were only working on the land around their houses growing corn and bean.

Direct Observation: Village Transect Walk

There are a lot of mines existing in community areas. In Borhuy Tbong and Rak Smey village, it is said that people can only walk along the road in order to not be at risk from mines because mines contaminate the areas adjacent to the road. In Sangkat Stung Kach a man was recently injured when he stepped a few metres away from the road to collect wood.

The people who have lived in their villages for a long time are aware of which areas are potentially mine contaminated. The permanent residents always inform the newcomers who are unaware of the situation in these areas. Mine awareness presentation have also been given to encourage people to keep away from the contaminated areas

The land that the people use for chamkar is mine contaminated land. In Ochheur Kram village, some people said that when they want to make a chamkar, they have to have enough money to get the services of a ploughing tractor (1000 B/hours) to plough the land to be used. One villager said that he has a plot of land 5,000 m² in size and he found that it was contaminated by 180 mines when he had it ploughed. Some of them exploded.



CMAC has demined along some roads adjacent to the chamkar. This was done after receiving requests to clear the chamkar land however the people are aware that they won't receive a response because their land is too large for CMAC to clear. They have requested them to clear their chamkar but there has been no response. They are told that it is under the CMAC plan for the future but not for now. However some requests for road clearance to the chamkar have been responded to.

The villagers, both newcomers and old residents, need the land. Some of old residents in Borhuy Tbong village said that the rate of newcomers has dramatically increased. When they reach the village, they search for a plot of land to be their own chamkar. Some get injured, some do not. One villager stated, " in the future if we do not try to prepare for our own chamkar, we will have nothing. If we do not have enough money to get the services of a ploughing tractor, we will use our own hands to clear". An example was given that in Kompong Lei village, the village chief has deactivated six AT mines by himself. In Rak Smey village, Mrs. Mut Rime, said her husband is undertaking clearance by himself. She has tried to stop him. To date he has cleared 10000 m² around their house which is now used for growing corn.

The CBMRR project is known as CMAC. Villagers do not know what CBMRR is. All they know is that there are two CMAC representatives in their village.

In Ochheur Kram village, there have been three visits by CMAC "officials" to tell them about the risk of mine/UXO. They have also put up mine marking signs along the roads. There has been some destruction of these markers by children and drunkards from outside the village who walk through the village. They are kicked over and are no longer readily visible.



Billboards regarding CBMRR activities have not yet been posted in each village. There is little information by way of billboards along the roads and those that remain are not able to be read.

ANNEXURE E: GUIDELINES FOR EVALUATION

Direct Observation guidelines: Village Transect Walk

Date:

Village:Commune:..... District:Province:

Purpose of the observations made during the transect walk:

- To assess the village environment regarding mine/UXO explosion impacts
- To find out how land under risk is selected for use and how it is used
- To find out how people gain access to the land
- To ascertain the primary reason that makes people knowingly use the risk land
- To find out what information the villages have acquired through the CBMRR project

Materials Required:

- Observation Checklist
- Note paper to chart walk and observations
- Paper to transfer list of observations and findings
- Pens, pencils
- Camera

Process:

- Form a group of villagers representing each village (5 to 7 persons).
- Facilitator explains the purpose of the transect walk to the group.
- The group will, with the aid of the facilitator, make observations while walking from one point in the village to another point. The group will then walk across the land under risk area in the village continuing to document observations.

During the walk the Team will observe:

- The chamkar in the risk area- how do the people grow their crops?
- Access to the area under risk of the chamkar
- The mine/UXO signs in the area under risk - are they located properly; are they clear; are they upright? General condition? Photographs?
- Any signage or information provided by CBMRR project about mines/UXO

The facilitator walks through the village with the group, and they discuss and together note observations:

- While walking through the village select an area that is a typical mine/UXO area under risk and which was identified by the CBMRR project.
- Take photographs of the selected area.

- Document the location in the village the camera shot was taken, so that that area can be identified again in the future.
- Is there sufficient information about mine/UXO to satisfy the needs of the people?
- Why are people still using the land under risk?

Question Guideline: Training and Monitoring Officer

The following questions are used to assess the achievable goals, objectives and strategies of the project. They are also used to assess effectiveness of the relationships among project staff, project participants and other stakeholders and partners. In addition they will assess the longer-term sustainability of the project in terms of the perceived suitability and appropriateness of the project in the Cambodian context.

These questions to be applied to the Training and Monitoring Officer.

1. How suitable is the staff recruitment process? What are the benefits/drawbacks of recruiting the District Focal Points for the CBMRR target districts?
2. Are there any changes regarding the maintenance of training and recruitment standards and level of project objectives achieved since the project first established?
 - a. If yes, how has it changed? Why has it changed?
.....
 - b. If no, why?
 - c. How could the recruitment process be improved?
3. Is the organisational structure of the project suitable for the community-based approach of the project? Does the organisational structure allow for easy replication in other high priority areas and for future sustainability?
4. Are the roles and responsibilities of the Mine/UXO Committees at district, commune and village level clear and appropriate?
 - a. What are the difficulties that these people face when working?
 - b. What are the things that make them feel comfortable?
 - c. What can be improved regarding their role and responsibilities?
5. Does the project coverage and selection process of target districts and villages ensure that the limited resources for mine action are focused in the areas of greatest need?
6. Are the training curriculums designed for the CBMRR staff and the Mine/UXO Committee representative comprehensive and suitable? How effective has the training by CBMRR staff of the Mine/UXO Committees been, judging by their current activities in the field? How could training be improved in the future?
7. Is the CBMRR Monitoring Framework fully comprehensive? How effective is the CBMRR reporting system? How can the information collected through the reporting system be better used by CMAC?
8. Is the CBMRR SOP a comprehensive document that can be practically implemented in the field? Do the CBMRR field staff employ participatory methodologies effectively? Are the activities implemented in the field appropriate for achieving the project aims and objectives? Are the CBMRR staff effectively identifying the high-risk people in their target areas and targeting them for assistance?
9. What is the level of community involvement in the CBMRR project?
10. What are the community perceptions and expectations of the CBMRR project? What indications are there that the formation of a network of volunteer mine/UXO committees is suitable and sustainable?
11. What is the level of integration between the CBMRR project and other CMAC units such as EOD and CMMT?
 - a. What are the main achievements of the collaboration?

- b. Are there any constraints to the collaboration?
 - c. How could the collaboration be improved?
12. What links has CBMRR made with other mine action organizations or agencies such as World Education and LUPU?
- a. What are the main achievements of the links?
 - b. Are there any constraints to forming links?
 - c. How could the links be improved/strengthened?
13. What has been the success of the CBMRR project in providing disability referral information to their target communities?
14. How successful has the integration of the CBMRR project been with community development organisations or processes (for example, Seila) in reducing the level of risk in villages? How can these processes be integrated?
15. How effective is the co-ordination between the different levels of CBMRR project staff? How can the existing support systems and co-ordination be improved?
16. What are the tools or capacity CMAC currently has?
17. *What additional tools or capacity does CMAC require to better implement the project?*
18. *How successful has the CBMRR project been in integrating with and contributing to the overall mandate and development of CMAC?*
19. *What benefits did people receive from the project?*
20. *Has there been any change since the project first began?*

Thank you very much for your valued presence
Good Luck to you!!

Focus Group Guideline: Village Group

The following questions are used to assess the effectiveness of the CBMRR project. The awareness of people regarding the project will be dependent on the extent of its dissemination. These following questions are used for focus group discussion among 5 to 7 villagers including village chief or local authority.

1. Have you seen Mines/UXO?
2. If you have seen, What were you doing?
3. Have you reported mine/UXO to anyone? Who is the main person who you always informed?
 - a. why you always informed to that person?
 - b. why didn't you inform other person?
4. Have you been educated or presented about the mine? Mine Risk and Mine Awareness. If yes, have you followed or practiced it? If yes,
 - a. Have you ever tampered mine/UXO? Why you tampered it?
 - b. Do you know that who also tamper mine/UXO? Why they tampered?
 - c. You always tamper or used mine/UXO for what purpose?
 - d. Why you still use mine/UXO? In fact you are aware about the risk of mine/UXO?
 - e. What are you doing if you see mine/UXO?
5. Is there something you have stopped doing since learning about mine/UXO? Explain
6. Do you think all the villagers in this village know about the danger of mine/UXO? Explain
7. Who gives you the presentation about the mine/UXO risk and Mine awareness? You think the people are really getting benefits from it or not? Why
8. How about your children? Have any of your children seen/heard Mine Awareness message? If yes, where?
9. What do you think if your children see mine/UXO on their way or any where else when they are walking?
10. What do you do if you see your children tamper with mine/UXO?
11. Have you ever told your children about being safe from mine/UXO?
12. Is there something your children have stopped doing since learning about mine/UXO? Explain
13. Do you think all the children in this village know about the danger of mine/UXO? Explain
14. Do you work in the farm? If not, where do you usually go to work?
15. Have you ever seen the Mine Risk Mark or Mine Risk Poster? If yes, where? Have you walked through that area? If yes why? Explain

16. Have you or your family worked in clearing new land for farmers?
17. Do the children in this village have some dangerous behaviour regarding mine/UXO that is difficult to change? Explain
18. Do the adults in this village have some dangerous behaviour regarding mine/UXO that is difficult to change? Explain
19. What do you think the best way to change such dangerous behaviour?
20. What are your suggestions/comments for the project? UXO?

.....

.....

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Thank you very much for your valued presence
Good Luck to you!!

Focus Group Guideline: DFP, Mine/UXO committees, CMAC DU

The following questions are used to assess the reachable goals, objectives and strategies of the project. They are also used to assess effectiveness of the relationships among project staff, project participants and other stakeholders and partners. The longer-term sustainability of the project is assessed in terms of the perceived suitability and appropriateness of the project in the Cambodian context.

These questions are applied to group discussion of 5 to 10 involved people.

1. What are goals and objectives of the project?
 - a. What are you doing to achieve the goals and objectives of the project?
 - b. Are the goals and objectives of the project achievable?
 - c. Are the methods used to obtain the goal and objectives suitable to the people targeted by the project as most vulnerable?
 - d. What constraints have you encountered in reaching the goals and objectives of the project?
2. What are the strategies of the project?
 - a. What are you doing in response to the strategies of the project?
 - b. Are the strategies of the project achievable?
 - c. Are the strategies of the project suitable to the target groups?
 - d. What constraints you met to apply the strategies of the project?
3. Is the role and responsibilities of the Mine/UXO Committees at district, Commune and village level clear and appropriate?
 - a. What are the difficulties that those people face when working?
 - b. What are the things that they feel comfortable?
 - c. What can be improved regarding the role and responsibilities of those?
4. What is the level of community involvement in the CBMRR project?
5. What are the community perceptions and expectations of the CBMRR project? What indications are there that the formation of a network of volunteer mine/UXO committees is suitable and Sustainable?
6. What is the level of integration between the CBMRR project and other CMAC units such as EOD and CMMT?
 - a. What are the main achievements of the relationship?
 - b. Is there any constraint within the relationship?
 - c. How may they be improved?
7. What links has CBMRR made with other mine action organizations or agencies such as World Education and LUPU?
 - a. What are the main achievements of the links?
 - b. Is there any constraint within the links?
 - c. How may they be improved?
8. What has been the success of the CBMRR project in providing disability referral information to their target communities?

9. How successful has the CBMRR project been with integrating with community development organisations or processes (for example, Seila) to reduce the risk in villages?
How can these processes be involved?
10. How effective is the co-ordination between the different levels of CBMRR project staff?
How can the existing systems of support and co-ordination be improved?
11. What are the tools or capacity the CMAC having?
12. *What additional tools or capacity does CMAC require to better implement the project?*
13. *How successful is the CBMRR project in integrating with and contributing to the overall mandate and development of CMAC?*
14. *What benefits did the people receive from the project?*
15. *Was there any change since the project implemented?*

Thank you very much for your valued presence
Good Luck to you!!

ANNEXURE F: WORKSHOP MINUTES

OBJECTIVE:

To offer relevant findings from the field and have participants form groups for discussion. This will assist CMAC achieve a defined and workable application of the general objectives of the CBMRR project.

AGENDA:

- 8: 30 Welcoming and Opening by HE. Khem Sophoan, CMAC Director General
- 8: 45 Introduction by UNICEF Representative, Mr. Julian Temple
- 9 :00 Introduction by Evaluation Team.
- 10:00 Tea break
- 10:30 Group discussions.
- 12:00 Lunch
- 2:00 Group presentations
- 3:30 Tea break
- 3:45 Open session - *“How can the use of incentives be standardised throughout the demining/development community”*.
- 5:15 Brief conclusion by Evaluation team
- 5:30 Closing remarks by HE. Khem Sophoan

OUTPUT

Purpose of Evaluation

The evaluation of this pilot phase was conducted in October 2002 to examine and define the future development of the CBMRR. The evaluation focused specifically on its design, set-up and the first months of implementation, its collaboration with mine action, and its links to disability assistance and community development initiatives.

The evaluation has the following objectives:

- To assess the progress of the pilot project towards reaching the original goal and objectives of the project. In addition to assess and the effectiveness of the project activities undertaken to date, measured by the extent to which the indicators have been met, or are in the process of being met.
- To assess the coherence and appropriateness of project design, strategies and procedures developed during the pilot.
- To assess the effectiveness of the relationships among project staff, project participants and other stakeholders and partners.

- To assess the longer-term sustainability of the project in terms of the capacity of CMAC to continue to manage and implement the project efficiently, and in terms of the perceived suitability and appropriateness of the project in the Cambodian context.

Overview of findings

The evaluation provided an interesting insight into a pilot programme that marks a very courageous and admirable set taken by CMAC, Handicap International Belgium (HI-B) and Unicef. The task of introducing such a project into an established institutional framework such as CMAC is not an easy one. Accordingly congratulations should be given to HI-B for the quality of the technical support given to achieve this.

Like all new projects inevitable adjustments need to be made, however overall we found that the project is finding its niche in the complex areas of mine action. The CBMRR project appears to be generally well received by other CMAC departments, associated agencies and the community. It is now a question of “where to from here?”

The CBMRR project is indicative of a general move by many agencies and organisations in Cambodia and elsewhere, towards a more community-oriented approach to mine action. As the national mine action organisation, CMAC should ensure that it shares its experiences and lessons learned with other organisations working in a similar field. Project documents and evaluation reports should also be shared with other agencies. This will help all organisations working in mine/UXO risk reduction, including CMAC, work towards the best possible practice.² This is a recommendation made by Ruth Bottomley, Technical Advisor to CBMRR, as to the future direction of the programme and one that we endorse wholeheartedly. It is with this in mind that CMAC has invited participation from other agencies today.

The detailed documentation of the stages of implementation of the programme by Ms Bottomley provides invaluable guidance for the continued implementation of the project. This includes an early review of the operation in Pailin, an assessment of the training provided to the relevant CMAC staff, an operations manual and staff appraisals. Ms Bottomley has also provided her recommendations as to the future development of CBMRR. In addition, there has also been an Internal Quality Audit that provides recommendations on the project from a different perspective. I have made a number of additional recommendations from my findings. This gives CMAC a variety of viewpoints on the project. However I also believe that it is necessary as part of the evaluation to provide CMAC with some options as to the future direction of not only CBMRR, but also its interrelationship with others.

Accordingly I have designed the workshop to have participants discuss and give feedback on a selection of topics where I have found a divergence of viewpoints by stakeholders, or where my initial findings have been unexpected. This of course gives all the participants a chance to further any arguments they may have as to their particular interests.

What I am also looking for today is views on how to achieve a defined and workable application of the general objectives of the project. This will assist in the assessment of whether CBMRR is actually reaching its original goals and objectives.

² Ruth Bottomley Report on Recommendation for future development of CBMRR

Because time is short we will move now to the topic for this morning's workshop.

Group discussion

Probably the most surprising finding at this stage of the evaluation is how the CBMRR project is viewed and where its perceived primary value lies. The responses we have recorded indicate that CBMRR is seen as a source of good and reliable information regarding mine activity that can be acted upon by others, or a potential vehicle for the collection of information, with the dissemination of information being secondary. If this is, in fact, the case it raises issues as to the overall role of CBMRR in the broader context. Interestingly enough the responses reflecting this have been given in a positive way. Therefore questions regarding information gathering, information channelling, information use and information dissemination needs to be discussed.

The objective of the discussion will be to establish how each of your groups sees the role of CBMRR, both now and in the future. With comments for future direction, the participants of each group are suggested to address what they see the additional requirements they think would be necessary to bring any changes into effect (ie more resources particularise), more training, more co-operation with other bodies, more dialogue, etc). The discussion is based in the context of the goals, objectives and strategies of the CBMRR project.

Outputs:

Group 1 comprised of 10 members:

1. Mr. Tong Try
2. Mr. Michel Le Péchoux
3. Mr. Reuben McCarthy
4. Mr. Bruno Leclercq
5. Ms. Ruth Bottomley
6. Mr. Pascal Simon
7. Mr. Julian Temple
8. Ms. Clare Brazenor
9. Ms. So Corita

The group raised seven components of the project to discuss.

1. The CBMRR title is too long to remember and is especially hard to define clearly in Khmer terms. But it cannot be changed because the new name may miss the meaning of the project.
2. Is the CBMRR Mine Awareness? Indeed, it is. Actually, the project is established to respond to community requests and is not purely mine awareness.
3. Community capacity building: The capacity building is provided to PC, DFP, TMO and those who have to share to community networks as needed.
4. Structure of Networks: the DFP should be included as a member of the District working group in the LUPU structure. Commune networks should be a member of the Commune Council. At least one village mine/UXO committee is the village authority.

5. The project should clearly define the objectives relating to mine action, victim assistance, and development linkages.
6. CMAA role: The networks were established not only for CMAC, but also for the whole community. The community can use the networks for assistance with their requests to contact the agencies who can provide the quickest response. Assistance is required from CMAA to make the community aware of this function of the networks. Role of CMAC: Information gathering, Community liaison and advocacy.
7. Role of CMAC: Information gathering, community liaison and advocacy

Group 2: comprised of 10 members:

1. Mr. Sar Chan Moeung
2. Mr. Som Socheat
3. Mr. Ing Khun
4. Ms. Ty Pisith
5. Mr. Son Vibal
6. Mr. Neang Sina
7. Mr. Nou Sarom
8. Mr. Chhaya Plong
9. Ms. Vor Lavy

The group raised the CBMRR role for discussion. There are two roles: facilitation and coordination.

1. Facilitation: The CBMRR is established to facilitate community participation and decision making that fosters community ownership of the process. There should be networks established to make their community sustainable.
2. Coordination: The CBMRR will help the community in:
 - Mine awareness
 - Demining
 - Marking
 - Disability Service

Comments:

- CBMRR to be partner of other organisations
- CBMRR based strongly on partner's help
- To build community truth action by responding on time to the community request.

Group 3: The group comprised of 11 members.

1. Mr. Sam Vireak
2. Mr. Lam Sambo
3. Mr. Minh Saron
4. Mr. Chhin Vibol
5. Mr. Un Koar
6. Mr. Tang Sun Hao

7. Mr. Nhek Hoeun
8. Mr. Kroch Sameth
9. Mr. Srey Sangha
10. Mr. Teas Heanh
11. Ms. Chheng Kol Pisey

The group raised the issue of information gathered by CMAC is still overlapping. They constructed a matrix table to indicate all the departments in CMAC involved in information gathering. They found that CMMT, MRT, LUPU/Socio-Economic, and CBMRR are all gathering information from the field.

Recommendation:

1. CMAC should fine-tune a procedure to task and collect information from mine fields:
 - CBMRR networks should select only minefields of high priority and important mine field which are small in scale and outside the minefield integration plan of CMAC.
 - CMAC should formulate an assistance plan to respond quickly to CBMRR requests.
2. CBMRR should be provided more training courses on site scat mapping.

Group 4: comprised of 14 members.

1. Mr. Ouk Ratanak
2. Mr. Him Vandy
3. Mr. Seth Tang
4. Mr. Pon Bor
5. Mr. Run Krong
6. Mr. Phon Phen
7. Mr. Tong Pisei
8. Mr. Yuth Chhieng
9. Mr. Dos SoVathana
10. Mr. Men Sophanna
11. Mr. Nan Bay

The group discussed the achievements of the project since its establishment. The project selected 152 representatives at the village, commune and district levels. Those people have received training, and have worked efficiently with a 95% reportage rate of all mine requests. The response from victim and development organisations is still limited

Recommendations:

1. The networks should have regularly meetings.
2. Representatives should be provided with transportation and incentives to attend meetings.
3. DFP should become involved in the DWG within the LUPU structure.

4. There should be an increase in incentives for members of the networks, as it will help give them a strong sense of responsibility for their work.
5. To establish a working system in the community through the DWG.
6. Try to make close contact closely with other development agencies.
7. To increase the mass media campaign by radio, billboard, TV and other medium. It is necessary to conduct a technical survey to find out the most appropriate spots to date.
8. Thirty-five spots have been to date some of which are too old and need renewing. Some of them are not appropriate to present in some locations due to the preference of the people and the conditions and the location.
9. Follow up and monitoring through the CBMRR target areas.

Open Session

All participant were encouraged to express their views on how incentives should be used, with the aim of trying to get dialogue between the agencies and establish some “standard” that is workable.

HE. Khem Sophoan suggested DFP to share their experiences regarding what kind of incentives they have provided to networks and what are their perspectives on the use of incentives within CBMRR

Mr. Phon Phen, DFP Samlot district, has replied that the incentives like T-shirt provided to networks is still limited. Their commitment to working for CBMRR is also limited due to the need for them to attend to their own work to their livelihood.

Mr. Michel Le Pécoux questioned whether VDC receive incentives.

The answer to this question came from Mr. In Thiev of LUPU Battambang; He said that VDC members have lots of work to do. The VDC members have only received food payments for their work and that they continue to work because of promises made of future benefits they will accrue.

It was considered that the local authority was their focal point for daily assistance to gather people in community to help. This is seen as their work. Therefore if we provide incentive to the local authority it will work better, however, they should be defined clearly and used consistently.

Mr. Plong Chhaya suggested that incentives are needed to ensure participation by all people in the project. We know that it is hard to attract people to work without provision of incentives. If we base hi project on community development and its sustainability, the people have to use their own resources. Accordingly there should be explanation given to the people about how community resources can be used to build the capacity of the community.

Mr. Yuth Chhieng said that in order for CBMRR to be sustainable, all those involved need motivation and resources.

Mr. Ol Seine explained that to date CBMRR has only provided them with materials such as T-shirts. We did not provide them with money at all because it would cause the project to be unsustainable. So material incentive should be provided over incentives.

ANNEXURE H: LIST OF WORKSHOP PARTICIPANTS

S/N	Name	Organization/ Location	Position
1	Mr. Bruno Leclercg	HIB	Desk officer for Cambodia
2	Mr. Chhaya Plong	UNICEF	Project Assistant
3	Mr. Chhin Vibol	CMAC DU2	EOD/ FLO
4	Mr. Dos SoVathana	HIB	Mine Action Programme manager
5	Mr. Him Vandy	CMAC DU3	DU3 Manager
6	Mr. Ing Khun	CMAC DU3	EOD FLO
7	Mr. Julian Temple	UNICEF	Head of CNSP section
8	Mr. Keo Chhunly	CARE IDDP/BTB	Project Manager
9	Mr. Kroch Sameth	CMAC DU3	OPS Officer
10	Mr. Lam Sambo	CMAC DU5	DU5 Manager
11	Mr. Men Sophanna	CMAC DU3	DFP for Samloth district
12	Mr. Michel Le Péchoux	CMAC HQ	Technical Survey Consultant
13	Mr. Minh Saron	CMAC DU2	CMMT coordinator
14	Mr. Neang Sina	CMAC –MAT /DU5	MAT team leader
15	Mr. Nhek Hoeun	CMAC –MAT /DU2	MAT team leader
16	Mr. Nou Sarom	CMAC DU2	DU2 Manager
17	Mr. Ouk Ratanak	CMAC DU2	Deputy Director OPS/planning
18	Mr. Pascal Simon	EU/CMAA	TA
19	Mr. Phon Phen	CMAC DU2	DFP for Sampov Loun district
20	Mr. Pon Bor	CMAC DU2	Socio- Economic Officer
21	Mr. Reuben McCarthy	HIB	MDPD Coordinator
22	Mr. Run Krong	CMAC DU3	DFP for Pailin district
23	Mr. Sam Vireak	CMAC DU1	DU1 Manager
24	Mr. Sar Chan Moeung	CMAC DU1	OPS Officer
25	Mr. Seth Tang	CMAC DU2	OPS Officer
26	Mr. Som Socheat	CMAC DU5	OPS Officer
27	Mr. Son Vibal	CMAC DU2	DFP for Kam Reang district
28	Mr. Srey Sangha	CMAC	Mine Marking Team
29	Mr. Tang Sun Hao	CMAC	OPS Coordinator
30	Mr. Teas Heanh	CRC / BTB	Head CRC sub office BTB
31	Mr. Tong Pisei	CMAC –MAT/ DU1	MAT Team Leader
32	Mr. Tong Try	CMAC	OPS Director
33	Mr. Un Koar	CMAC DU3	CBMRR PC
34	Mr. Yuth Chhieng	NPA /DU1	Monitoring Liaison Officer
35	Ms. Clare Brazenor	LUPU / BTB	Technical Advisor LUPU BTB
36	Ms. Ruth Bottomley	NPA	Former TA CBMRR
37	Ms. Ty Pisith	CMAC DU3	DFP for Salakrav district
38	Ms. Vor Lavy	CMAC DU2	DFP for Phnom Preok district
39	Mr. Yok Soeung	World Education	PC
40	Mr. Noun Ly	NPA	LRO
41	Mr. Som Sivon		

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